

BASE EMERGENCY OPERATIONS PLAN



March 1, 2016

**Prepared by
Frederick County Department of Emergency Preparedness**

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APPROVAL & IMPLEMENTATION

The Frederick County

Base Emergency Operations Plan

This Emergency Operations Plan is hereby approved. This plan is effective immediately and supersedes all previous editions.

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BASE EMERGENCY OPERATIONS PLAN

I. AUTHORITY

A. Federal

1. Robert T. Stafford Disaster Relief & Emergency Assistance Act, (as amended), 42 U.S.C. 5121
2. Emergency Planning and Community Right-to-Know Act, 42 USC Chapter 116
3. Emergency Management and Assistance, 44 CFR
4. Hazardous Waste Operations & Emergency Response, 29 CFR 1910.120
5. Homeland Security Act of 2002
6. Homeland Security Presidential Directive. *HSPD-5*, Management of Domestic Incidents
7. Homeland Security Presidential Directive, *HSPD-3*, Homeland Security Advisory System
8. National Incident Management System
9. National Response Framework
10. National Strategy for Homeland Security, October 2007
11. Nuclear/Radiological Incident Annex of the National Response Framework

B. State

1. Maryland Public Safety Code, Title 14. Emergency Management (2014)
2. Governor's Emergency Powers, Md. Ann. Code art. 41, § 2-101 (2014)
3. Maryland Constitution, Article XI-A
4. Annotated Code of Maryland, Article 25A
5. Governor's Office of Homeland Security. Md. Exec. Or. 01.01.2003.18
6. State of Maryland Emergency Management. Md. Exec. Or. 01.01.1991
7. State of Maryland Adoption of the National Incident Management System. Md. Exec. Or. 01.01.2005.09
8. Oct. 27, 2003, Appointment of the Frederick County Director of Emergency Management by the Governor of the State of Maryland

C. Local

1. County Resolution 03-21. "Change the name and extend the responsibilities"
2. Frederick County Government Strategic Plan FY 2011 – FY2015, Goal #4: Enhancing Public Safety

II. PURPOSE

The Base Emergency Operations Plan (EOP) outlines Frederick County Government's (FCG) approach to emergency operations. It provides general guidance for emergency management activities and an overview of our methods of mitigation, preparedness, response and recovery. This Plan describes FCG's emergency response organization and assigns responsibilities for various emergency tasks. This Plan is intended to provide a framework for more specific

functional annexes that describe in more detail who does what, when and how. This Plan applies to all local officials, divisions and agencies. The primary audience for the document includes our chief elected official and other elected officials, the emergency management staff, department and agency heads and their senior staff members, leaders of local volunteer organizations that support emergency operations and others who may participate in our mitigation, preparedness, response and recovery efforts.

Public Safety Article, §14 –111 of the Maryland Annotated Code provides the “Principal Executive Officer” for each municipality the authority to declare a local state of emergency for up to 30 days before it must be approved by the “local governing body”. The Base EOP and its’ functional annexes outline how the county will interface with the municipalities related to emergency management activities and provide support for response and recovery efforts, if requested. Each municipality is encouraged to develop a Base EOP and functional annexes that cover the type and level of services they provide to their residents.

III. EXPLANATION OF TERMS

A. Acronyms

ARC	American Red Cross
CC	County Council
CSD	Citizens Services Division
DAT	Disaster Assistance Team
DEM	Division of Emergency Management
DFRS	Division of Fire and Rescue Services
DPW	Division of Public Works
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
FCG	Frederick County Government
FCHD	Frederick County Health Department
FCSO	Frederick County Sheriff’s Office
FEMA	Federal Emergency Management Agency
Hazmat	Hazardous Material
HSPD-5	Homeland Security Presidential Directive 5
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
NIMS	National Incident Management System
NRF	National Response Framework
NTAS	National Terrorism Advisory System
PIO	Public Information Officer
SOPs	Standard Operating Procedures
SEOC	State Emergency Operations Center

B. Definitions

1. Area Command (Unified Area Command)

An organization established (1) to oversee the management of multiple incidents that are each being managed by an Incident Command System (ICS) organization or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams (IMTs) have been assigned. Area Command sets overall strategy and priorities, allocates critical resources according to priorities, ensures that incidents are properly managed and ensures that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional.

2. Emergency Operations Center (EOC)

Specially equipped facility from which government officials exercise direction and control as well as coordinate necessary resources in an emergency situation.

3. Public Information:

Information that is disseminated to the public via the news media before, during and after an emergency or disaster.

4. Emergency Situations

As used in this plan, this term is intended to describe a *range* of occurrences from a minor incident to a catastrophic disaster. It includes the following:

a. Event: An event is any large-scale emergency, disaster or planned activity that results in the implementation of the ICS and/or EOC to manage County resources and command/control activities. An event may include, but is not limited to, tornado, tropical storm, severe thunderstorm with flash flooding, influenza outbreak, large public gathering, public festival, etc.

b. Incident: An incident is a situation that is limited in scope and potential effects. Characteristics of an incident include:

- 1) A limited area and/or limited population;
- 2) Evacuation or in-place sheltering typically limited to the immediate area of the incident;
- 3) Warning and public instructions provided in the immediate area, not community-wide;
- 4) One or two local response agencies or divisions/departments acting under an incident commander (IC). Requests for resource support are normally handled through agency/departamental channels;
- 5) Limited external assistance from other local response agencies or contractors may be needed;
- 6) For the purposes of the National Response Framework (NRF), incidents include the full range of occurrences that require an emergency response to protect life or property.

c. Emergency: An emergency is a situation that is larger in scope and more severe in terms of actual or potential effects than an incident. Characteristics include:

- 1) A large area, significant population, or important facilities;
 - 2) Possible implementation of large-scale evacuation, in-place sheltering and temporary shelter and mass care operations;
 - 3) May require community-wide warning and public instructions;
 - 4) Requires a sizable multi-agency response operating under an incident commander;
 - 5) May require some external assistance from other local response agencies, contractors and limited assistance from state or federal agencies;
 - 6) The EOC will be activated to provide general guidance and direction, coordinate external support, and provide resource support for the incident;
 - 7) For the purposes of the NRF, an emergency (as defined by the Stafford Act) is “any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of catastrophe in any part of the United States.”
- d. Disaster: A disaster involves is an occurrence or threat of significant casualties or widespread property damage that is beyond the capability of the local government to handle with its indigenous resources. Characteristics include:
- 1) A large area, sizable population or important facilities;
 - 2) Possible implementation of large-scale evacuation or in-place sheltering and of temporary shelter and mass care operations;
 - 3) Community-wide warning and public instructions;
 - 4) Response by all local response agencies operating under one or more ICs;
 - 5) Significant external assistance from other local response agencies, contractors and extensive state or federal assistance;
 - 6) Activated EOC to provide general guidance, direction and emergency information to the public, coordinate state and federal support and coordinate resource support for emergency operations;
 - 7) For the purposes of the NRF, a *major disaster* (as defined by the Stafford Act) is any catastrophe, regardless of the cause, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster federal assistance.
- e. Catastrophic Incident: For the purposes of the NRF, this term is used to describe any natural or manmade occurrence that results in extraordinary levels of mass casualties, property damage or disruptions that severely affect the population, infrastructure, environment, economy, national morale, or government functions. An occurrence of this magnitude would result in sustained national impacts over prolonged periods of time, and would immediately overwhelm local and state capabilities. All catastrophic incidents are *Incidents of National Significance*.

5. Hazard Analysis:

A document that identifies local hazards that have caused or possess the potential to adversely affect public health and safety, public or private property or the environment.

6. Hazardous Material (Hazmat)

A substance in a quantity or form posing a risk to health, safety or property when manufactured, stored or transported. The substance by its nature, containment and reactivity, has the capability for inflicting harm during an accidental occurrence. It can be toxic, corrosive, flammable, reactive, irritating or a strongly sensitizing. It includes toxic substances, certain infectious agents, radiological materials and other related materials such as oil, petroleum products and industrial solid waste substances.

7. Incident of National Significance

An actual or potential high-impact event that requires a coordinated and effective response by federal, state, local, tribal, or private sector entities to save lives, minimize damage and provide the basis for long-term communication, recovery and mitigation activities.

8. Inter-local agreements

Arrangements between governments or organizations, either public or private, for reciprocal aid and assistance during emergency situations where the resources of a single jurisdiction or organization are insufficient or inappropriate for the tasks that must be performed to control the situation. They are commonly referred to as mutual aid agreements.

9. National Terrorism Advisory System (NTAS)

The National Terrorism Advisory System, or NTAS, replaces the color-coded Homeland Security Advisory System (HSAS). This new system will more effectively communicate information about terrorist threats by providing timely, detailed information to the public, government agencies, first responders, airports and other transportation hubs, and the private sector. It recognizes that Americans all share responsibility for the nation's security, and should always be aware of the heightened risk of terrorist attack in the United States and what they should do.

a. NTAS – Imminent Threat Alert: Warns of a credible, specific, and impending terrorist threat against the United States.

b. NTAS – Elevated Threat Alert: Warns of a credible terrorist threat against the United States.

10. Stafford Act

The Robert T. Stafford Disaster Relief and Emergency Assistance Act authorizes federal agencies to undertake special measures designed to assist the efforts of states in expediting the rendering of aid, assistance, emergency services and reconstruction and rehabilitation of areas devastated by disaster.

11. Standard Operating Procedures (SOPs)

Approved methods for accomplishing a task or set of tasks. SOPs are typically prepared at the department or agency level. SOPs may also be referred to as Standard Operating Guidelines (SOGs).

IV. SITUATION AND ASSUMPTIONS

A. Situation

Frederick County is exposed to many hazards, all of which have the potential for disrupting the community, causing casualties and damaging or destroying property. A summary of the County's major hazards is provided in Figure 1 (next page). More detailed information is provided in the County's Hazard Analysis, published separately.

