King County Office of Emergency Management

2015/2016 Budget Proviso Report
Program Self-Assessment and Accreditation Workplan

As Requested By:
The Metropolitan King County Council
Ordinance 17941 – 2015/2016 Biennial Budget

King County
Office of Emergency Management
Department of Executive Services

July 1, 2015

Contents

Introduction

In 2014, the Metropolitan King County Council enacted a proviso requiring an emergency management program self-assessment and a proposed work plan to achieve accreditation of the program under the auspices of the internationally recognized Emergency Management Accreditation Program.

The 2015/2016 Biennial Budget Ordinance, Ordinance 17941, Section 23, Proviso P1, related to the Office of Emergency Management stated that $100,000 shall not expended or encumbered until the executive transmits a King County emergency management program self-assessment and a proposed work program to achieve accreditation of the program and a motion that accepts the report and the motion is passed by the council.

Specifically, the proviso required a report that addressed the following:
1) An evaluation developed in collaboration with the Emergency Management Advisory Committee (EMAC) assessing King County's ability to meet its major local and regional emergency management responsibilities and grant requirements, including the following subject areas:
    a) Prevention;
    b) Planning;
    c) Resource management and logistics, including volunteer and donations management;
    d) Mutual aid agreements
    e) Communications and warning;
    f) Emergency operations center functions;
    g) Training and exercise;
    h) Public Information;
    i) Public education; and
    j) Administration and financial requirements.

2) A description of the self-assessment process;

3) A copy of the self-assessment tool;

4) Findings of the self-assessment;

5) The Emergency Management Advisory Committee's comments on drafts of the following work products: project scope; preliminary findings; and final report; and

6) A proposed work program to achieve accreditation from the Emergency Management Accreditation Program of King County's emergency management program by December 2018, including:
    a) A schedule with major milestones;
    b) A proposed budget; and
    c) A funding source.

In response to the proviso, this report describes what the Emergency Management Accreditation Program is, the various steps required to qualify for accreditation, and its associated Standard. In addition, this report describes how the King County Office of Emergency Management proposes to conduct a tiered self-assessment process in order to qualify for accreditation and the initial findings of its baseline assessment.
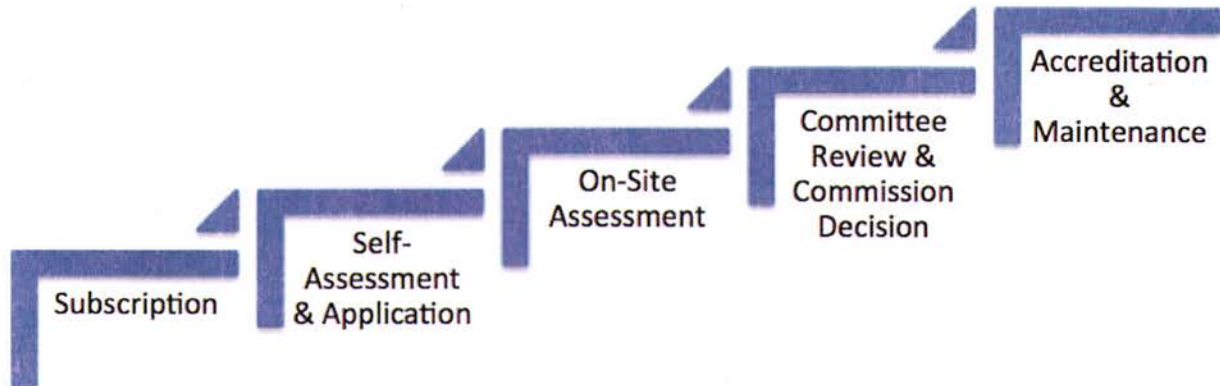
Emergency Management Accreditation Program

The Emergency Management Accreditation Program (EMAP) is a non-profit organization, independent of the Federal Emergency Management Agency (FEMA). EMAP conducts a completely voluntary assessment process against a validated set of criteria known as the "EMAP Standard" or "Emergency Management Standard." First published in 2007 and formally recognized by the American National Standard Institute in 2008, the Emergency Management Standard now serves as the national standard for emergency management programs.

The Emergency Management Standard is peer-reviewed every three years to ensure that assessment criteria are evolving in parallel with the emergency management field.

1) Steps to Accreditation
   There are five steps within the Emergency Management Accreditation Program in order to potentially qualify for accreditation.

a) Step 1 – Subscription:
   A current, annual subscription to the Emergency Management Accreditation Program is required and provides access to the online assessment tool.

b) Step 2 – Self-Assessment and Application:
   An emergency management program self-assessment is conducted internally in accordance with the Emergency Management Standard and proofs of compliance for each respective standard are documented within the online assessment tool. An emergency management program may utilize the online assessment tool even if the program will not seek accreditation. If, however, a program does want to

seek accreditation (as is the case with King County Office of Emergency Management), then all documentation must be collected and collated prior to submission to EMAP as formal application for accreditation. An application fee applies and is based on the jurisdiction's population.

EMAP staff will conduct a cursory review of the submitted material to determine the program's readiness for a formal, on-site assessment visit. It may take up to six months from the time the application is submitted and the on-site visit.

c) Step 3 – On-Site Assessment:
One workweek is dedicated to the on-site assessment with a team of five to seven certified assessors. The assessment team reviews and verifies firsthand all information provided in the self-assessment submission. This includes visual confirmation of plans, procedures, facilities, and face-to-face interaction with program stakeholders. The emergency management program (King County) is responsible for funding the on-site assessment team and associated fees.

The assessment team compiles a preliminary assessment report that details the program's compliance with the Standard and copies are submitted to the jurisdiction and the EMAP Program Review Committee.

d) Step 4 – Committee Review and Commission Decision:
The Program Review Committee reviews the preliminary assessment report crafted by the on-site assessment team and will make a recommendation to the EMAP Commission as to accreditation status. The Program Review Committee can recommend a full accreditation, conditional accreditation or accreditation denied.

The Commission meets twice annually to determine and award accreditation status to programs under review. If full accreditation is awarded, then no other action outside of regular maintenance is required. If a conditional accreditation is awarded, then the program has nine months to address any gaps in compliance. If accreditation is denied, then the program must begin the process anew.

e) Step 5 – Accreditation and Maintenance:
Accreditation is valid for five years. Annual updates are required and submitted via the online assessment tool, but there is no cost associated with the annual updates, outside of the EMAP subscription fee. Subsequent on-site visits will incur similar, though likely lower, costs than the original on-site visit. This five-year reaccreditation cycle will continue as long as the jurisdiction wishes to maintain accreditation status.

Emergency Management Standard

The Emergency Management Standard establishes criteria for 64 essential program functions that are rigorous, yet scalable, in order to apply to all emergency management programs regardless of size. The criteria ensure an emergency management program is comprehensive in nature, accounting for all phases and mission areas of emergency management. As such, the criterions specify *what* should be incorporated into a program not *how* it should be applied.

Essential Program Functions: activities that enable an agency, department, organization or individual to carry out emergency response actions, provide vital services, protect the safety and well-being of the citizens of the jurisdiction, and maintain the economic base of the jurisdiction.

The table below provides a crosswalk of the emergency management program responsibilities identified for assessment under the Council's Proviso and the essential program functions identified within the Emergency Management Standard. The Emergency Management Standard is available in its entirety within Appendix A.

