Oakland County

EMERGENCY OPERATIONS PLAN

October 2017

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Certification and Promulgation Page

This comprehensive emergency management plan is intended to place emphasis on integration with the National Response Framework, National Disaster Recovery Framework, National Incident Management System, Michigan Emergency Management Plan, local community emergency operations plans or support plans, and primary functional specific plans such as the Oakland County Public Health Emergency Operations Plan.

I certify that this base document and the annexes maintained herein constitute the official Emergency Operations Plan (EOP) for Oakland County and those jurisdictions listed below and is approved and current for the ensuing four years unless otherwise appropriately revised prior to the end of this period. The policies contained herein do not discriminate on the basis of race, color, national origin, religion, sex, age, disability, or political beliefs.

City of Auburn Hills *
City of Berkley *
City of Bloomfield Hills
City of Birmingham **
City of Clarkston
City of Clawson *
City of Farmington *
City of Farmington Hills **
City of Ferndale *
City of Hazel Park *
City of Huntington Woods
City of Keego Harbor
City of Lake Angelus
City of Lathrup Village
City of Madison Heights *
City of Northville
City of Novi *
City of Oak Park *
City of Orchard Lake
City of Pleasant Ridge
City of Pontiac *
City of Rochester *
City of Rochester Hills *
City of Royal Oak *
City of South Lyon *
City of Southfield **
City of Sylvan Lake
City of Troy *
City of Walled Lake
City of Wixom *

Township of Addison
Township of Bloomfield **
Township of Brandon *
Township of Commerce *
Township of Groveland
Township of Highland *
Township of Holly*
Township of Independence *
Township of Lyon *
Township of Milford*
Township of Novi
Township of Oakland *
Township of Orion *
Township of Oxford *
Township of Rose
Township of Royal Oak
Township of Southfield
Township of Springfield *
Township of Waterford *
Township of West Bloomfield *
Township of White Lake *

Village of Beverly Hills *
Village of Bingham Farms
Village of Franklin
Village of Holly
Village of Lake Orion
Village of Leonard
Village of Milford
Village of Ortonville
Village of Oxford
Village of Wolverine Lake

*Indicates those Cities, Villages and Townships with a population of over 10,000 who have elected to fall under Oakland County's Emergency Operations Plan, as allowed in Public Act 390. **Four jurisdictions within Oakland County with a population over 10,000 maintain separate plans and programs. Those communities are the City of Birmingham, City of Farmington Hills, City of Southfield, and Bloomfield Township.

L. Brooks Patterson
Oakland County Executive

10/27/17
Date

BASIC PLAN

I. Introduction

A. Purpose

The purpose of the **Oakland County Emergency Operations Plan (EOP)** is to provide a framework concerning how the County of Oakland, Michigan shall plan and prepare for, respond to and recover from an emergency of significance or disaster situation.

The plan in whole or part, as well as the county Emergency Operations Center (EOC), may be activated by the Oakland County Homeland Security Manager at the direction of the County Executive to coordinate and support:

- County continuity of government (COG) and continuity of operations (COOP)
- Multi-agency incident management in accordance with the National Incident Management System (NIMS)
- Local communities that are overwhelmed or formally requesting assistance from a next tier to include State and Federal level.

The EOP also describes programs and activities that promote:

- Individual, family, business and community vigilance and resiliency
- Information sharing and cooperation between all levels of government
- Public and private partnerships
- Preparedness and inclusion planning for mass care, sheltering and transportation of people with disabilities, and others with access and functional needs.

B. Scope

The **EOP Basic Plan** as a stand-alone document and as a component of the comprehensive EOP describes the local emergency management process. It provides a foundation and overview of strategic, operational coordination, and tactical support planning for all-hazards as well as specific hazards, threats, and incidents with the most potential impact and most likely to occur in Southeast Michigan.

This base plan, when integrated with EOP annexes and other doctrine, is applicable to all departments, agencies, stakeholders, and partners involved in coordinating, supporting or performing a lead or assisting role during an actual or impending major emergency, disaster or catastrophic event that may occur in Oakland County.