Figure 1

HAZARD SUMMARY

Hazard Type:	Likelihood of Occurrence*	Estimated Impact on Public Health & Safety			Estimated Impact on Property		
		Limited	Moderate	Major	Limited	Moderate	Major
Natural							
Drought	Unlikely	←→			←→		
Extreme Summer Heat	Highly Likely	←→			←→		
Earthquake	Unlikely	←→			←→		
Flash Flooding	Likely	←→			←→		
Flooding (river or tidal)	Likely		←→		←→		
Thunderstorms	Highly Likely	←→			←→		
Hailstorms	Occasional	←→			←→		
Tropical Storm/Hurricane	Occasional		←→			←→	
Lightening	Highly Likely		←→			←→	
Tornados/Extreme Wind Events	Occasional		←→			←→	
Wildfire	Unlikely	←→			←→		
Wildland Urban-Interface Fires	Likely						
Severe Winter Storms	Likely		←→			←→	
Subsidence: Sinkholes/Karst	Highly Likely		←→			←→	
Subsidence: Landslides	Unlikely	←→			←→		
Technological							
Dam Failure	Unlikely		←→			←→	
Energy/Fuel Shortage or Outage	Occasional		←→		←→		
Hazmat/Oil Spill (fixed site)	Unlikely	←→			←→		
Hazmat/Oil Spill (transport)	Likely		←→			←→	
Major Structural Fire	Likely		←→			←→	
Nuclear Facility Incident	Unlikely		←→			←→	
Water System Failure	Unlikely		←→			←→	
Security							
Civil Disorder	Unlikely	←→			←→		
Enemy Military Attack	Unlikely		←→			←→	
Terrorism	Unlikely		←→			←→	

* **Likelihood of Occurrence:** Unlikely, Occasional, Likely, or Highly Likely

B. Assumptions

1. Frederick County will continue to be exposed and subject to the impact of those hazards described above, as well as lesser hazards not listed and others that may develop in the future.

2. It is possible for a major disaster to occur at any time and any place. In many cases, dissemination of warning to the public and implementation of increased readiness measures are possible. However, some emergency situations occur with little or no warning, limiting the ability to take preemptive actions.
3. Outside assistance will be available in most emergency situations affecting our County. Since it takes time to summon external assistance, it is essential for the County to be prepared to carry out the initial emergency response on an independent basis.
4. Proper mitigation actions, such as floodplain management and fire inspections, can prevent or reduce disaster-related losses. Detailed emergency planning, training of emergency responders and other personnel, as well as conducting periodic emergency drills and exercises, can improve the County's readiness to deal with emergency situations.

V. CONCEPT OF OPERATIONS

A. Objectives

The objectives of Frederick County's emergency management program are to protect public health and safety, preserve the environment and protect public and private property.

B. General

1. It is Frederick County's responsibility to protect public health and safety and preserve property from the effects of hazardous events. The County has the primary role of identifying and mitigating hazards and preparing for, responding to, and managing the recovery from emergency situations that affect the County.
2. It is impossible for government to do everything required to protect the lives and property of its population. Citizens have the responsibility to prepare their families and selves for emergency situations and manage their affairs and property in ways that will aid the government in managing emergencies. The County will assist citizens in carrying out these responsibilities by providing public information and instructions prior to, during, and after emergency situations.
3. Frederick County is responsible for: organizing, training and equipping local emergency responders and emergency management personnel; providing appropriate emergency facilities; providing suitable warning and communications systems; and contracting for emergency services. The state and federal governments offer programs that provide some assistance with portions of these responsibilities.
4. To achieve its objectives, Frederick County has organized an emergency management program that is both integrated (employs the resources of government, organized volunteer groups, and businesses) and comprehensive (addresses mitigation, preparedness, response, and recovery). This Plan is one element of the County's preparedness activities.
5. This Plan is based on an all-hazard approach to emergency planning. It addresses general functions that may need to be performed during any emergency situation and is not a collection of plans for specific types of incidents. For example, the Warning Annex addresses techniques that can be used to warn the public during an emergency situation whatever the cause.

6. Divisions and agencies tasked in this Plan are expected to develop and maintain current standard operating procedures (SOPs) that describe how emergency tasks will be performed. Divisions, departments and agencies are charged with ensuring the training and equipment necessary for an appropriate response are in place.
7. This Plan is based upon the concept that the emergency functions generally parallel some division/department/agency's day-to-day functions. To the extent possible, the same personnel and material resources used for day-to-day activities will be employed during emergency situations. Some routine functions that do not contribute directly to the emergency may be suspended due to limited personnel and equipment resources. The personnel, equipment and supplies that would be required for those routine functions will be redirected to accomplish emergency tasks.
8. Frederick County has adopted the National Incident Management System (NIMS) in accordance with the President's Homeland Security Directive (HSPD)-5. The adoption of NIMS will provide a consistent approach to the effective management of situations involving terrorism, natural or man-made disasters. NIMS allows the County to integrate its response activities using a set of standardized organizational structures designed to improve interoperability between all levels of government, private sector and non-profit organizations.
9. This Plan, in accordance with the NRF, is an integral part of the national effort to prevent and reduce America's vulnerability to, minimize the damage and recover from terrorism, major disasters and other emergencies. In the event of an Incident of National Significance, as defined in HSPD-5, the County will integrate all operations with all levels of government, private sector, and non-profit organizations through the use of NRF coordinating structures, processes and protocols.

C. Operational Guidance

Frederick County will employ the six components of the NIMS in all operations, which will provide a standardized framework that facilitates operations in all phases of emergency management. Appendix E provides further details on the NIMS.

1. Initial Response: Local emergency responders will likely be the first on the scene of an emergency situation. They will normally take and remain in charge of the incident until resolved or others entities, who have the legal authority to do so, assume responsibility. They will seek guidance and direction from our local officials and seek technical assistance from industry and state and federal agencies where appropriate.
2. Implementation of Incident Command System (ICS):
 - a. The first local emergency responder to arrive at the scene of an emergency situation will implement the ICS and serve as the IC until relieved by a more senior or qualified individual. The IC will establish an Incident Command Post (ICP) from which they will provide an assessment of the situation to local officials, identify response resources required and direct on-scene response.
 - b. For certain emergency situations, a specific incident scene may not exist in the initial response phase. In this instance, the EOC may accomplish initial response actions, such as issuing precautionary warnings to the public and mobilizing personnel and equipment. As the threat becomes clearer and a specific impact site(s) is identified, an ICP may be established and the direction and control of the response transitioned to the IC.

3. Source and Use of Resources:

- a. Frederick County will use its own resources, which meet the requirements for resource management in accordance with the NIMS, to respond to emergency situations. Supplies and equipment will be purchased and assistance requested if our resources are insufficient or inappropriate. If additional resources are required, the County may:
 - 1) Summon resources available to the County pursuant to inter-local agreements;
 - 2) Summon emergency service resources that the County has contracted for;
 - 3) Request assistance from volunteer organizations active in disasters;
 - 4) Request assistance from private industries or individuals who have resources needed to deal with the emergency situation.
- b. When external agencies respond to an emergency situation within Frederick County, they are expected to conform to the guidance and direction provided by the IC in accordance with the NIMS.

D. Incident Command System (ICS)

1. Frederick County intends to employ ICS, an integral part of the NIMS, in managing emergencies. ICS is both a strategy and a set of organizational arrangements for directing and controlling field operations. It is designed to effectively integrate resources from different agencies into a temporary emergency organization at an incident site that can expand and contract with the magnitude of the incident and resources on hand. A summary of ICS is provided in Attachment 6.
2. The IC is responsible for carrying out the ICS function of command -- managing the incident. The four other major management activities that form the basis of ICS are operations, planning, logistics, and finance/administration. For small-scale incidents, the IC and one or two individuals may perform all of these functions. For larger incidents, a number of individuals from different divisions, departments or agencies may be assigned to separate staff sections charged with those functions.
3. An IC using response resources from one or two divisions/departments/agencies can handle the majority of emergency situations. Divisions/departments/ agencies participating in this type of incident response will normally obtain support through their own department or agency.
4. In emergency situations where other jurisdictions, state or federal governments are providing significant response resources or technical assistance, it is generally desirable to transition from the normal ICS structure to a Unified or Area Command structure. This arrangement helps ensure all participating agencies are involved in developing objectives and strategies to deal with the emergency. Appendix E provides additional information on Unified and Area Commands.

E. ICS - EOC Interface

1. For major emergencies and disasters, the EOC will be activated. When the EOC is activated, it is essential to establish a division of responsibilities between the ICP and the EOC. A general division of responsibilities is outlined below. It is essential that a precise division of responsibilities be determined for specific emergency operations.

2. The IC is generally responsible for field operations including:
 - a. Isolating the scene;
 - b. Directing and controlling on-scene response and managing the emergency resources committed there;
 - c. Warning and providing emergency instructions to the population in the area of the incident;
 - d. Determining and implementing protective measures for on-scene emergency responders and the population in the immediate area of the incident;
 - e. Implementing traffic control arrangements in and around the incident scene;
 - f. Requesting additional resources from the EOC.
3. The EOC staff is generally responsible for:
 - a. Providing resource support for the incident command operations;
 - b. Issuing community-wide warnings;
 - c. Issuing instructions and providing information to the general public;
 - d. Organizing and implementing large-scale evacuation;
 - e. Organizing and implementing shelter and mass care arrangements for evacuees;
 - f. Coordinating traffic control for large-scale evacuations;
 - g. Requesting assistance from the State and other external sources.
4. In some large-scale emergencies, emergency operations with different objectives may be conducted at geographically separate scenes. In such situations, more than one incident command operation may be established. If this situation occurs, a transition to an Area Command or a Unified Area Command is desirable, and allocation of resources to specific field operations will be coordinated through the EOC.