Proviso Evaluation Subject Areas / EMAP Standards Crosswalk

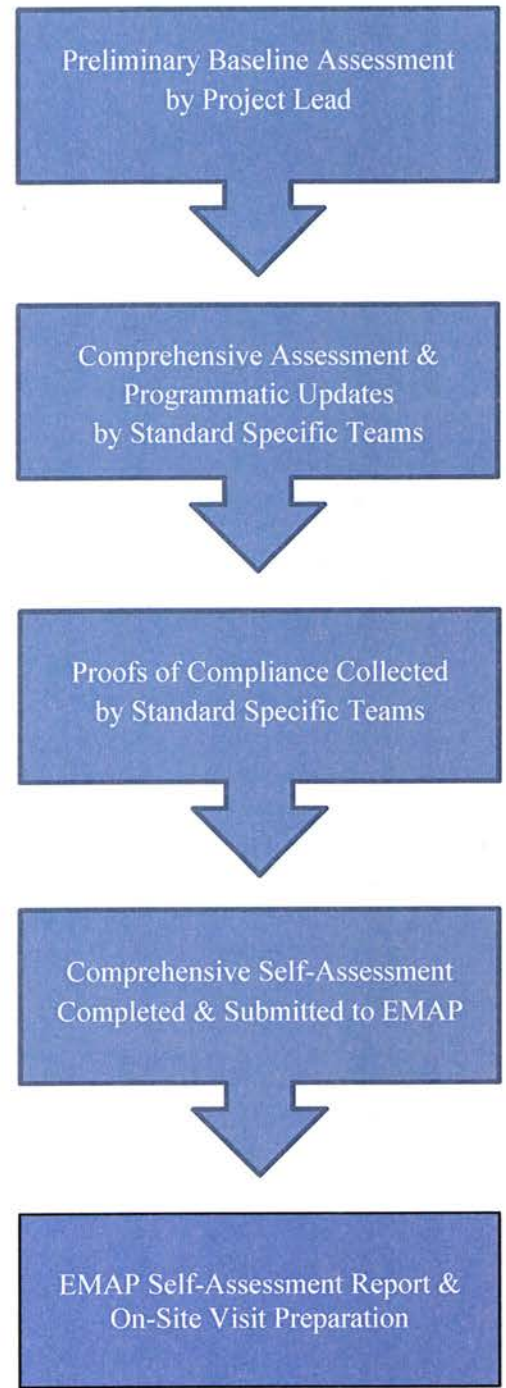| Proviso Evaluation Subject Areas	EMAP Standards
1. Prevention	Standard 4.5 - Prevention
2. Planning	Standard 4.6 - Planning
3. Resource Management and Logistics (including volunteer & donations management)	Standard 4.8 - Resource Management and Logistics Standard 4.6.3 (10) - Donations Management Standard 4.6.3 (29) - Volunteer Management
4. Mutual Aid Agreements	Standard 4.9 - Mutual Aid
5. Communications and Warning	Standard 4.10 - Communications and Warning
6. EOC Functions	Standard 4.11 - Operations & Procedures Standard 4.7 - Incident Management Standard 4.12 - Facilities
7. Training & Exercise	Standard 4.13 - Training Standard 4.14 - Exercises, Evaluations & Corrective Actions
8. Public Information	Standard 4.15 - Crisis Communications, Public Education & Information
9. Public Education	Standard 4.15 - Crisis Communications, Public Education & Information
10. Administration & Finance requirements	Standard 3.1 - Administration, Plans & Evaluation Standard 4.1 - Administration & Finance
Additional Topics:	Standard 3.2 - Coordination
	Standard 3.3 - Advisory Committee
	Standard 4.2 - Laws & Authorities
	Standard 4.3 – Hazard Identification, Risk Assessment and Consequence Analysis
	Standard 4.4 - Hazard Mitigation

Proposed Workplan

In 2015, the King County Office of Emergency Management launched a multi-tiered approach to completing the EMAP self-assessment by December 2016. A Gantt chart of the proposed project workplan is available as Appendix B.

The approach includes a baseline assessment, now completed by the EMAP Accreditation project lead. The baseline served as an initial evaluation of King County's emergency management program; it identified strengths, areas of improvement, areas informing multiple standards, and those requiring the long lead times.

Teams have been identified to address individual standards or portions of standards. Each team has a team lead, an Office of Emergency Management Program Manager or Coordinator responsible for the subject area, as well as various internal and external stakeholders who are normally involved in supporting the respective subject matter. Team membership is not exclusive to Office of Emergency Management staff or even King County employees. Each team will thoroughly review the baseline assessment findings, validate that the Corrective Actions Plans and associated milestones are realistic, and then conduct the work detailed in those plans.
If any particular standard(s) appears to be confusing or difficult to prove compliance with, the project lead may request a Pre-Assessment review by EMAP staff. A Pre-Assessment review is an abbreviated evaluation of no more than four standards that will provide guidance on any necessary Corrective Actions and/or Proofs of Compliance required to meet the standard.

The project lead will work directly with each team to ensure that Corrective Action Plans and their associated milestones are being accomplished in a timely manner.

Teams will work concurrently to complete the self-assessment and compile the necessary proofs of compliance. The project lead will ensure that the proofs of compliance address the many components of each Standard and input all documentation into the online assessment tool for submission to EMAP. Afterwards, a formal Self-Assessment Report will be created in preparation for the on-site assessment.

Preliminary Baseline Assessment by Project Lead

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Comprehensive Assessment & Programmatic Updates by Standard Specific Teams

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Proofs of Compliance Collected by Standard Specific Teams

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Comprehensive Self-Assessment Completed & Submitted to EMAP

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EMAP Self-Assessment Report & On-Site Visit Preparation

Baseline Assessment Findings

There were no major programmatic gaps identified during the preliminary baseline assessment conducted by the EMAP Accreditation project lead. The baseline assessment reviewed King County Office of Emergency Management documentation to identify and assess potential proofs of compliance with the Emergency Management Standard. In doing so, the baseline assessment identified several strengths, areas of improvement, areas that inform multiple standards, and areas requiring the longest lead times that will be addressed prior to the on-site visit.

1) Strengths
   a) The Office of Emergency Management's partnership with internal and external stakeholders, especially its comprehensive engagement with the Emergency Management Advisory Committee proved to be a major strength.

   b) Recent updates of major plans (Comprehensive Emergency Management Plan, Regional Coordination Framework, and Regional Hazard Mitigation Plan) incorporated all or nearly all requirements detailed within the Emergency Management Standard.

> **Proof of Compliance**: documentation that demonstrates that an emergency management program meets one or more elements of the Emergency Management Standard.
>
> Examples include but are not limited to: code, plans, procedures, training records, flyers, sign-in sheets, etc.

2) Areas of Improvement
   a) While no major programmatic gaps were identified by the baseline assessment, several program areas did not meet the documentation requirements established by EMAP. The Office of Emergency Management thoroughly demonstrated programmatic development; however formal documentation of that development is needed. For example, the Emergency Management Standard requires a Recovery Plan and for that plan to contain a variety of planning elements. The Office of Emergency Management has made significant progress via the Resilient King County Initiative toward developing a long-term recovery strategy, but a Recovery Plan has not yet been documented and adopted.

   All of these areas are currently being addressed by Office of Emergency Management staff and should meet the EMAP self-assessment timeline.

   b) The Office of Emergency Management has several procedures and protocols that are duplicative or nearly so. This poses an issue of which procedure supersedes the others. Without clear delineation between those procedures, there is a risk of confusing the on-site assessment team.