C. All-Hazards – Whole Community Approach

The Oakland County EOP and comprehensive emergency management and homeland security program involves an **all-hazards** and an all-phases approach that encompasses all five (5) phases or mission areas as follows:

- **Prevention / Protection**
- **Preparedness**
- **Response**
- **Recovery**
- **Mitigation**

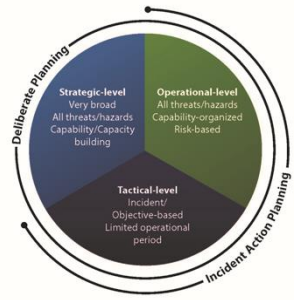
Phases of Emergency Management & Homeland Security – A Continuous Cycle

Our capacity to prevent, protect, mitigate, respond, and recover is dependent on a ***whole-community approach*** to emergency management.

D. Planning Process

The process of developing and maintaining the EOP involves several principles and methods to include:

- **Risk-Based Planning**
- **Capabilities-Based Planning**
- **Community-Based and Inclusion Planning**



The plan relies upon:

- Continuous hazard analysis and capability assessment
- Conducting training and scenario-based exercises
- Focusing on strategies and resources needed for addressing target or core capabilities
- Planning response and recovery based upon priorities and objectives; and
- Engaging the whole community to include a proactive partnership with other public sector stakeholders, non-government organizations, and the private sector.

E. Plan Hybrid Format and Structure

The Oakland County EOP meets or exceeds all applicable local, State and Federal standards and requirements to include the Michigan Emergency Management Act, Public Act 390 of 1976, as amended.

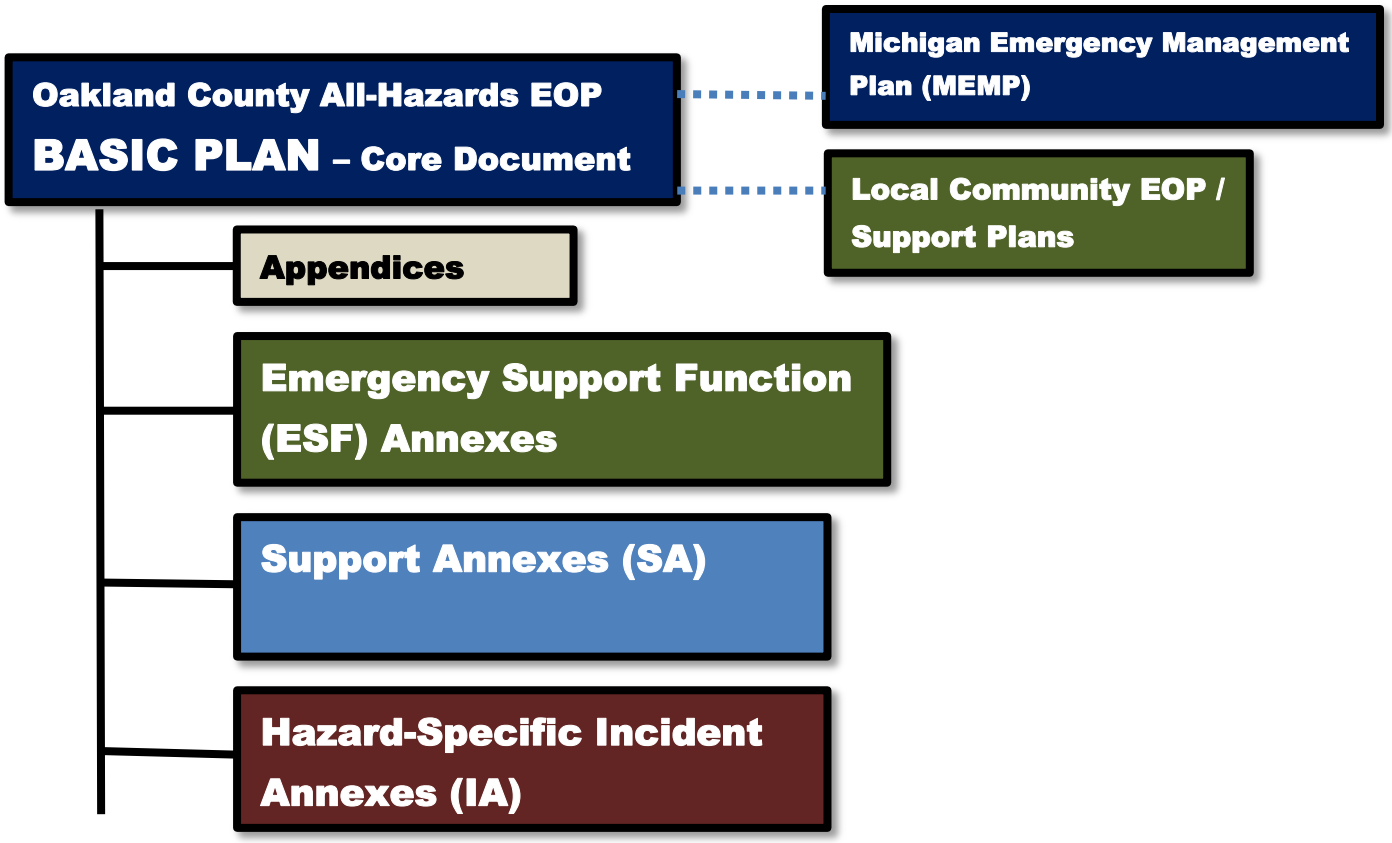
The 2013 and 2017 versions of the EOP have been revised and updated. There is still a reliance on a **Basic Plan** as a core document, but the Emergency Action Guidelines (EAG) has been replaced by **Emergency Support Function (ESF) Annexes**. The EOP is a hybrid format and structure with somewhat a combined traditional, functional, and ESF format.