F. State, Federal & Other Assistance

1. State & Federal Assistance
 - a. If local resources are inadequate to deal with an emergency situation, we will request assistance from the State. State assistance furnished to local governments is intended to supplement, not substitute for, local resources, including mutual aid resources, equipment purchases/leases or resources covered by emergency service contracts. As noted, municipalities must request assistance from the County before requesting state assistance.
 - b. Requests for State assistance should be made to the State Emergency Operations Center (SEOC). An appendix of the Resource Management Annex contains a form that can be used to request State assistance. The Frederick County Division of Emergency Management (DEM) should develop and coordinate all requests for State assistance.

- c. A request for State assistance must be made by the County Executive and may be made by telephone, fax or email. Use of National Guard resources requires approval of the Governor.

2. Other Assistance

- a. If resources required are not available within the State, the Governor may request assistance from other states pursuant to a number of inter-state agreements or from the federal government through the Federal Emergency Management Agency (FEMA).
- b. During major emergencies and disasters for which a Presidential declaration has been issued, federal agencies may be mobilized to provide assistance to states and local governments. The NRF describes the policies, planning assumptions, concept of operations and responsibilities of designated federal agencies for various response and recovery functions. The Nuclear/Radiological Incident Annex of the NRF addresses federal response to major incidents involving radioactive materials.
- c. FEMA has the primary responsibility for coordinating federal disaster assistance. No *direct* federal disaster assistance is authorized prior to a Presidential emergency or disaster declaration. However, prior to an emergency or disaster declaration, FEMA has limited authority to stage initial response resources near the disaster site and activate command/control structures, and the Department of Defense has the authority to commit its resources to save lives. See Annex J, Recovery, for additional information on assistance that may be available during disaster recovery.
- d. The NRF applies to Stafford and non-Stafford Act incidents and is designed to accommodate both actual and threatened incidents. Therefore, NRF implementation is possible under a greater range of incidents.

G. Emergency Authorities

1. Key federal, state and local legal authorities pertaining to emergency management are listed in Section I of this Plan.
2. Title 14 of the Annotated Code of Maryland provides local government, principally the chief elected official, with a number of powers to control emergency situations. If necessary, The County shall use these powers during emergency situations. These powers include:
 - a. Emergency Declaration: In the event of riot or civil disorder, the County Executive may request the Governor to issue an emergency declaration for Frederick County and take action to control the situation. Use of the emergency declaration is explained in the Legal Annex.
 - b. Disaster Declaration: When an emergency situation has caused severe damage, injury or loss of life, or appears likely to do so, the County Executive may, by executive order or proclamation, declare a local state of disaster. The County Executive may subsequently issue orders or proclamations, referencing that declaration, to invoke certain emergency powers granted the Governor *on an appropriate local scale*. These powers include but are not limited to:
 - 1) Suspending procedural laws and rules to facilitate a timely response;
 - 2) Using all available resources of government and commandeering private property, subject to compensation, to cope with the disaster;

- 3) Restricting the movement of people and occupancy of premises;
- 4) Prohibiting the sale or transportation of certain substances;
- 5) Implementing price controls.

A local disaster declaration activates the recovery and rehabilitation aspects of this Plan. A local disaster declaration is mandatory to obtain state and federal disaster recovery assistance. See the Legal Annex for further information on disaster declarations and procedures for invoking emergency powers.

- c. Authority for Evacuations: State law provides the County Executive with the authority to order the evacuation of all or part of the population from a stricken or threatened area within the County.

H. Actions by Phases of Emergency Management

1. This plan addresses emergency actions that are conducted during all four phases of emergency management.

- a. Mitigation

Frederick County will conduct mitigation activities as an integral part of its emergency management program. Mitigation is intended to eliminate, reduce the probability of an emergency situation or lessen the consequences of hazards. Mitigation should be a pre-disaster activity, although mitigation may also occur in the aftermath of an emergency situation with the intent of avoiding repetition of the situation. The County's mitigation program is outlined in its Hazard Mitigation Plan.

- b. Preparedness

Frederick County will conduct preparedness activities to develop the response capabilities needed in the event an emergency. Among the preparedness activities included in its emergency management program are:

- 1) Providing emergency equipment and facilities;
- 2) Emergency planning which includes maintenance of this Plan, its annexes and appropriate SOPs;
- 3) Conducting or arranging appropriate training for emergency responders, emergency management personnel, local officials and volunteer groups who assist us during emergencies;
- 4) Conducting periodic drills and exercises to test plans and training.

- c. Response

Frederick County will respond to emergency situations effectively and efficiently. The main focus of this Plan and its annexes is planning the response to emergencies. Response operations are intended to resolve an emergency situation while minimizing casualties and property damages. Response activities include alerts and warnings, emergency medical services, firefighting, law enforcement, evacuation, sheltering and mass care, emergency public information, Hazmat response as well as other associated functions.

d. Recovery

If a disaster occurs, Frederick County will carry out a recovery program that involves both short and long-term efforts. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to its normal state. The federal government, pursuant to the Stafford Act, provides the vast majority of disaster recovery assistance. The recovery process includes assistance to individuals, businesses, government and other public institutions. Examples of recovery programs include temporary housing, restoration of government services, debris removal, restoration of utilities, disaster mental health services and reconstruction of damaged roads and bridges. The County's recovery program is outlined in the Recovery Annex.

VI. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES
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A. Organization

1. General

a. Most divisions, departments and agencies of Frederick County government have emergency functions in addition to their normal day-to-day duties. During emergency situations, normal organizational arrangements are modified to facilitate emergency operations. County governmental organization for emergencies includes an executive group, emergency services and support services. Appendix B depicts the County's emergency organization.

2. Executive Group

a. The Executive Group provides guidance and direction for emergency management programs and for emergency response/recovery operations. The Executive Group includes the County Executive, Chief Administrative Officer (CAO) and other appointed positions, with support from the Emergency Management Policy Advisory Committee (EMPAC) Executive Committee.

3. Emergency Services

a. Emergency Services include the IC and those divisions, departments, agencies and groups with primary emergency response actions. The IC is the person in charge at an incident site.

4. Emergency Support Services

a. This group includes divisions, departments and agencies that support and sustain emergency responders, as well as coordinate emergency assistance provided by organized volunteer organizations, businesses and other sources.

5. Volunteer Organizations

a. These are organized volunteer groups that have agreed to provide certain support for emergency operations.

B. Assignment of Responsibilities

1. General

The individual having primary responsibility for an emergency function is normally

responsible for coordinating preparation and maintenance of the portion of the emergency plan that addresses that function. This includes monitoring changes in Federal/State/Local legislation/proposed legislation pertaining to the individual's specific discipline that could impact this Plan or any of its annexes and incorporating this legislation into the plan and/or appropriate annex(es) as necessary. Plan and annex assignments are outlined in Appendix D. Listed below are general responsibilities assigned to the Executive Group, Emergency Services, Support Services, and other support agencies. Additional specific responsibilities can be found in the functional annexes to this Plan.

a. Executive Group Responsibilities

1) The County Executive or designee will:

- a) Establish objectives/priorities for the emergency management program and provide general policy guidance on the administration of that program;
- b) Monitor the emergency response during disaster situations and provide direction where appropriate;
- c) Keep the public informed during emergency situations, with the assistance of the Communications Director and Public Information Officer (PIO);
- d) With the assistance of the legal staff, declare a local state of disaster, request a state of emergency declaration from the Governor or invoke the emergency powers of government, when necessary.
- e) Request assistance from other local governments or the State when necessary;
- f) Direct activation of the EOC.
- g) Approve the Base EOP, and authorize the CAO to approve the functional and hazard specific annexes to the Base Plan and approve all changes in the division of responsibilities.

2) The Chief Administrative Officer (CAO) or designee will:

- a) Implement the policies and decisions of the County Executive relating to emergency management;
- b) Ensure that divisions, departments and agencies participate in emergency planning, training, and exercise activities;
- c) Sign the functional and hazard specific annexes to the Base Plan and approve all changes in the division of responsibilities.

3) The Director of Division of Emergency Management (DEM) will:

- a) Serve as the staff advisor to the County Executive and CAO on emergency management;
- b) Organize the emergency management program and identify personnel, equipment and facility needs;
- c) Assign emergency management program tasks to divisions and agencies;

- d) Alert and notify the appropriate County officials, divisions and departments concerning potential or actual incidents that may require activation of this Plan;
- e) Apprise the County Executive and CAO of the County's preparedness status and emergency management needs;
- f) Coordinate the operational response of local emergency services;
- g) Coordinate activation of the EOC and supervise its operation;
- h) Coordinate local planning and preparedness activities;
- i) Coordinate the maintenance of this Plan;
- j) Prepare and maintain a resource inventory;
- k) Arrange appropriate training for local emergency management personnel and emergency responders;
- l) Coordinate periodic emergency exercises to test this plan and training;
- m) Manage, develop SOPs and conduct staff operational training for the EOC;
- n) Activate the EOC when required;
- o) Function as day-to-day liaison with state emergency management staff and other local emergency management personnel;
- p) Coordinate with organized volunteer organizations and businesses regarding emergency operations.

b. Emergency Services Responsibilities

1) The IC will:

- a) Manage operations and emergency response resources at the ICP;
- b) Determine and implement required protective actions for response personnel and the public at an incident site.

2) Warning

- a) Primary responsibility for this function is assigned to DEM staff, who will prepare and maintain the Warning Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:
 - (1) Receive information on emergency situations;
 - (2) Alert key local officials of emergency situations;
 - (3) Disseminate warning information and instructions to the public through available warning systems;

(4) Disseminate warning and instructions to special facilities such as schools and hospitals.