A formal review of these procedures has been recommended to provide clarity of how the procedures relate to each other or to determine if a set of procedures completely supplants the remaining protocols. If the latter turns out to be true, then the outdated documentation will be discarded.

c) Recognizing that on-site assessment teams are made up of subjective assessors, the Office of Emergency Management's documentation of compliance with the Emergency Management Standard must be clear and concise. Some programmatic areas meet the documentation requirements established by EMAP, but could be improved by stronger language within plans and procedures. For example, the Office's use of training, exercises and corrective action plans to improve plans and future exercises are documented sporadically throughout the Comprehensive Emergency Management Plan. A lenient assessor may accept those references as meeting the requirements of Standards 4.13 and 4.14. However, if the respective content is collated into a single Training and Exercise Plan, the proof of compliance is more explicit and obvious for the on-site assessment team.

d) A thorough review and update of Continuity of Operations Plans is needed. Continuity of Operations Plans have been completed for most King County departments and some separately elected King County offices, such as King County Elections. However, those plans were developed in silos with little recognition of the interdependencies between departments and offices. In addition, several departments and separately elected offices still require the development of Continuity of Operations Plans.

3) Areas that Inform Multiple Standards
One of the primary 'make or break' issues that disrupt EMAP assessments is the inconsistent reference of threats and hazards. Therefore, aligning the Hazard Identification and Risk Assessment with the Regional Hazard Mitigation Plan, Comprehensive Emergency Management Plan and Recovery Plan is critical to successfully meeting the Emergency Management Standard.

A significant update of the Hazard Identification and Risk Assessment is currently underway. With the recent updates to the Comprehensive Emergency Management Plan and the Regional Hazard Mitigation Plan, any remaining updates will be minimal.

4) Areas Requiring the Longest Lead Times
a) As previously mentioned, a Recovery Plan needs to be formally documented but significant work has already been completed toward this end. Given the regional nature of a long-term recovery strategy, extensive stakeholder engagement will be necessary during the development of the Recovery Plan.

b) Washington State designates Homeland Security Regions for emergency management planning and funding purposes. King County, Washington is recognized as Homeland Security Region 6 and the Emergency Management Advisory Committee serves as its stakeholder base.

A major update of the Homeland Security Region 6 Strategic Plan currently is underway with extensive engagement with all of the Emergency Management Advisory Committee Workgroups and is scheduled for completion by December 2015.

Stakeholder Engagement

As the regional coordinator of emergency management services, per Ordinance 17075, the Office of Emergency Management works closely with a multitude of partners. The two primary stakeholder groups that will inform the EMAP Accreditation project are the Emergency Management Advisory Committee, a multi-jurisdictional and multi-disciplinary compilation of regional emergency management partners, and the Emergency Management Coordination Committee, a King County government workgroup dedicated to emergency management operational planning. Representatives from both primary stakeholder groups will serve on Standard Specific Teams to directly participate in and inform King County's self-assessment.

Stakeholder outreach has already begun. The Emergency Management Advisory Committee was briefed on the Office of Emergency Management's proposed workplan and timeframe during its May meeting and fully supports the Office's efforts to achieve accreditation.

Accredited Programs

The Emergency Management Accreditation Program has accredited a variety of local, state, federal, international and educational programs. To date, thirty states and the District of Columbia have earned full accreditation status while three states earned conditional accreditation status. There has been significantly less implementation at the local level with only fifteen county/parish programs and seven city programs having earned full accreditation status.

As depicted in the graphics below, the vast majority of accredited programs are located on the east coast. A few programs are accredited within the Pacific Northwest and only two are accredited within Washington State: the US Army Corps of Engineers, Seattle District and Pierce County.

When King County's emergency management program earns full accreditation, it will be the third largest county of those that have earned full accreditation status to do so.
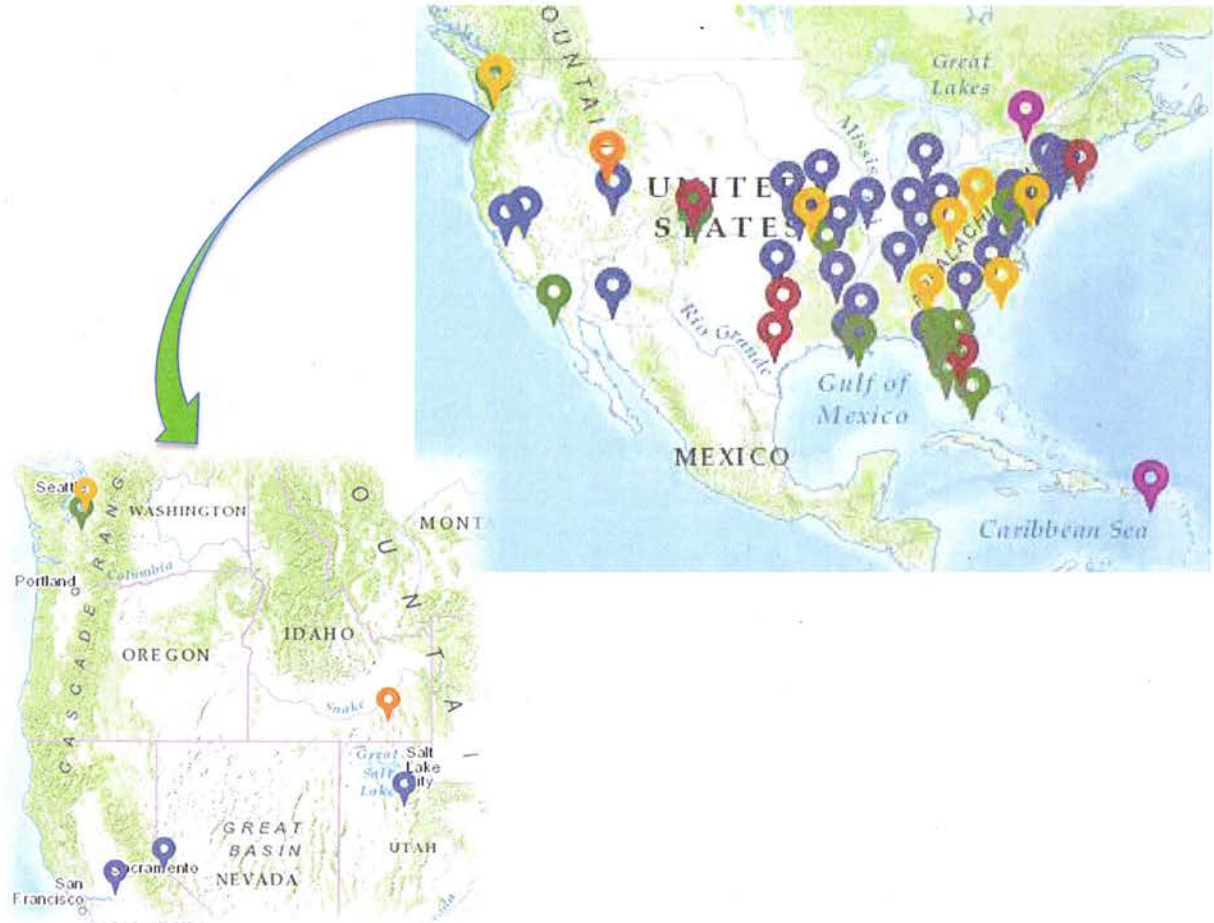
Proposed Budget

The projected operational costs to conduct the EMAP self-assessment and on-site visits are extensive. The vast majority of those operational costs are associated with staff time dedicated toward reviewing and updating programmatic material. These costs will fluctuate over the lifespan of a program's accreditation cycle with the bulk always preceding an on-site visit and then tapering during the maintenance portion of the cycle.