There are also detailed **Support Annexes (SA)** describing particular all-hazards functions and supporting mechanisms, and **Hazard Specific Incident Annexes (IA)** describing multi-agency coordination, incident management, response, and recovery concepts of operations concerning many of our most likely and / or highest consequence emergency / disaster situations.

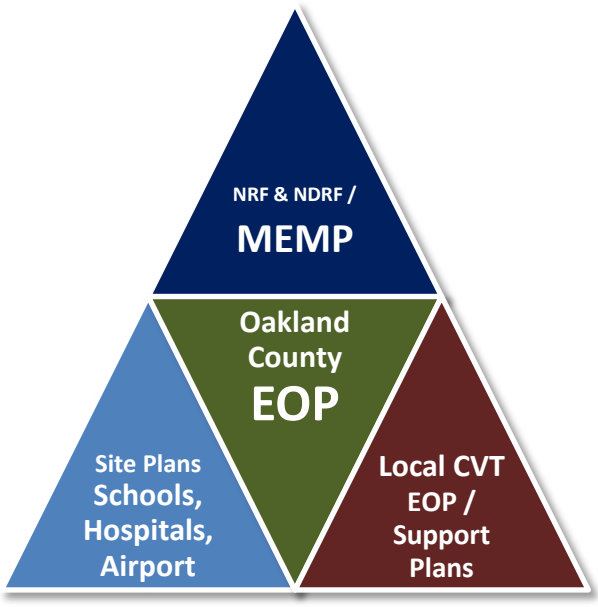
The EOP is consistent with State and Federal guidance to include:

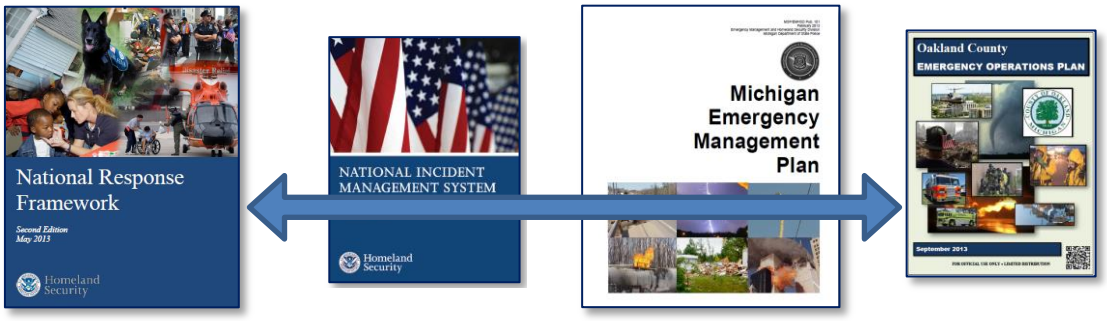
- **DHS / FEMA Comprehensive Preparedness Guide (CPG) 10**1, Version 2.0 (November 2010), Developing and Maintaining Emergency Operations Plans
- **DHS / FEMA National Preparedness Goal (NPG)**, 2nd Edition (September 2015)
- **MSP / EMHSD Publication 201a** (January 2014), Review Guide for Local Emergency Operations Plans and Emergency Action Guidelines