3) Communications and Information Technology

a) Primary responsibility for this function is assigned to the Director of Interagency Information Technology (IIT) Division, who will prepare and maintain the Communications and Information Technology Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:

(1) Identify, determine the connectivity and ensure interoperability of the County's communications systems (radio, telephone, information technology, data);

(2) Develop plans and procedures for coordinated use of various communications systems available in Frederick County to support County communications systems during emergencies;

(3) Determine and implement means of augmenting County communications during emergencies, including support by volunteer organizations.

4) Radiological Protection

a) Primary responsibility for this function is assigned to the Director/Chief of Division of Fire and Rescue Services (DFRS) who will prepare and maintain the Radiological Protection Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:

(1) Maintain inventory of radiological equipment;

(2) Ensure response forces include personnel with current training in radiological monitoring and decontamination;

(3) Respond to radiological incidents and terrorist incidents involving radiological materials;

(4) Make notification concerning radiological incidents to state and federal authorities.

5) Evacuation

a) Primary responsibility for this function is assigned to the Director of Division of Public Works (DPW) who will prepare and maintain the Evacuation Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:

(1) Identify areas where an evacuation has been or may occur in the future and determine the population at risk;

(2) Perform evacuation planning for known risk areas to include route selection and determination of traffic control requirements;

(3) Develop simplified planning procedures for ad hoc evacuations;

(4) Determine emergency public information requirements;

(5) Perform evacuation planning for special needs facilities such as schools, hospitals, nursing homes and other institutions.

6) Fire and Rescue

a) Primary responsibility for this function is assigned to the Director/Chief of DFRS who will prepare and maintain the Fire and Rescue Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:

- (1) Fire prevention activities;
- (2) Fire detection and control;
- (3) Hazardous material and oil spill response;
- (4) Terrorist incident response;
- (5) Evacuation support;
- (6) Search and Rescue;
- (7) Post-incident reconnaissance and damage assessment;
- (8) Fire safety inspection of temporary shelters;
- (9) Prepare and maintain fire resource inventory.

7) Law Enforcement

a) Primary responsibility for this function is assigned to the Frederick County Sheriff who will prepare and maintain the Law Enforcement Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:

- (1) Maintain law and order;
- (2) Traffic control;
- (3) Terrorist incident response;
- (4) Lost person search and rescue;
- (5) Provision of security for vital facilities, evacuated areas and shelters;
- (6) Access control for damaged or contaminated areas;
- (7) Alert and Warning support;
- (8) Post-incident reconnaissance and damage assessment;
- (9) Prepare and maintain law enforcement resource inventory.

b) Local law enforcement staff will have a program(s) in place:

- (1) That shall have activities to identify, interdict and/or prevent incidents;

- (2) Where prevention and security activities shall be based on the information obtained from threat assessments and other sources of intelligence and shall be kept current;
- (3) That have a system to monitor the identified threats and hazards and adjust the level of prevention activity to be commensurate with the risk.

8) Health and Medical Services

- a) Primary responsibility for this function is assigned to the Health Officer at the Frederick County Health Department (FCHD), who will prepare and maintain the Health & Medical Services Annex to this Plan and supporting documents. Emergency tasks to be performed include:

- (1) Coordinate medical care and support during emergency situations;
- (2) Provide public health information and education;
- (3) Inspect food and water supplies;
- (4) Develop emergency public health regulations and orders;
- (5) Coordinate collection, identification and interment or cremation of deceased.

- b) FCHD staff will have a program(s) in place:

- (1) That shall have activities to identify, interdict and/or prevent outbreaks and/or spread of disease;
- (2) Conduct epidemiological investigation and surveillance activities;
- (3) Coordinate disease control and/or containment measures;
- (4) Where prevention and security activities shall be based on the information obtained from passive and/or active monitoring and other sources of intelligence and shall be kept current.

9) Direction and Control

- a) Primary responsibility for this function is assigned to the Director of DEM who will prepare and maintain the Direction & Control Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:

- (1) Direct and control local operating forces;
- (2) Maintain coordination with neighboring jurisdictions and the SEOC;
- (3) Maintain the EOC in an operational mode or be able to rapidly convert the designated facility space into an operable EOC;
- (4) Assign representatives to report to the EOC;
- (5) Develop procedures for crisis training;

(6) Develop and identify the duties of the staff, use of displays, use of message forms and procedures for EOC activation;

(7) Coordinate the evacuation of areas at risk.

10) Hazardous Materials & Oil Spill Response

a) The primary responsibility for this function is assigned to the Director/Chief of DFRS who will prepare and maintain the Hazardous Material & Oil Spill Response Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:

(1) Establish an ICS to manage the response to hazardous materials incidents in accordance with OSHA regulations;

(2) Establish the hazmat incident functional areas (e.g. Hot Zone, Cool Zone, Cold Zone);

(3) Determine and implement requirements for personal protective equipment for emergency responders;

(4) Initiate appropriate actions to control and eliminate the hazard in accordance with established hazmat response guidance and SOPs;

(5) Determine at risk areas and which public protective actions should be implemented;

(6) Apply appropriate firefighting techniques if the incident has resulted or may result in a fire;

(7) Determine when affected areas may safely be reentered.

12) Terrorist Incident Response

a) Primary responsibility for this function is assigned to the Frederick County Sheriff who will prepare and maintain the Terrorist Incident Response Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:

(1) Coordinate and execute defensive anti-terrorist activities including, but not limited to, criminal intelligence, investigation, protection of facilities and public awareness activities;

(2) Coordinate and execute offensive counter-terrorist operations to neutralize terrorist activities;

(3) Perform terrorism consequence operations in the aftermath of a terrorist incident to save lives and protect public and private property;

(4) Ensure required notification of terrorist incidents is made to state and federal authorities.

13) Animal Health Emergency Response

a) Primary responsibility for this function is assigned to the Director of Division of Animal Control (DAC) who will prepare and maintain the Animal Health

Emergency Response Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:

- (1) Identify volunteer organizations that are willing to support local animal care and shelter activities;
- (2) In coordination with volunteer organizations, identify potential animal care and shelter facilities;
- (3) Develop emergency agreements with the private sector and volunteer groups for the use of facilities as animal care shelters and encourage other agencies, organizations, and groups that have suitable facilities to sign similar agreements;
- (4) Coordinate and disseminate common shelter operating guidelines to volunteer organizations operating shelters;
- (5) Ensure animal care and shelter facilities are adequately staffed and equipped;
- (6) Identify requirements for facility security and for shelters to law enforcement agencies;
- (7) Coordinate resource support for animal care and shelter operations;
- (8) Receive reports on animal care and shelter operations and provide summary information for inclusion in the periodic Situation Report.

14) Agriculture

- a) The Maryland Department of Agriculture has primary responsibility for this function, with support being provided by the County, as requested. Emergency tasks to be performed include:

- (1) Eradicate or control insect pests;
- (2) Conduct tests for disease or contamination in wholesale food supplies, as necessary, particularly following radiological, chemical stockpile, and hazardous materials incidents;
- (3) Provide information to farmers regarding appropriate response actions, and provide guidance about crop protection, animal health, and agricultural emergency assistance programs to farmers;
- (4) Evaluate farm buildings and structures, and coordinate damage and loss assessments of farming property, equipment, and animals;
- (5) Other activities as outlined in the State's Emergency Operations Plan.

c. Support Services Responsibilities

1) Shelter and Mass Care

- a) Primary responsibility for this function is assigned to Director of Citizens Services Division (CSD) who will prepare and maintain the Shelter and Mass

Care Annex to this Plan and supporting documents. Emergency tasks to be performed include:

- (1) Perform emergency shelter and mass care planning;
- (2) Coordinate and conduct shelter and mass care operations with other departments, relief agencies and volunteer organizations.

2) Public Information

a) Primary responsibility for this function is assigned to the Communications Department Director who will prepare and maintain the Public Information Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:

- (1) Establish a Joint Information Center (JIC), when appropriate;
- (2) Conduct on-going hazard awareness and public education programs;
- (3) Compile and release information/instructions to the public and media during emergency situations and respond to questions relating to emergency operations, pursuant to the Joint Information System (JIS);
- (4) Arrange media briefings;
- (5) Compile print and photo documentation of emergency situations.

3) Recovery

a) Primary responsibility for this function is assigned to the Director of Finance Division who will prepare and maintain the Recovery Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:

- (1) Provide Finance staff to support damage assessment teams;
- (2) Compile financial information on damage to property (public and private) and needs of disaster victims;
- (3) Compile financial information for use by our elected officials in requesting state or federal disaster assistance if damages are beyond the County's capability to manage;
- (4) Ensure that recovery programs follow County/State/Federal purchasing guidelines, ensure that contractors are in good standing, and identify and report suspected/actual price gouging to County Attorney.

4) Public Works and Engineering

a) Primary responsibility for this function is assigned to the Director of DPW who will prepare and maintain the Public Works and Engineering Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:

- (1) Protect government facilities and vital equipment where possible;
- (2) Assess damage to streets, bridges, traffic control devices and other public facilities and infrastructure;

- (3) Direct temporary repair of vital facilities;
- (4) Restore damaged roads and bridges;
- (5) Arrange for debris removal;
- (6) Support general damage assessment;
- (7) Support building inspections;
- (8) Provide specialized equipment to support emergency operations;
- (9) Support traffic control and search and rescue operations.

5) Utilities

- a) Primary responsibility for this function is assigned to the Director of DPW who will prepare and maintain the Utilities Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:
 - (1) Prioritize restoration of utility service to vital facilities (including County facilities) and other facilities;
 - (2) Arrange for the provision of emergency power sources where required;
 - (3) Identify requirements for emergency drinking water and portable toilets to the department/agency responsible for mass care;
 - (4) Assess damage to, repair and restore public owned utilities;
 - (5) Assess damage to, repair and restore County owned/operated facilities;
 - (6) Monitor recovery activities of privately owned utilities.