Outlined in the table below are the projected operational costs for the EMAP Accreditation project. As depicted in the proposed project workplan available as Appendix B, the self-assessment will be completed by December 2016 with the on-site visit occurring sometime within the following six months.

The Office of Emergency Management proposes that the appropriated $100,000 from Proviso P1 be associated with existing staff salary.

1) While the baseline assessment does not suggest the need for a Pre-Assessment review, the Office of Emergency Management has conservatively budgeted for the review in case it is deemed beneficial by one or more of the Standard Specific Teams.

2) The On-Site Assessment fees are based on the size of the assessment team (five to seven assessors) and the jurisdiction's size and are payable to EMAP. In recognition of the size and complexity of King County's program, seven assessors are anticipated to participate in the on-site assessment.

3) Numerous materials must be prepared, in duplicate, for the assessment team. The funds allocated for good and services will cover printing, binders, and other office supplies needed for the On-Site visit.

Projected Operational Budget

Category	Jan-Jun 15	Jul-Dec 15	Jan-Dec 16	Jan-Jun 17	Total
Staff Salary & Benefits					
Project Lead, 75% time	$51,744.42	$51,744.42	$108,522.18		$212,011.02
Project staff, 20% time		$130,192.92	$272,224.37		$402,417.29
Pre-Assessment fees			$7,500		$7,500
On-Site Visit fees				$25,000	$25,000
Goods & Services				$1,000	$1,000
Total:	$51,744.42	$181,937.34	$388,246.55	$26,000	$647,928.31

The operational costs associated with seeking EMAP accreditation will vary widely by program depending upon the size of the jurisdiction, complexity of the program, staff capacity, time, resources and how that jurisdiction chooses to prepare for accreditation. The costs listed in the above table are planned to be funded by a combination of existing grant funds and current General Fund appropriation.

There are two primary pathways to preparing for accreditation:
- Extended effort over an undefined time period (City of Seattle model); or
- Intensive effort within a defined and short time period (Pierce County model).

According to Barb Graf, Director of the City of Seattle's Office of Emergency Management, an intensive effort would have required a ten-person team working for two years to prepare. Graf, however, opted to slowly integrate elements of the Emergency Management Standard over time and during the course of their regular programmatic updates. After ten years of progress, the City of Seattle is now in the final stages of preparing for an on-site visit.

King County's pathway falls somewhat in between the City of Seattle and Pierce County models. The Office of Emergency Management has been integrating major EMAP

elements into the program during regular programmatic updates since 2012 and is now utilizing an intensive effort through 2015 and 2016 to complete the process.

Conclusion

As a demonstration of its commitment to the Justice & Safety, Public Engagement, and Service Excellence goals defined in King County Strategic Plan, the Office of Emergency Management will seek accreditation of its program from the internationally recognized Emergency Management Accreditation Program. Conducting the self-assessment in preparation for the on-site assessment will ensure that the program is being managed in accordance with national standards and with broad, regional stakeholder engagement. The self-assessment and the peer review, on-site assessment visit will validate the comprehensiveness of King County's emergency management program.

EMAP

Appendix A:
Emergency Management Standard

ANSI
Approved American National Standard

CSG
The Council of State Governments
Sharing capitol ideas.

iAEM
International
Association of
Emergency Managers

ICMA
Leaders at the Core of Better Communities

NACO
National Association of Counties
The Voice of America's Counties

NEMA
NATIONAL EMERGENCY
MANAGEMENT ASSOCIATION

Publication Note

The *Emergency Management Standard* by the Emergency Management Accreditation Program (EMAP) is designed as a tool for continuous improvement as part of a voluntary accreditation process for emergency management programs. EMAP makes no representation or guarantee as to the efficacy of any program as a result of use of or compliance with the standards contained herein. EMAP makes no guaranty or warranty as to the completeness of information in this document, and EMAP expressly disclaims liability for any personal injury or damages of any nature resulting from the publication, use of, or reliance on this document. Standard language has been developed through a series of collaborative workshops and committee and commission meetings.

Emergency Management Standard

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PREFACE[1]

The Emergency Management Accreditation Program (EMAP), as an independent non-profit organization, fosters excellence and accountability in emergency management and homeland security programs by establishing credible standards applied in a peer review assessment and accreditation process. Ongoing concerns about terrorism, pandemic influenza, and catastrophic natural disasters, world leaders and citizens continue to acknowledge the need to efficiently and effectively strengthen disaster preparedness measures and response capabilities. The *Emergency Management Standard* and the voluntary accreditation process are intended to promote consistent quality in emergency management programs. Thus, providing tangible benefits to the community and public infrastructure these programs serve. Many programs utilize the standards and process for strategic planning, improvement efforts and resource allocations.

When work on the EMAP began in 1997, no one could have foreseen the importance of establishing sound emergency management and homeland security standards for use around the globe. The Accreditation Feasibility Study completed in 1998 marks the collaboration of major contributing organizations supporting the need for an accreditation program to professionalize emergency management. The EMAP Commission was seated in 2002 and has been accrediting programs since 2003. In 2007, the first edition of the *Emergency Management Standard* was published. A great milestone in the history of the organization came in 2008 with the recognition as a Standard Developing Organization by the American National Standard Institute (ANSI). Thus, paving a way to formalize a relevant emergency management standard utilizing a voluntary consensus process. In 2010, the *Emergency Management Standard* became an American National Standard. As the EMAP matures, the standard developing organization has accredited a mix of various size programs and continues to test the standards and the accreditation process in all factions where Emergency Management Programs serve their populous.

The *Emergency Management Standard* is a scalable yet rigorous industry standard for Emergency Management Programs. The Standard is flexible in design so that programs of differing sizes, populations, risks, and resources can use it as a blueprint for improvement and can attain compliance with the standard. The Standard was collaboratively developed in a series of working groups of emergency management stakeholders from government, business and other sectors, and continues to evolve to represent the best in emergency management. The *Emergency Management Standard* is revised on a three-year cycle that consists of committee collaboration within the EMAP Standard Subcommittee; a public comment period; and support from the EMAP Technical Committee that provides recommendations to the EMAP Commission. The formal process is based on the combination of EMAP and ANSI policy and procedures.

This edition of the *Emergency Management Standard* incorporates revisions recommended to the EMAP Commission by the Technical Committee, based on public comments and proposals pursuant to ANSI Standards, as well as user input. The *Emergency Management Standard* will continue to evolve as new threats as well as improved practices and solutions for prevention, preparedness, mitigation, response and recovery emerge. Collaboration of all stakeholders is desired and encouraged by the EMAP Commission to keep the *Emergency Management Standard* current as a standard of excellence for all Emergency Management Programs.

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[1] The preface is not part of the *Emergency Management Standard*.

Emergency Management Standard

Chapter 1: Administration

1.1: Purpose

The Emergency Management Standard establishes the minimum acceptable performance criteria for an Emergency Management Program and intends that the standard be fair and equitable for all who choose to adopt it.

1.2: Application

This document applies to those Emergency Management Programs seeking EMAP Accreditation and to those wishing to use a recognized standard for self-assessment of their Emergency Management Program.

Chapter 2: Definitions

2.1 Applicant. An Emergency Management Program that seeks to fulfill the requirements for accreditation and has submitted an accreditation application.

2.2 Continuity of Government. Capability to ensure survivability of government.

2.3 Continuity of Operations. Capability to continue program essential functions and to preserve essential facilities, equipment and records across a broad range of potential emergencies.

2.4 Disaster. A severe or prolonged emergency, which threatens life, property, environment and/or critical systems.

2.5 Emergency. An incident or set of incidents, natural, or human caused, which requires responsive actions to protect life, property, environment, and/or critical systems.

2.6 Emergency Management Program. A system that provides for management and coordination of prevention, mitigation, preparedness, response, and recovery activities for all hazards. The system encompasses all organizations, agencies, departments, and individuals having responsibilities for these activities.

2.7 Essential Program Function(s). Activities that enable an agency, department, organization or individual to carry out emergency response actions, provide vital services, protect the safety and well-being of the citizens of the jurisdiction, and maintain the economic base of the jurisdiction.

2.8 Gap Analysis. Gap analysis involves a comprehensive assessment of capability, against established resource management objectives, to determine areas of improvement for response and recovery based on the hazards identified by the Program.

2.9 Hazard. Something that has the potential to be the primary cause of an incident.

2.10 Human-caused. Incidents caused by human activity, which include but are not limited to chemical, biological, radiological, nuclear, explosive, and technological, including cyber hazards, whether accidental or intentional.

2.11 Incident. An occurrence, natural or human-caused, that requires action by the Emergency Management Program.

2.12 Incident Management System. An incident management system is formalized and institutionalized and addresses the principles of command and basic functions of planning, operations, logistics, finance and administration. An incident management system is modular, scalable, interactive, and flexible; it includes common terminology, manageable span of control, unified command, consolidated action plans, multi-agency coordination, and integrated communications. Examples include the National Incident Management System, Incident Command System (ICS), or a multi-agency coordination system.

2.13 Intelligence. The results of the process by which specific types of information are requested, collected, and analyzed.

2.14 Jurisdiction. The state, territory, region, tribal government, county, parish, municipality or other entities, which the Emergency Management Program serves. For accreditation purposes, the jurisdiction is the applicant.

2.15 Mitigation. The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of a disaster. Mitigation measures may be implemented prior to, during, or after a disaster. Mitigation measures are often informed by lessons learned from prior disasters. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards.

2.16 Mutual Aid Agreement. Written agreement between agencies and/or jurisdictions that provides for assistance upon request, by furnishing personnel, equipment, and/or expertise in a specified manner.

2.17 Preparedness. The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, mitigate against, respond to, and recover from disasters. Preparedness is a continuous process.

2.18 Prevention. Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves identifying and applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural

surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity, and apprehending potential perpetrators.

2.19 Procedure(s). Detailed written description of activities that support implementation of a plan(s).

2.20 Recovery. The development, coordination, and execution of plans or strategies for the restoration of impacted communities and government operations and services through individual, private sector, nongovernmental and public assistance.

2.21 Resource Management Objective(s). Resource management objectives are defined and measurable actions that act as operational guidance for/by the Emergency Management program. Objectives are developed utilizing the impact and consequence analysis for the hazards identified by the Program to determine the short and long term response and recovery priorities that must be accomplished.

2.22 Response. Efforts to minimize the short term direct effects of an incident threatening life, property, environment or critical systems.

2.23 Shall. Indicates a mandatory requirement to demonstrate compliance with this standard.

2.24 Stakeholder(s). Stakeholders are, at a minimum, public, private, and non-governmental agencies, departments, organizations, and individuals that have functional roles in the Emergency Management Program.

2.25 Standard. The *Emergency Management Standard* is the criterion used to determine qualification for accreditation. Within the Standard, individual standards (such as 3.1.1) describe qualities or facts that must be present for accreditation.

Chapter 3: Emergency Management Program

Overview
An accredited Emergency Management Program is characterized by visible leadership support, endorsement and engagement demonstrated through the elements of its program. The Emergency Management Program chapter of the standard describes what is required in terms of program administration, coordination and stakeholder involvement jurisdiction-wide for an accredited program.

3.1: Administration, Plans and Evaluation

3.1.1 The jurisdiction has a documented Emergency Management Program that includes an executive policy or vision statement for emergency management, a multi-year strategic plan, developed in coordination with Emergency Management Program stakeholders that defines the mission, goals, objectives, and milestones for the Emergency Management Program and includes a method for implementation.

3.1.2 The Emergency Management Program has a documented method and schedule for evaluation, maintenance, revision, and corrective actions for elements contained in Chapter 3 and Chapter 4 and shall conduct an evaluation of the objectives consistent with the program policies.

3.2: Coordination

3.2.1 There shall be a designated emergency management agency, department or office established for the jurisdiction empowered with the authority to administer the Emergency Management Program on behalf of the jurisdiction.

3.2.2 There is a designated individual empowered with the authority to execute the Emergency Management Program on behalf of the jurisdiction.

3.3: Advisory Committee

3.3.1 There shall be a documented, ongoing process utilizing one or more committees that provides for coordinated input by Emergency Management Program stakeholders in the preparation, implementation, evaluation, and revision of the Emergency Management Program.

3.3.2 The advisory committee(s) shall meet with a frequency determined by the Emergency Management Program coordinator to provide for regular input.

Chapter 4: Emergency Management Program Elements

Overview
An accredited Emergency Management Program should have the following elements: prevention, preparedness, mitigation, response and recovery.

4.1: Administration and Finance

Overview
An accredited Emergency Management Program should have fiscal and administrative procedures in place, which support day-to-day and disaster operations.

> **4.1.1** The Emergency Management Program shall develop financial and administrative procedures or follow existing jurisdiction-wide procedures for use before, during, and after an emergency or disaster.

> **4.1.2** Procedures exist providing flexibility to expeditiously request, receive, manage, and apply funds in emergency situations for the delivery of assistance and cost recovery.

4.2: Laws and Authorities

Overview
An accredited Emergency Management Program should have legal statutes and regulations establishing authority for development and maintenance of the Emergency Management Program.

> **4.2.1** The Emergency Management Program's authorities and responsibilities are established in and executed in accordance with statutes, regulations, directives or policies.

> **4.2.2** The Emergency Management Program has established and maintains a process for identifying and addressing proposed legislative and regulatory changes.

4.3: Hazard Identification, Risk Assessment and Consequence Analysis

Overview
An accredited Emergency Management Program should have a Hazard Identification, Risk Assessment (HIRA) and Consequence Analysis. The section includes responsibilities and activities associated with the identification of hazards and assessment of risks to persons, public and private property and structures.

> **4.3.1** The Emergency Management Program shall identify the natural and human-caused hazards that potentially impact the jurisdiction using a broad range of sources. The Emergency Management Program shall assess the risk and vulnerability of people, property, the environment, and its own operations from these hazards.

4.3.2 The Emergency Management Program shall conduct a consequence analysis for the hazards identified in standard 4.3.1 to consider the impact on the public; responders; continuity of operations including continued delivery of services; property, facilities, and, infrastructure; the environment; the economic condition of the jurisdiction and public confidence in the jurisdiction's governance.

4.4: Hazard Mitigation

Overview
An accredited Emergency Management Program should have a mitigation program that regularly and systematically utilizes resources to mitigate the effects of emergencies associated with the risks identified in the HIRA.

4.4.1 The Emergency Management Program shall develop and implement its mitigation program to eliminate hazards or mitigate the effects of hazards that cannot be reasonably prevented. The mitigation program identifies ongoing opportunities and tracks repetitive loss. The Emergency Management Program implements mitigation projects according to a plan that sets priorities based upon loss reduction.

4.4.2 The mitigation program includes participation in applicable jurisdictional, inter-jurisdictional and multi-jurisdictional mitigation efforts.