6) Damage Assessment

- a) Primary responsibility for this function is assigned to the Director of DEM who will prepare and maintain the Damage Assessment Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:
 - (1) Form, assign, and supervise Damage Assessment Teams (DATs) and other field observers;
 - (2) Coordinate drive-by assessments of critical facilities to facilitate resource dispatch;
 - (3) Ensure inspections are conducted of residential, commercial, and public buildings, structures and facilities;
 - (4) Establish priorities based on type of event with focus on key transportation links, Emergency Communications Center (ECC), EOC, fire and Emergency Medical Services (EMS) stations, sanitary and storm sewer systems, water systems, etc.;
 - (5) Update damage estimates, as requested;

- (6) Provide records and mapping information regarding damaged infrastructure and structures including streets, water and sewer lines, traffic signals, bridges, etc. in the County.

7) Resource Management

- a) Primary responsibility for this function is assigned to the Director of Finance Division who will prepare and maintain Resource Management Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:

- (1) Maintain an inventory of emergency resources;
- (2) Locates supplies, equipment, and personnel to meet specific needs;
- (3) Maintain a list of dealers and providers for supplies and equipment needed immediately in the aftermath of an emergency;
- (4) Establish emergency purchasing procedures and coordinate emergency procurement;
- (5) Establish and maintain a manpower reserve. Coordinate assignment of reserve personnel for divisions, departments or agencies that require augmentation;
- (6) Coordinate transportation, sorting, temporary storage and distribution of resources;
- (7) Establish staging areas for resources, if required;
- (8) Identify to the Donations Management Coordinator goods, services and personnel that are needed;
- (9) Maintain records of emergency-related expenditures for resources and personnel.

8) Private Sector Coordination

- a) Primary responsibility for this function is assigned to the Manager, Office of Economic Development, who will prepare and maintain the Private Sector Coordination Annex to this Plan and supporting SOPs. Emergency tasks to be performed may include:

- (1) Identify businesses that can provide goods and services during an emergency;
- (2) Coordinate with the Resource Management Officer to provide sources of private sector goods and services;
- (3) Provide staffing at Disaster Recovery Center to assist the private sector with Small Business Administration loans.

9) Human Services

- a) Primary responsibility for this function is assigned to the Director of CSD who will prepare and maintain the Human Services Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:

- (1) Identify emergency feeding sites;
- (2) Identify sources of clothing for disaster victims;
- (3) Secure emergency food supplies;
- (4) Coordinate the operation of shelter facilities, whether operated by local government, local volunteer organizations or organized disaster relief agencies such as the American Red Cross (ARC);
- (5) Coordinate special care requirements for disaster victims such as seniors and special needs individuals;
- (6) Coordinate the provision of disaster mental health services to disaster victims, emergency workers and others suffering trauma due to the emergency incident.

10) Hazard Mitigation

- a) The primary responsibility for this function is assigned to the Director of DEM who will prepare and maintain the Natural Hazard Mitigation Plan and supporting SOPs. Emergency tasks to be performed include:
 - (1) Maintain the local Hazard Analysis;
 - (2) Identify and seek approval from local officials to implement beneficial pre-disaster hazard mitigation projects;
 - (3) Determine appropriate actions, in the aftermath of an emergency, to mitigate the situation and coordinate implementation of those actions;
 - (4) Coordinate and execute post-disaster hazard mitigation program.

11) Transportation

- a) The primary responsibility for this function is assigned to the Director of TransIT Services Division who will prepare and maintain the Transportation Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:
 - (1) Identify and coordinate emergency use of local public and private transportation resources;
 - (2) Coordinate deployment of transportation equipment to support emergency operations;
 - (3) Establish and maintain a reserve pool of drivers, maintenance personnel, parts and tools;
 - (4) Maintain records on use of transportation equipment and personnel for purpose of possible reimbursement.

12) Donations and Volunteer Management

- a) The primary responsibility for this function is assigned to the Director of Finance Division who will prepare and maintain the Donations and Volunteer Management Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:
 - (1) Compile resource requirements identified by the Resource Management staff;
 - (2) Solicit donations to meet known needs;
 - (3) Solicit volunteers to meet known needs;
 - (4) Establish and implement procedures to receive, accept or reject offers of donations and provide instructions to donors of needed goods or services;
 - (5) Establish a facility to receive, sort and distribute donated goods in coordination with the Resource Management staff.

13) Legal

- a) The primary responsibility for this function is assigned to the County Attorney who will prepare and maintain the Legal Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:
 - (1) Advise County officials on emergency powers of County government and procedures for invoking those measures;
 - (2) Review and advise officials on possible legal issues arising from disaster operations;
 - (3) Prepare and recommend legislation to implement the emergency powers that may be required during an emergency;
 - (4) Advise County officials, division/department heads and other pertinent staff on record-keeping requirements and other documentation necessary for the exercising of emergency powers;
 - (5) Monitor changes in Federal/State/Local legislation/proposed legislation that could impact the Base EOP or any of its annexes.

14) Severe Weather

- a) The primary responsibility for this function is assigned to the Director of DEM who will prepare and maintain the Severe Weather Annex to this Plan and supporting SOPs. Emergency tasks to be performed include:
 - (1) Manage mitigation, preparation, response and recovery from the effects of a severe weather emergency;
 - (2) Develop and maintain local plans, procedures, checklists, etc. to be ready to deal with a severe weather emergency;
 - (3) Operate the EOC at the appropriate level;

- (4) Provide the Communications Director and County PIO with information for media releases;
- (5) Monitor conditions prior to, and during, severe weather, particularly with respect to evacuation;
- (6) Determine a suitable location to establish one or more FEMA Disaster Recovery Centers, if necessary;
- (7) Assist the DATs with Geographic Information System (GIS) maps and assist in prioritizing the areas for damage assessment in the County;
- (8) Coordinate Preliminary Damage Assessment (PDA).

d. Common Responsibilities

- 1) All emergency services and support services will:
 - a) Provide personnel, equipment and supplies to support emergency operations upon request;
 - b) Develop and maintain SOPs for emergency tasks;
 - c) Provide trained personnel to staff the ICP and EOC and conduct emergency operations;
 - d) Provide current information on emergency resources for inclusion in the Resource List in the Resource Management Annex;
 - e) Report information regarding emergency situations and damage to facilities/equipment to the IC or the EOC.
2. Division and agency heads not assigned a specific function in this Plan will be prepared to make their resources available for emergency duty at the direction of the County Executive.
3. Volunteer Organizations
 - a) The following are local volunteer agencies that can provide disaster relief services and traditionally have coordinated their efforts with local government:
 - (1) The American Red Cross (ARC) of Western Maryland
 - (a) Provide shelter management and feeding at fixed facilities;
 - (b) Offer first aid, replacement of eyeglasses and medications, basic clothing, and limited financial assistance to those affected by emergency situations through mobile units;
 - (c) Provide feeding for emergency workers.
 - (2) The Salvation Army
 - (a) Provide emergency assistance including mass and mobile feeding, temporary shelter, counseling, missing person services and medical assistance;

- (b) Warehouse and distribute donated goods including food, clothing and household items;
 - (c) Provide referrals to government and private agencies for special services.
- (3) Radio Amateur Civil Emergency Service (RACES)
- (a) Provide amateur radio support for emergency operations, including communications support in the EOC.

VII. DIRECTION AND CONTROL

A. General

1. The County Executive or designee is responsible for establishing and providing objectives, policies and general guidance for emergency management, disaster response and recovery operations, in compliance with the NIMS. During disasters, the County Executive or designee may carry out those responsibilities from the EOC.
2. The CAO will provide overall direction of the response activities. During major emergencies and disaster, these responsibilities will normally be executed from the EOC.
3. The Director of DEM or designee will manage the EOC.
4. The IC will manage the emergency response at an incident site assisted by sufficient staff for the tasks to be performed.
5. During emergency operations, division/department heads retain administrative and policy control over their employees and equipment. However, personnel and equipment will perform mission assignments directed by the IC. Each division and department is responsible for developing operating procedures to be followed during response operations but interagency procedures, such a common communications protocol, may be adopted to facilitate a coordinated effort.
6. If County resources are insufficient or inappropriate to deal with an emergency situation, assistance may be requested from other jurisdictions, organized volunteer groups or the State. The process for requesting State or federal assistance is covered in section V. F. of this Plan. External agencies are expected to conform to the general guidance and direction provided by Frederick County's senior decision-makers.

B. Emergency Facilities

1. Incident Command Post (ICP)
 - a. An ICP(s) will be established in the vicinity of the incident site(s) except (1) when an emergency situation threatens, but has not yet occurred or (2) situations where there is no specific hazard impact site (such as a severe winter storm or area-wide utility outage).
 - b. The IC will be responsible for directing the emergency response and managing the resources at the incident scene.

2. Emergency Operating Center (EOC)
 - a. When major emergencies and disasters occur or appear imminent, the EOC will be activated.
 - b. The following individuals are authorized to initiate activation of the EOC:
 - 1) County Executive or designee
 - 2) Director of DEM
 - 3) Director of Department of Emergency Preparedness (DEP)
 - 4) Emergency Management Planner
 - c. The general responsibilities of the EOC are to:
 - 1) Assemble accurate information on the emergency situation and current resource data to allow local officials to make informed decisions on courses of action;
 - 2) Determine, prioritize and coordinate the implementation of required response actions in cooperation with representatives of emergency services;
 - 3) Provide resource support for emergency operations;
 - 4) Suspend or limit County services and recommend the closure of schools and businesses and cancellation of public events;
 - 5) Organize and activate large-scale evacuation and mass care operations;
 - 6) Provide emergency information to the public.
 - d. Representatives of divisions and agencies assigned emergency functions in this Plan will staff the EOC, as required. EOC operations are addressed in the Direction and Control Annex of this Plan. The interface between the EOC and the ICP is described in section V. E.
 - e. An alternate EOC will be identified and used if the primary EOC becomes unusable.
 - 1) The EOC may also be relocated to a designated location based on the emergency.
3. A mobile command vehicle, operated by the Frederick City Police or the Sheriff's Office, may be available for use as an ICP or alternate EOC.