4.4.3 The Emergency Management Program provides technical assistance consistent with the scope of the mitigation program such as implementing building codes, fire codes, and land-use ordinances.

4.4.4 The Emergency Management Program shall implement a process to monitor overall progress of the mitigation strategies, document completed initiatives, and resulting reduction or limitation of hazard impact in the jurisdiction.

4.4.5 The mitigation plan shall be based on the natural and human-caused hazards identified by the Emergency Management Program and the risk and consequences of those hazards. The mitigation plan for the jurisdiction is developed through formal planning processes involving Emergency Management Program stakeholders and shall establish interim and long-term strategies, goals, objectives, and actions to reduce risk to the hazards identified. The Emergency Management Program implements a process and documents project ranking based upon the greatest opportunity for loss reduction and documents how specific mitigation actions contribute to overall risk reduction.

4.5: Prevention

Overview
An accredited Emergency Management Program should encompass prevention responsibilities, processes, policies and procedures.

4.5.1 The jurisdiction shall develop and implement processes to prevent incidents. Prevention processes shall be based on information obtained from section 4.3,

intelligence activities, threat assessments, alert networks and surveillance programs and other sources of information obtained from internal and external stakeholders.

4.5.2   The jurisdiction shall have a strategy among disciplines to coordinate prevention activities, to monitor the identified threats and hazards, and adjust the level of prevention activity commensurate with the risk.

4.5.3   Procedures shall be developed to exchange information among internal and external Emergency Management Program stakeholders to prevent incidents.

4.6: Operational Planning

Overview
An accredited Emergency Management Program should have plans in place that describe emergency response; continuity of operations; continuity of government; and recovery from emergencies or disasters.

4.6.1   The Emergency Management Program, through formal planning processes involving stakeholders, has developed the following plans:
  (1) emergency operations;
  (2) recovery;
  (3) continuity of operations; and
  (4) continuity of government.
The process addresses all hazards identified in section 4.3, and provides for regular review and update of plans.

4.6.2   The emergency operations plan, recovery, continuity of operations and continuity of government plans shall address the following:
  (1)   purpose, scope and/or goals and objectives;
  (2)   authority;
  (3)   situation and assumptions;
  (4)   functional roles and responsibilities for internal and external agencies, organizations, departments and positions;
  (5)   logistics support and resource requirements necessary to implement plan;
  (6)   concept of operations; and
  (7)   plan maintenance.

4.6.3   The emergency operations plan (EOP) shall identify and assign specific areas of responsibility for performing functions in response to an emergency or disaster. Areas of responsibility should address needs of the population at risk as defined by the Emergency Management Program's HIRA. Areas of responsibility to be addressed include the following:

  (1)   administration and finance;
  (2)   agriculture and natural resources;
  (3)   alert and notification;
  (4)   communications;
  (5)   critical infrastructure and key resource restoration;
  (6)   damage assessment;

(7) debris management;
(8) detection and monitoring;
(9) direction, control, and coordination;
(10) donation management;
(11) emergency public information;
(12) energy and utilities services;
(13) fatality management and mortuary services;
(14) firefighting/fire protection;
(15) hazardous materials;
(16) human services *(including food, water and commodities distribution)*;
(17) incident and needs assessment;
(18) information collection, analysis, and dissemination;
(19) law enforcement;
(20) mass care and sheltering;
(21) mutual aid;
(22) population protection *(evacuation and shelter-in-place)*;
(23) private sector coordination;
(24) public health and medical;
(25) public works and engineering;
(26) resource management and logistics;
(27) search and rescue;
(28) transportation systems and resources;
(29) volunteer management; and
(30) warning.

4.6.4   The recovery plan shall address short- and long-term recovery priorities and provide guidance for restoration of critical community functions, services, vital resources, facilities, programs, and infrastructure to the affected area.

4.6.5   The continuity of operations plans (COOP) shall identify and describe how essential functions will be continued and recovered in an emergency or disaster. The plan(s) shall identify essential positions and lines of succession, and provide for the protection or safeguarding of critical applications, communications resources, vital records/databases, process and functions that must be maintained during response activities and identify and prioritize applications, records, processes and functions to be recovered if lost. Plan(s) shall be developed for each organization performing essential program functions. The plans address alternate operating capability and facilities.

4.6.6   The continuity of government (COG) plan shall identify how the jurisdiction's constitutional responsibilities will be preserved, maintained, or reconstituted. The plan shall include identification of succession of leadership, delegation of emergency authority, and command and control.

4.7: Incident Management

Overview
An accredited Emergency Management Program should have an incident management system in place to analyze emergency situations and provide for clear and effective response and recovery.

4.7.1   The Emergency Management Program shall formally adopt an incident management system. The system shall include but not be limited to the following concepts: modular organization, unified command, multi-agency coordination, span of control, common terminology, action planning process, comprehensive resource management, integrated communications and pre-designated facilities.

4.7.2   The Emergency Management Program shall designate a single point of contact to serve as the coordinator for the incident management system implementation.

4.7.3   The Emergency Management Program shall ensure all personnel with an emergency response role receive training on its incident management system.

4.7.4   The Emergency Management Program shall ensure that procedures address coordination activities with all personnel with an emergency response role including superior, subordinate and lateral elements as well as neighboring jurisdictions.

4.7.5   The incident management system shall include specific organizational roles and responsibilities for each incident management function.

4.8   Resource Management and Logistics

Overview
An accredited Emergency Management Program should encompass pre-emergency, systematic identification of resource requirements, shortfalls and inventories consistent with the HIRA.

4.8.1   The Emergency Management Program has a resource management system that includes objectives and procedures that address the identification, location, acquisition, storage, maintenance and testing, timely distribution, and accounting for services and materials to address the hazards identified by the jurisdiction.

4.8.2   The resource management objectives shall be established by conducting a periodic gap analysis.

4.8.3   The resource management objectives shall include needs and shortfalls identified by the Emergency Management Program through a comprehensive assessment that is conducted periodically. The resource needs and shortfalls are prioritized and addressed through a variety of initiatives, which can include the budget process, executive process, mutual aid agreements, memoranda of understanding, contractual service agreements, or business partnerships.

4.8.4 The resource management system includes procedures that address the following:

    (1) activating those processes prior to and during an emergency;

    (2) dispatching resources prior to and during an emergency; and

    (3) deactivating or recalling resources during or after an emergency.

4.8.5 The Emergency Management Program maintains a system and a plan for obtaining internal and external resources.

4.8.6 The Emergency Management Program shall have an implemented resource management process that addresses acceptance, management of donated goods, materials, services, personnel, financial resources and facilities whether solicited and/or unsolicited.

4.9 Mutual Aid

Overview

An accredited Emergency Management Program should have the necessary agreements in place for sharing resources across jurisdictional lines as needed during response and recovery.

4.9.1 The Emergency Management Program shall maintain and implement mutual aid agreements, contractual service agreements, memoranda of understanding, and regional and/or other arrangements that provide additional equipment, supplies, facilities, and/or personnel.

4.9.2 The Emergency Management Program shall implement the components of standard 4.9.1 in plans and/or procedures.

4.10 Communications and Warning

Overview

An accredited Emergency Management Program should have a communications plan that provides for using, maintaining, and augmenting all of the equipment necessary for efficient preparation for, response to and recovery from emergencies.