C. Line of Succession

1. The line of succession for the County Executive is:
(Intentionally left blank)
2. The line of succession for the County Council is:
(Intentionally left blank)

3. The line of succession for the Division of Emergency Management is:
(Intentionally left blank)
4. The line of succession for each division/department head shall be in accordance with the SOPs established by those divisions/departments.

VIII. READINESS LEVELS

- A.** Many emergencies follow a recognizable build-up period during which action can be taken to achieve a gradually increasing state of readiness. Frederick County uses a four-tier system. The County Executive (or designee) or the Director of DEM (or designee) will determine Readiness Levels. General actions to be taken at each readiness level are outlined in the annexes to this plan; specific actions are detailed in division/department SOPs.
- B.** The following Readiness Levels will be used as a means of increasing our alert levels.
 1. Level 4: Normal Conditions
 - a. An emergency incident occurs and local officials are notified. One or more division or agency responds to handle the incident; an incident command post may be established. Limited assistance may be requested from other jurisdictions pursuant to established inter-local agreements.
 - 1) NTAS Alert Status: None
 - 2) County Condition: Day-to-Day operations.
 - b. Normal government operations are not affected.
 2. Level 3: Increased Readiness
 - a. Increased Readiness refers to a situation that poses a greater potential threat than "Level 4", but not an immediate threat to life or property. Increased readiness actions may be appropriate when the situations similar to the following occur:
 - 1) NTAS Alert Status: None.
 - 2) Tropical Weather Watch - a tropical weather system with potential to impact the local area has developed. Readiness actions may include periodic situation monitoring, a review of plans and resource status, determining staff availability and scheduling personnel as on-call.
 - 3) Tornado Watch - indicative of potential tornado development. Readiness actions may include increased situation monitoring and placing selected staff on-call.
 - 4) Flash Flood Watch - indicates flash flooding is possible due to current of anticipated heavy rains. Readiness actions may include increased situational monitoring, reconnaissance of known trouble spots and deployment of warning signs.
 - 5) Wildfire Threat - during periods of wildfire threat, readiness actions may include deployment of additional resources to areas most at risk, orchestrating standby commercial water tanker support, conducting daily aerial reconnaissance or instituting open burning bans.

- 6) Mass Gathering - For mass gatherings with a history of difficulties, readiness actions may include reviewing security, traffic control, fire protection, and first aid planning with organizers and determining additional requirements.
 - 7) County Condition: An event is being predicted/planned that may impact the County, but the timing and extent of the event is uncertain.
- b. Declaration of “Level 3” will generally require the initiation of the “Increased Readiness” activities identified in each annex to this plan.
3. Level 2: High Readiness
- a. High Readiness refers to a situation with a significant potential and probability of causing loss of life and property. This condition will typically require a warning to the public. Increased readiness actions may be appropriate when the situations similar to the following occur:
 - 1) NTAS Alert Status: Elevated Threat Alert
 - 2) Tropical Weather Watch - A tropical weather system may impact the local area within 72 hours. Readiness actions may include continuous storm monitoring, identifying worst-case decision points, increasing preparedness of personnel and equipment, providing the public information for techniques to protect homes and businesses.
 - 3) Tornado Warning - issued when a tornado has actually been sighted in the vicinity or indicated by radio and may strike in the local area. Readiness actions may include activating the EOC, continuous situation monitoring and notifying public notification.
 - 4) Flash Flood Warning - issued when flash flooding is imminent or occurring on certain streams or designated areas and immediate action should be taken. Readiness actions may include public notification, evacuating low-lying areas, opening shelters to house evacuees and continuous situation monitoring.
 - 5) Winter Storm Warning - issued when heavy snow, sleet or freezing rain are forecast to occur. Readiness actions may include preparing for power outages, placing road crews on stand-by to prepare or clear the roads and continuous situation monitoring.
 - 6) Mass Gathering - civil disorder with large-scale localized violence is imminent. Readiness actions may include increased law enforcement presence, placing hospitals and fire departments on alert and continuous situation monitoring.
 - 7) County Condition: An event has a high probability of occurring and can have a significant impact on the County.
 - b. Declaration of a “Level 2” will generally require the initiation of the “High Readiness” activities identified in each annex to this plan.
4. Level 1: Maximum Readiness
- a. Maximum Readiness refers to situation that hazardous conditions are imminent. This condition denotes a greater sense of danger and urgency than associated with a “Level 2” event. Increased readiness actions may be appropriate when the situations similar to the following occur:

- 1) NTAS Alert Status: Imminent Threat Alert
 - 2) Tropical Weather Watch/Warning - Readiness actions may include continuous situation monitoring, cull activation of the EOC, recommending precautionary actions for special facilities, placing emergency personnel and equipment into position for emergency operations and preparing public transportation resources for operational support.
 - 3) Tornado Warning – a tornado has been sighted close to or moving toward a populated area. Readiness actions may include ensuring that public warnings are being issued to take immediate shelter and placing damage assessment teams on stand-by.
 - 4) Flash Flood Warning - flooding is imminent or occurring at specific locations. Readiness actions may include evacuations, rescue teams on alert, sheltering evacuees or others displaced by the flooding and continuous monitoring of the situation.
 - 5) Mass Gathering - civil disorder is about to erupt into large-scale and widespread violence. Readiness actions may include having all Emergency Medical Services units on stand-by, and all law enforcement present for duty.
 - 6) County Condition: An event is occurring or imminent and poses an immediate threat to life and or property.
- b. Declaration of “Level 1” will generally require the initiation of the “Maximum Readiness” activities identified in each annex to this plan.

IX. ADMINISTRATION AND SUPPORT

A. Agreements and Contracts

1. Should local resources prove to be inadequate during an emergency, requests will be made for assistance from other local jurisdictions, agencies and industries in accordance with pre-existing or new emergency-need mutual-aid agreements and contracts. Such assistance may include equipment, supplies or personnel. All agreements will be entered into by authorized officials and should be in writing whenever circumstances allow. Agreements and contracts should identify the local officials authorized to request assistance pursuant to those documents.
2. The agreements and contracts pertinent to emergency management, that Frederick County is party to, are available at the Division of Emergency Management.

B. Reports

1. Hazardous Materials Spill Reporting - If Frederick County is responsible for a release of hazardous materials of a type or quantity that must be reported to state and federal agencies, the department or agency responsible for the spill shall make the required report. See the Hazardous Materials and Oil Spill Response Annex for more information. If a non-County party is responsible for a reportable spill and cannot be located, the IC shall ensure that the required report(s) is made.
2. Initial Emergency Report - This short report should be prepared and transmitted by the EOC when an on-going emergency incident appears likely to worsen and assistance may be needed from other local governments or the State. See the Direction and Control Annex for the format and instructions for this report.

3. Situation Report - A daily situation report should be prepared and distributed by the EOC during major emergencies or disasters. See the Direction and Control Annex for the format and instructions for this report.
4. Other Reports - Other reports covering specific functions are described in the annexes to this Plan.

C. Records

1. Record Keeping for Emergency Operations

The County is responsible for establishing the administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for expenditures made to support emergency operations. This shall be done in accordance with the established local fiscal policies and standard cost accounting procedures.

- a. Activity Logs: The ICP and the EOC shall maintain accurate logs of key response activities including:
 - 1) Activation or deactivation of emergency facilities;
 - 2) Emergency notifications to other local governments, state or federal agencies;
 - 3) Significant changes in the emergency situation;
 - 4) Major commitments of resources or requests for additional resources from external sources;
 - 5) Issuance of protective action recommendations to the public;
 - 6) Evacuations;
 - 7) Casualties;
 - 8) Containment or termination of the incident.
- b. Incident Costs: All divisions, departments and agencies shall maintain records summarizing the use of personnel, equipment, and supplies during the response to day-to-day incidents to obtain an estimate of annual emergency response costs that can be used in preparing future department or agency budgets.
- c. Emergency or Disaster Costs: For major emergencies or disasters, all divisions, departments and agencies participating in the emergency response shall maintain detailed of costs for emergency operations to include:
 - 1) Personnel costs, especially overtime costs;
 - 2) Equipment operations costs;
 - 3) Costs for leased or rented equipment;
 - 4) Costs for contract services to support emergency operations;
 - 5) Costs of specialized supplies expended for emergency operations.

These records may be used to recover costs from the responsible party or insurers or as a basis for requesting financial assistance from the state and/or federal government.

2. Preservation of Records

- a. Vital records must be protected in order to continue normal government operations following an emergency situation. This includes legal documents as well as property and tax records. The principal causes of damage to records are fire and water; therefore, essential records should be protected accordingly. Each agency responsible for preparation of annexes to this plan will include protection of vital records in its SOPs.
- b. Professional assistance will be sought to preserve and restore any records damaged during an emergency situation.

D. Training

It will be the responsibility of each division and agency director to ensure that their personnel, in accordance with the NIMS, possess the level of training, experience, credentialing, currency, physical and medical fitness, and capability for any position they are tasked to fill.

E. Consumer Protection

Consumer complaints regarding alleged unfair or illegal business practices often occur in the aftermath of a disaster. Such complaints will be referred to the County Attorney, who will forward the complaints to the Consumer Protection Division of the Office of the Attorney General.

F. Post-Incident and Exercise Review

The Director of DEM is responsible for organizing and conducting a critique following the conclusion of a significant emergency event/incident or exercise. The After Action Report (AAR) will entail both written and verbal input from all appropriate participants. An Improvement Plan will be developed based on the deficiencies identified, an individual, department, or agency will be assigned responsibility for correcting the deficiency and a due date shall be established for that action.