4.10.1 The Emergency Management Program has developed and maintains a plan to communicate both internally and externally with all Emergency Management Program stakeholders (higher, laterally and subordinate) and emergency personnel; system interoperability has been addressed in the development process. Communications have been designed for the specific hazards and requirements of the jurisdiction's potential operating environments, are able to support all components of the response and recovery plans, and includes redundancy to provide alternative means of communications in case of failure in primary system(s).

4.10.2 Communications systems are tested on an established schedule and results documented and corrective actions addressed.

4.10.3 The Emergency Management Program has developed and maintains a plan to initiate, receive, and/or relay notifications to alert key decision makers and emergency

personnel. This capacity has been designed for the specific hazards and requirements of the jurisdiction's potential operating environments, and includes redundancy to provide alternative means of notification in case of failure in primary system(s).

4.10.4 Notification systems are tested on an established schedule and results documented and corrective actions addressed.

4.10.5 The Emergency Management Program has developed and maintains a plan to disseminate emergency alerts and warnings to the public potentially impacted by an actual or impending emergency and to communicate with the population within its jurisdiction. Communications have been designed for the specific hazards and requirements of the program's potential operating environments, and include redundancy to provide alternative means of warning in case of failure in primary system(s). The plan addresses dissemination of alerts and warnings to vulnerable populations as defined by the Emergency Management Program.

4.10.6 Warning systems are regularly tested on an established schedule under operational conditions and results documented and addressed.

4.10.7 The Emergency Management Program has developed and maintains formal written procedures to ensure personnel familiarity with and the effective operation of the systems and capabilities of the Communications (standard 4.10.1), Notification (standard 4.10.3) and Warning (standard 4.10.5) systems. These procedures address the specific hazards (standard 4.3.1) and requirements of the Emergency Management Program's potential operating environments, clearly delineate any decision making processes or triggering events, and are reviewed and updated on an established schedule. The review/update process is recorded and documented.

4.11 Operations and Procedures

Overview
An accredited Emergency Management Program should have operational plans and procedures that are developed, coordinated and implemented among all stakeholders.

4.11.1 The Emergency Management Program shall develop procedures to implement all plans identified in standard 4.6.1.

4.11.2 Procedures shall reflect operational priorities including life, safety, health, property protection, environmental protection, restoration of essential utilities, restoration of essential program functions and coordination among appropriate stakeholders.

4.11.3 Procedures will be applicable to all hazards identified in section 4.3.

4.11.4 Procedures shall be developed to guide situation and damage assessment, situation reporting and incident action planning.

4.12 Facilities

Overview

An accredited Emergency Management Program should have facilities capable of adequately supporting response and recovery activities.

4.12.1 The Emergency Management Program has a primary and alternate facility capable of coordinating and supporting sustained response and recovery operations consistent with the Emergency Management Program's risk assessment.

4.12.2 The Emergency Management Program has established and tested procedures for activation, operation, and deactivation of primary and alternate facilities.

4.13 Training

Overview

An accredited Emergency Management Program should have a training program that includes the assessment, development and implementation of appropriate training for Program officials, emergency management response personnel and the public.

4.13.1 The Emergency Management Program has a formal, documented training program composed of training needs assessment, curriculum, course evaluations, and records of training. The training needs assessment shall address all personnel with responsibilities in the Emergency Management Program, including key public officials.

4.13.2 Emergency personnel receive and maintain training consistent with their current and potential responsibilities. Specialized training related to the threats confronting the jurisdiction is included in the training program.

4.13.3 Training is regularly scheduled and conducted in conjunction with the overall goals and objectives of the training program. Training is based on the training needs assessment, internal and external requirements, and mandates (i.e. NIMS) and addresses deficiencies identified in the corrective action process.

4.13.4 Records are maintained of the training program including names of those who received training, the types of training planned and conducted, and names and qualifications of trainers. The length of time training records will be maintained shall be specified in the training program.

4.14 Exercises, Evaluations and Corrective Actions

Overview

An accredited Emergency Management Program should have an exercise, evaluation and corrective action process.

4.14.1 A documented exercise program is established that regularly tests the skills, abilities, and experience of emergency personnel as well as the plans, policies, procedures, equipment, and facilities of the Emergency Management Program. The exercise program is tailored to the range of hazards (reference standard 4.3.1) that confronts the jurisdiction.

4.14.2 The Emergency Management Program shall evaluate plans, procedures, and capabilities through periodic reviews, testing, post-incident reports, lessons learned, performance evaluations, exercises, and real-world events. The products of these evaluations are documented and disseminated within the Emergency Management Program including stakeholders and selected partners.

4.14.3 A process for corrective actions shall be established and implemented to prioritize and track the resolution of deficiencies in real world and exercise events. Corrective actions identified in the process shall be used to revise relevant plans.

4.15 Crisis Communications, Public Education and Information

Overview
An accredited Emergency Management Program should have a crisis communication, public information and education plan and procedures.

4.15.1 The Emergency Management Program develops and maintains a documented plan and procedures for its public information function. The public information plan is designed to inform and educate the public about hazards, threats to public safety, and risk reduction through various media. The public information plan provides for timely and effective dissemination of information to protect public health and safety, including response to public inquiries and rumors. Protocols are developed to interface with public officials and VIPs. Procedures include a process for obtaining and disseminating public information materials in alternative formats.

4.15.2 The Emergency Management Program shall establish an emergency public information capability that includes:

(1) a central contact facility for the media;
(2) pre-scripted information bulletins;
(3) method to coordinate and clear information for release;
(4) capability of communicating with special needs populations; and
(5) protective measure guidelines.

4.15.3 Procedures are in place and tested to support a joint information system and center.

4.15.4 The Emergency Management Program has designated and trained spokespersons qualified to deliver the Emergency Management Program's message, appropriate to hazard and audience.

4.15.5 The Emergency Management Program provides for information and education to the public concerning threats to life, safety, and property. These activities include information about specific threats, appropriate preparedness measures, and actions to mitigate the threats including protective actions. Public outreach activities are initiated to ensure that diverse populations are appropriately advised.

Appendix A[2]

Standards Review Cycle and Appeal Process

EMAP will maintain the following three-year review cycle for the *Emergency Management Standard*:

Year 1	Procedures
January	EMAP prepares to begin the new three-year review cycle.
February	EMAP submits PINS form notifying ANSI of the initiation of the revised standard.
March - August	EMAP collects suggestions for revisions to the standard from the Commission, Technical Committee, Standards Subcommittee, and Standard Workgroup members.
September - December	Standards Subcommittee develops a proposed revised standard.

Year 2	Procedures
January	Technical Committee votes on proposed revised standard.
February	EMAP submits BSR-8 form notifying ANSI of proposed revised standard.
March - September	ANSI published the EMAP proposed revised standard for public comments. EMAP compiles all public comments on proposed revised standard for consideration by the Standards Subcommittee.
October - December	Standards Subcommittee votes on proposed revised standard public comments and compiles recommendations for Technical Committee consideration.

Year 3	Procedures
January - March	Technical Committee votes on Standards Subcommittee recommendations on proposed revised standard public comments.
April - June	EMAP responds to all proposed revised standard public comments. Standards Subcommittee drafts revised standard for Technical Committee consideration.
July - September	Technical Committee votes on proposed new EMAP standard.
October	EMAP submits BSR-9 form announcing new EMAP standard.
November-December	EMAP publishes new *Emergency Management Standard*.

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[2] The appendices are not part of the *Emergency Management Standard*.

Appendix B[3]

EMAP Commission
The Commission is the governing and decision-making body of EMAP. The Commission works to assure and improve the delivery of emergency management services to the public through assessment and accreditation of emergency management programs. Its purpose is to set minimum acceptable standards and encourage the achievement of accreditation. Other Commission responsibilities include:

- Establishing and maintaining standards for emergency management programs
- Administering an accreditation process that encourages applicant departments to bring their programs into compliance
- Conducting on-site assessment of applicant compliance
- Acknowledging compliance of programs by issuing certificate of accreditation
- Developing and maintaining working relationships with local, tribal, regional, state, territorial, national and international levels, and private sector emergency management programs for mutual growth and benefit
- Ensuring that the business affairs and the programs of the Commission and its affiliates are conducted in a fair and nondiscriminatory manner
- Educating legislative and executive branches of government and the public on the importance of fully capable emergency management programs at all levels of government based on high standards
- Promoting the concept of voluntary self-regulation inherent in the accreditation process
- Accepting fees, grants, bequests, and other contributions that support the purposes of EMAP
- Cooperating with other public and private agencies in a manner that will lead to the improvement of the Standard and the delivery of emergency management services.
- Identifying and maintaining the means for voluntary self-assessment in preparing for accreditation, providing qualified and trained assessors to conduct on-site evaluations of programs, and using a fair and impartial procedure to determine accreditation.

There are ten (10) members on the Commission, five (5) members are appointed by the National Emergency Management Association (NEMA) and the International Association of Emergency Managers (IAEM) appoints five (5) members. Each member's term is three (3) years.

EMAP Program Review Committee
The Program Review Committee is responsible for considering programs applying for accreditation, reviewing assessment reports prepared by assessment teams, and making recommendations regarding accreditation status.

EMAP Technical Committee
The Technical Committee is comprised of the Standards Subcommittee and the Training Focus Group. The Technical Committee serves as the "consensus body" for the purpose of documenting consensus on all American National Standards proposed by EMAP.

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[3] The appendices are not part of the *Emergency Management Standard*

- The Standards Subcommittee is responsible for continual review, revision and maintenance of the *Emergency Management Standard* by EMAP, and for providing appropriate recommendations to the Technical Committee.
- The Training Focus Group is responsible for the development of on-site assessment materials, assessor and accreditation manager curriculum and tool development, and academic curriculum.
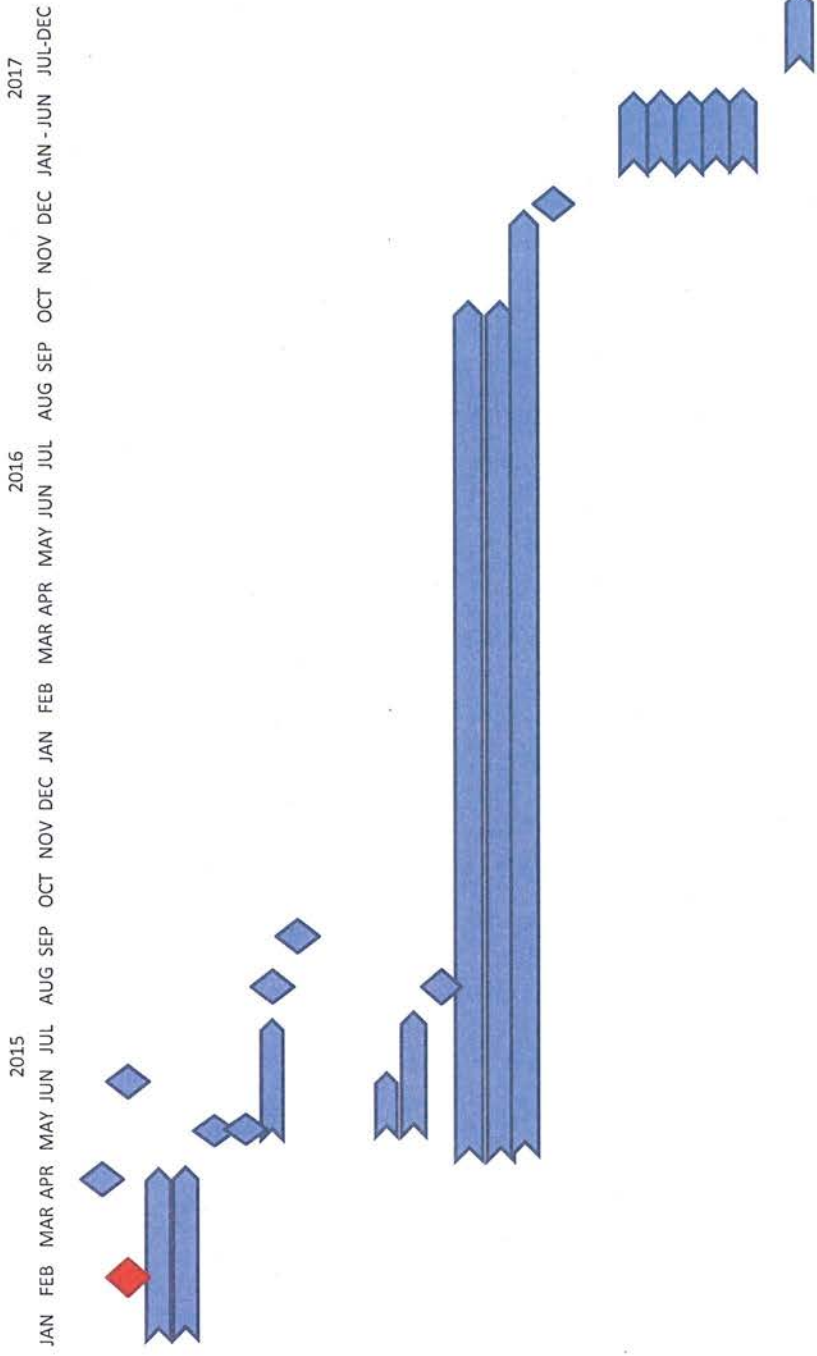
EMAP International Committee

The International Committee is responsible for identifying and, as directed by the EMAP Commission, initiating contact with potential international partners, exploring new opportunities to use EMAP standards and assessment process in other nations around the world. The International Committee partners with individuals and organizations to encourage international understanding of and involvement of EMAP.

EMAP Private Sector Committee

The Private Sector Committee is responsible for identifying and, as directed by the EMAP Commission, initiating contact with potential private sector partners, exploring new opportunities to use EMAP standards and assessment process in other private sector agencies. The Private Sector Committee seeks collaborative partnerships with the private sector community in order to develop, foster and encourage innovative approaches. The Private Sector Committee partners with individuals and organizations to encourage understanding of and involvement of EMAP.

Appendix B: Proposed EMAP Workplan

Timeline: 2015 — JAN FEB MAR APR MAY JUN JUL AUG SEP OCT NOV DEC | 2016 — JAN FEB MAR APR MAY JUN JUL AUG SEP OCT NOV DEC | 2017 — JAN - JUN | JUL-DEC

PHASE I: Baseline Assessment
Orient staff to EMAP
Access to EMAP Online Tool
Identify Gaps for Corrective Action
Coduct Baseline Assessment
Propose Corrective Action Plans
Update EMAC
Draft Proviso Report to Council
Present to Council

PHASE II: Self Assessment
Develop CAP teams
Finalize CAPs
Build Gantt Chart w/ CAP milestones
Collect Documentation
Add content to the Online Tool
Regular updates to stakeholders
Submit EMAP application

PHASE III: Site Visit
Schedule site visit
Draft formal self assessment report
Organize proofs of compliance
Develop prep materials for assessors
Regular updates to stakeholders

PHASE IV: Committee Review

PHASE V: 5 Yr EMAP Renewal