X. PLAN DEVELOPMENT AND MAINTENANCE
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A. Plan Development

1. The Director of DEM is responsible for the development of the Base EOP and coordinating the development of the annexes. The County Executive is responsible for approving this Plan and the CAO is responsible for approving the functional and hazard specific annexes to this Plan.

B. Distribution of Planning Documents

1. The Director of DEM shall determine the distribution of this Plan and its annexes. In general, copies of the Plan and annexes should be distributed to individuals, divisions,

agencies and organizations tasked in this document. Copies should also be located in the EOC and other emergency facilities.

This Plan includes a distribution list that indicates who receives copies of this Plan and its annexes (Appendix A).

C. Review

1. The appropriate County officials shall review this Plan and its annexes annually. The Director of DEM will establish a schedule for an annual review of planning documents by the appropriate party.

D. Update

1. This Plan will be updated based upon deficiencies identified during exercises, actual emergency situations and when changes in threat hazards, resources, capabilities or government structure occur.
2. This Plan and its annexes must be revised or updated by a formal change at least **every five years**. Responsibility for revising or updating this Plan is assigned to the Director of DEM. Responsibility for revising or updating the annexes is outlined in section VI.B, Assignment of Responsibilities, and in each annex.
3. Revised or updated planning documents will be provided to all divisions, agencies, and individuals tasked in those documents by the Director of DEM.
4. The Director of DEM is responsible for submitting copies of planning documents to MEMA.

Appendices:

- A. Distribution List
- B. Organization for Emergencies
- C. Emergency Management Functional Responsibilities
- D. Annex Assignments
- E. National Incident Management System (NIMS) Summary

**APPENDIX A
DISTRIBUTION LIST**

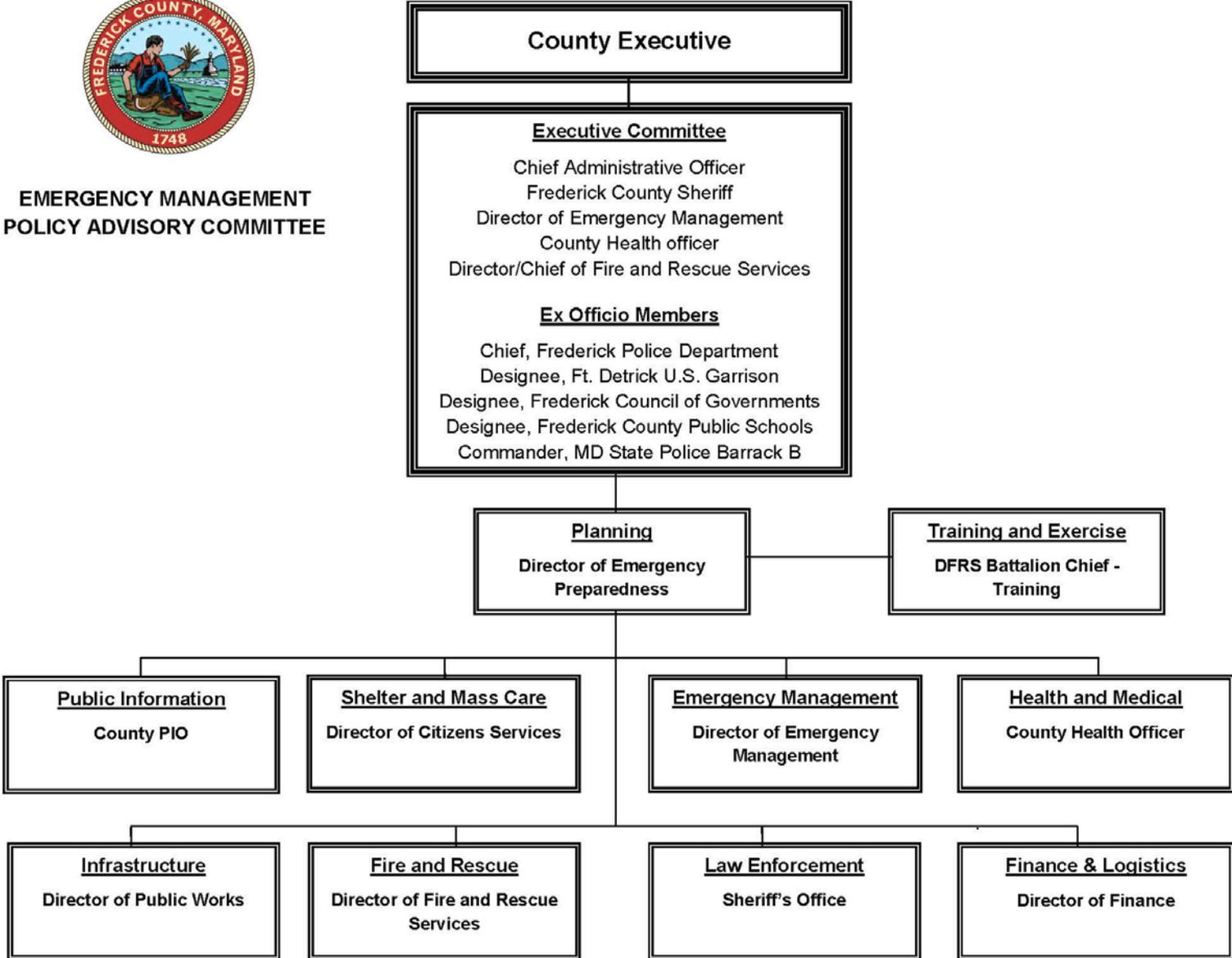
Jurisdiction/Agency	Basic Plan and Annexes
American Red Cross of Western Maryland	1
Brunswick	1
Burkittsville	1
Citizens Services Division	1
Chief Administrative Officer	1
County Attorney	1
County Council	8
County Executive's Office (County Executive, CAO, Communications Department, Economic Development)	4
Division of Animal Control	1
Division of Emergency Management	1
Division of Fire And Rescue Services	3
Division of Interagency Information Technology	1
Division of Parks and Recreations	1
Division of Public Works	1
Division of Utilities and Solid Waste Management	1
Emmitsburg	1
Finance Division	1
Frederick, City of	1
Frederick County Public Schools	1
Frederick County Sheriff's Office	2
Frederick Memorial Hospital	1
Health Services Division	2
Human Resources Division	1
Middletown	1
Mt. Airy	1
Myersville	1
New Market	1
Planning and Permitting Division	1
Rosemont	1
Salvation Army	1
Social Services, Department of	1
Thurmont	1
TransIT Services Division	1
Walkersville	1
Woodsboro	1

- ❖ The Base EOP and its annexes are living documents. The most recent versions of these documents are located in Emergency Management's EM Software Program (DisasterLAN).

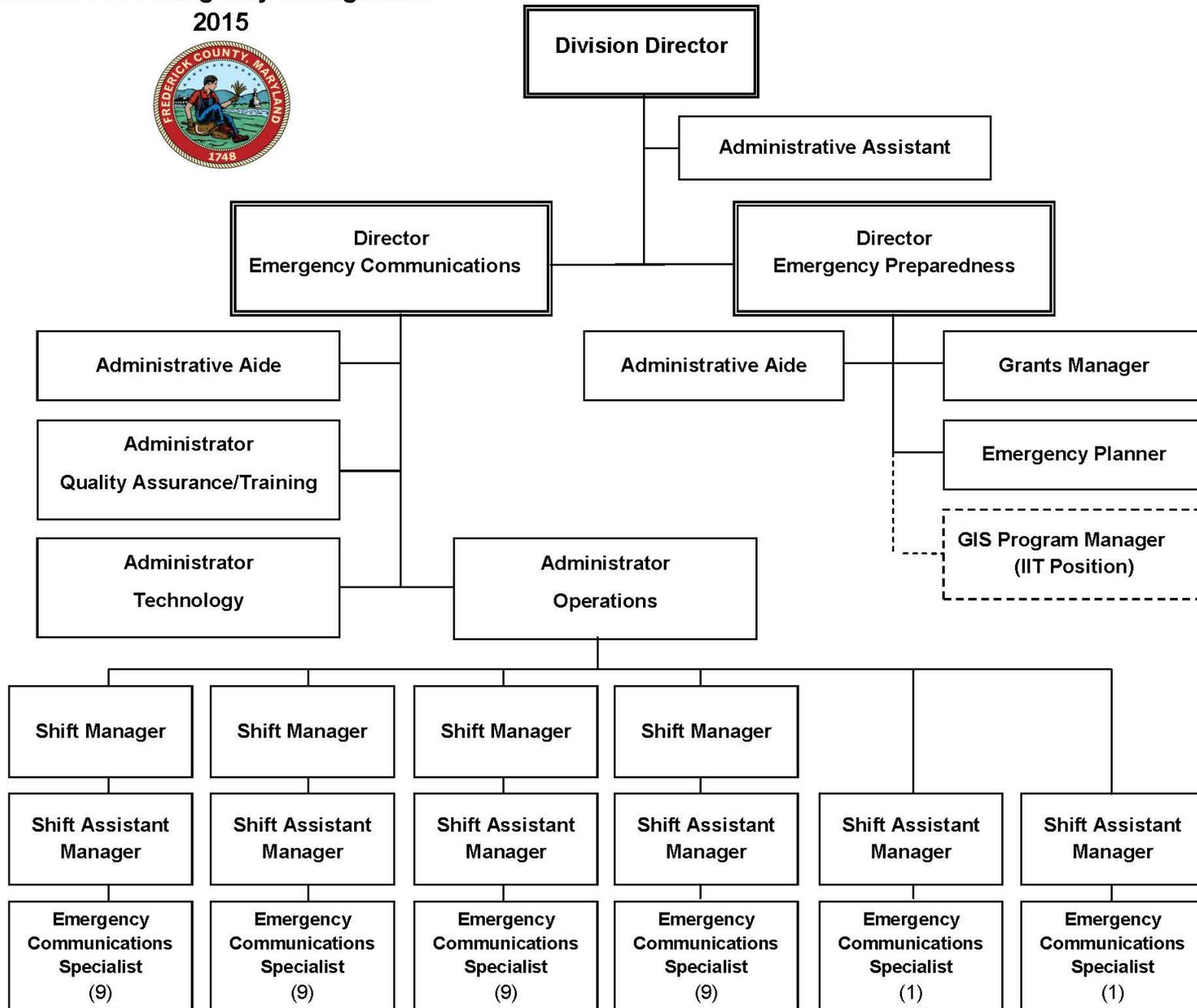
**APPENDIX B
ORGANIZATION FOR EMERGENCY MANAGEMENT**



**EMERGENCY MANAGEMENT
POLICY ADVISORY COMMITTEE**



**Division of Emergency Management
2015**



**APPENDIX C
EMERGENCY MANAGEMENT FUNCTIONAL RESPONSIBILITIES**

	Warning	Communications and IT	Shelter & Mass Care	Radiological Protection	Evacuation	Fire and Rescue	Law Enforcement	Health & Medical Services	Emergency Public Information	Recovery	Public Works and Engineering	Utilities	Resource Management	Direction & Control	Human Services	Damage Assessment	Hazmat & Oil Spill Response	Transportation	Donations & Volunteer Management	Legal	Terrorist Incident Response	Animal Health Emergency	Private Sector Coordination	Severe Weather	
Animal Control Division		S	S		S											S				S		P		S	
County Executive	S	S	S						S			S	S	S	S								S	S	
Citizens Services Division			P		S										P										S
County Attorney										S			S	S						P					
Chief Administrative Officer	S		S		S			S	S		S	S		P	S			S			S	S	S	S	
- Communications Department	S			S	S	S		S	P	S	S	S				S	S					S	S	S	S
Economic Development, Office of										S						S	S		S	S		S	P		
Emergency Management Division	P	S	S	S	S	S	S	S	S	S	S	S	S	P	S	S	S	S	S	S	S	S	S	S	P
Finance Division										P		S	P						P					S	
Fire And Rescue Services Division	S			P	S	P		S								S	P				S	S		S	
Health Services Division		S	S	S		S		P		S						S					S	S		S	
Human Resources																									
Interagency Information Technology Division		P								S						S									
Parks And Recreations Division										S	S					S									S
Public Works Division	S	S		S	P	S	S	S		S	P	P	S			P	S	S			S	S		S	S
Sheriff's Office	S	S	S	S	S	S	P	S			S					S	S				P	S		S	S
Social Services, Department of															S										
Utilities And Solid Waste Management Division		S						S		S	S	P				S					S				S
American Red Cross-Frederick County Chapter			S	S	S			S	S	S					S			S	S			S			S
Frederick City Police	S	S			S		S	S								S	S				S				
Frederick County Public Schools			S		S										S			S							
Frederick Memorial Hospital				S	S	S		S		S															
Local Emergency Planning Committee (LEPC)				S													S								
Salvation Army																			S						
TransIT Services				S					S						S	S		P							S

P – Indicates primary functional responsibilities
S – Indicates support functional responsibilities

**APPENDIX D
ANNEX ASSIGNMENTS**

ANNEX	ASSIGNED TO:
Annex A: Warning	Director, Division of Emergency Management
Annex B: Communications and Information Technology	Director, Division of Interagency Information Technology
Annex C: Shelter & Mass Care	Director, Citizens Services Division
Annex D: Radiological Protection	Director, Division of Fire and Rescue Services
Annex E: Evacuation	Director, Division of Public Works
Annex F: Fire and Rescue	Director, Division of Fire and Rescue Services
Annex G: Law Enforcement	Frederick County Sheriff
Annex H: Health and Medical Services	County Health Officer
Annex I: Emergency Public Information	Director, Communications Department
Annex J: Recovery	Director, Finance Division
Annex K: Public Works and Engineering	Director, Division of Public Works
Annex L: Utilities	Director, Division of Public Works
Annex M: Resource Management	Director, Finance Division
Annex N: Direction & Control	Director, Division of Emergency Management
Annex O: Human Services	Director, Citizen Services Division
Annex P: Damage Assessment	Director, Division of Emergency Management
Annex Q: Hazardous Materials & Oil Spill Response	Director, Division of Fire and Rescue Services
Annex R: Reserved for future use.	
Annex S: Transportation	Director, TransIT Services Division
Annex T: Donations and Volunteer Management	Director, Finance Division
Annex U: Legal	County Attorney
Annex V: Terrorist Incident Response	Frederick County Sheriff
Annex W: Animal Health Emergency	Director, Division of Animal Control
Annex X: Private Sector Coordination	Manager, Office of Economic Development
Annex Y: Reserved for future use.	
Annex Z: Severe Weather	Director, Division of Emergency Management

APPENDIX E NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS) SUMMARY
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A. BACKGROUND

1. NIMS is a comprehensive, national approach to incident management that is applicable to all jurisdictional levels and across functional disciplines. This system is suitable across a wide range of incidents and hazard scenarios, regardless of size or complexity. It provides a flexible framework for all phases of incident management, as well as requirements for processes, procedures, and systems designed to improve interoperability.
2. NIMS is a multifaceted system that provides a national framework for preparing for, preventing, responding to and recovering from domestic incidents.

B. COMPONENTS

1. Command and Management - The incident management structures employed by NIMS can be used to manage emergency incidents or non-emergency events such as celebrations. The system works equally well for small or large-scale situations. The system has built-in flexibility to grow or shrink depending on current needs. It is a standardized system, so personnel from a variety of agencies and geographic locations can be rapidly incorporated into a common management structure.
 - a. Incident Management System- A system that can be used to manage emergency incidents or non-emergency events.
 - 1) Features of ICS - ICS has a number of features that work together to make it a real management system. Among the primary attributes of ICS are:
 - a) Common Terminology - ICS requires the use of common terminology, such as the use of standard titles for facilities and positions within an organization, to ensure efficient and clear communications.
 - b) Organizational Resources - All resources including personnel, facilities, major equipment and supply items used to support incident management activities must be classified with respect to capability. This will minimize confusion and enhance interoperability.
 - c) Manageable Span of Control - Span of control should vary from three to seven. Anything less or more requires expansion or consolidation of the organization.
 - d) Organizational Facilities - Common terminology is used to define incident facilities, the activities conducted at these facilities, and the organizational positions that can be found working there.
 - e) Use of Position Titles - All ICS positions have distinct titles.
 - f) Reliance on an Incident Action Plan - The incident action plan, which may be oral or written, is intended to provide supervisory personnel a common understanding of the situation and direction for future action. The plan includes a statement of objectives, organizational description, assignments

and supporting materials (e.g. maps). Written plans are desirable when two or more jurisdictions are involved, state or federal agencies are assisting local response personnel, or there is significant turnover in incident staff.

- g) Integrated Communications - Integrated communications includes interfacing different communication systems as effectively as possible, planning for the use of all available systems and frequencies, and requiring the use of clear text in communications.
- h) Accountability - ICS is based on an orderly chain of command, registration of all responders and one supervisor only for each responder.

2) Unified Command

- a) Unified Command, a variant of ICS, is used when there are multiple agencies or jurisdictions with responsibility for the incident or when personnel and equipment from multiple agencies or jurisdictions are responding. This may occur when an incident site crosses jurisdictional boundaries or when an emergency situation involves matters for which state or federal agencies have regulatory responsibility or legal requirements.
- b) Unified Command is intended to integrate the efforts of multiple agencies and jurisdictions. Senior representatives of each agency or jurisdiction responding to the incident collectively agree on objectives, priorities, and overall strategies to accomplish objectives; approve an Incident Action Plan; and designate an Operations Section Chief. The Operations Section Chief is responsible for managing available resources to achieve objectives. Agency and jurisdictional resources remain under the administrative control of their agencies or jurisdictions, but respond to assignments and direction provided by the Operations Section Chief based on the requirements of the Incident Action Plan.

3) Area Command

- a) An Area Command is used for situations with multiple incidents that are being managed individually by ICS organizations or to oversee the management of incidents to which several Incident Management Teams have been assigned. Area Command becomes Unified Area Command when incidents are multi-jurisdictional.
- b) The organization of an Area Command is different from a Unified Command in that there is no Operations section, since all operations are conducted on-scene, at the separate ICPs.
- b. Multi-agency Coordination Systems – Multi-agency coordination systems may be required for incidents that require higher level resource management or information management. The components of multi-agency coordination systems include facilities, equipment, EOCs, specific multi-agency coordination entities, personnel, procedures and communications; all of which are integrated into a common framework for coordinating and supporting incident management.
- c. Public Information - The NIMS fully integrates the ICS Joint Information System (JIS) and the Joint Information Center (JIC). The JIC is a physical location where public information staff involved in incident management activities can co-locate to perform

critical emergency information, crisis communication and public affair functions. More information on JICs can be obtained in the DHS *National Incident Management System Plan*, dated March 2004.

2. Preparedness - Preparedness activities include planning, training and exercises as well as certification of response personnel and equipment acquisition and certification. Activities also include the creation of mutual aid agreements and Emergency Management Assistance pacts. Any public information activities such as publication management are also preparedness activities.
3. Resource Management - All resources, such as equipment and personnel, must be identified and classified. Systems for describing, inventorying, requesting and tracking resources must also be established.
4. Communications and Information Management - Adherence to NIMS specified standards by all agencies ensures interoperability and compatibility in information management and communications.
5. Supporting Technologies - This includes any technology that enhances the capabilities essential to implementing the NIMS. For instance, voice and data communication systems, resource tracking systems or data display systems.
6. Ongoing Management and Maintenance - The NIMS Integration Center provides long-term strategic direction and oversight in support of routine review and continual refinement of both the system and its components.