Oakland County EOP Format & Structure



Oakland County EOP Linkage with Federal, State, and Local Plans





There is a clear relationship or interdependency between the Oakland County EOP and other local, regional, State and Federal planning documents to include:

- National Response Framework (NRF) and other national level plans / framework doctrine
- National Incident Management System (NIMS)
- Michigan Emergency Management Plan (MEMP)
- Local municipal support plans to county EOP
- MABAS-MI Plans
- Oakland County International Airport – Airport Emergency Plan (AEP)
- Oakland County Public Health EOP
- Oakland University (OU) Emergency Response Plan
- Oakland Community College (OCC) Emergency Response Plan
- Site / off-site emergency plans at facilities with hazardous substances
- Emergency action plans at schools, other higher education institutions, hospitals, long-term care facilities, and other critical infrastructure / key resources (CI/KR) in Oakland County

F. Authorities and References

Federal

- The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288 (1974), as amended and codified, replaced the Federal Civil Defense Act of 1950, Public Law 81-920, as amended.
- The Disaster Mitigation Act of 2000, Public Law 106-390
- The Post-Katrina Emergency Management Reform Act (PKEMRA) of 2006, which amended the Homeland Security Act of 2002, Public Law 107-296 and the Department of Homeland Security (FEMA) Appropriations Act of 2007, Public Law 109-295
- Pets Evacuation and Transportation Standards (PETS) Act of 2006
- Emergency Services and Assistance, Code of Federal Regulations (CFR), Title 44
- The Americans with Disabilities Act (ADA) of 1990, Public Law 101-336 and as codified

- Homeland Security Presidential Directive (HSPD) 5: Management of Domestic Incidents, February 2003 (NRF & NIMS 2008; NRF Second Edition 2013)
- Presidential Policy Directive (PPD) 8, National Preparedness (National Preparedness Goal), March 2011, which expanded upon or replaced HSPD 8, National Preparedness Guidelines, of 2003
- Presidential Policy Directive (PPD) 21, Critical Infrastructure (National Infrastructure Protection Plan), December 2013, which expands or replaced HSPD 7, of 2003
- NFPA 1600 (National Fire Protection Association) Standard on Disaster / Emergency Management and Business Continuity / Continuity of Operations Programs (2016)

State

- Michigan Emergency Management Act, Public Act 390 of 1976, as amended (2013)

Local

- Oakland County Board of Commissioners Resolution #91293 (1991)

G. Plan Development and Maintenance

A hardcopy or electronic version of the full Oakland County EOP is provided to all county department heads, local municipalities, and key stakeholders. Distribution is intentionally limited as this document is designated as For Official Use Only (FOUO). The EOP Basic Plan is made available for public dissemination via the Oakland County Homeland Security Division webpage. The annexes are maintained as separate documents intended for use by the signatories / designated coordinating, primary and supporting agencies.

An EOP is a living document that is continuously revised and updated as needed. Revisions are often made when there is a change in policy, a need to amend specific action guidance or there are new requirements to meet State or Federal standards. The EOP is designed and structured so that changes can be made to a specific section or annex.

The EOP shall be reviewed annually for possible revision and updated at least every four years. The EOP may also be reviewed for necessary changes based upon recommendations of an exercise or actual event After-Action Report / Improvement Plan (AAR/IP) or at the request of a coordinating or primary agency within an annex.

Whenever significant changes are made to it they shall be noted in the EOP Record of Changes log maintained at the Oakland County Homeland Security Division office. All recipients of the EOP via a distribution list shall be provided a notice of change or copy of change. Any previous additions of an EOP, EAG or specific annex should be discarded. The distribution list is an EOP appendix.

H. EOP Support Annexes and Incident Annexes

The comprehensive county EOP includes annexes, appendices, playbooks, job aids or field operation guides (FOG), contact lists, resource manual, training and exercise plans, and reference materials that are maintained in the EOC and not part of the Basic Plan. A list of **Emergency Support Function (ESF)** annexes and associated coordinating, primary, assisting, and supporting agencies and organizations is provided in Section IV of this EOP Basic Plan.

Support Annexes (SA):

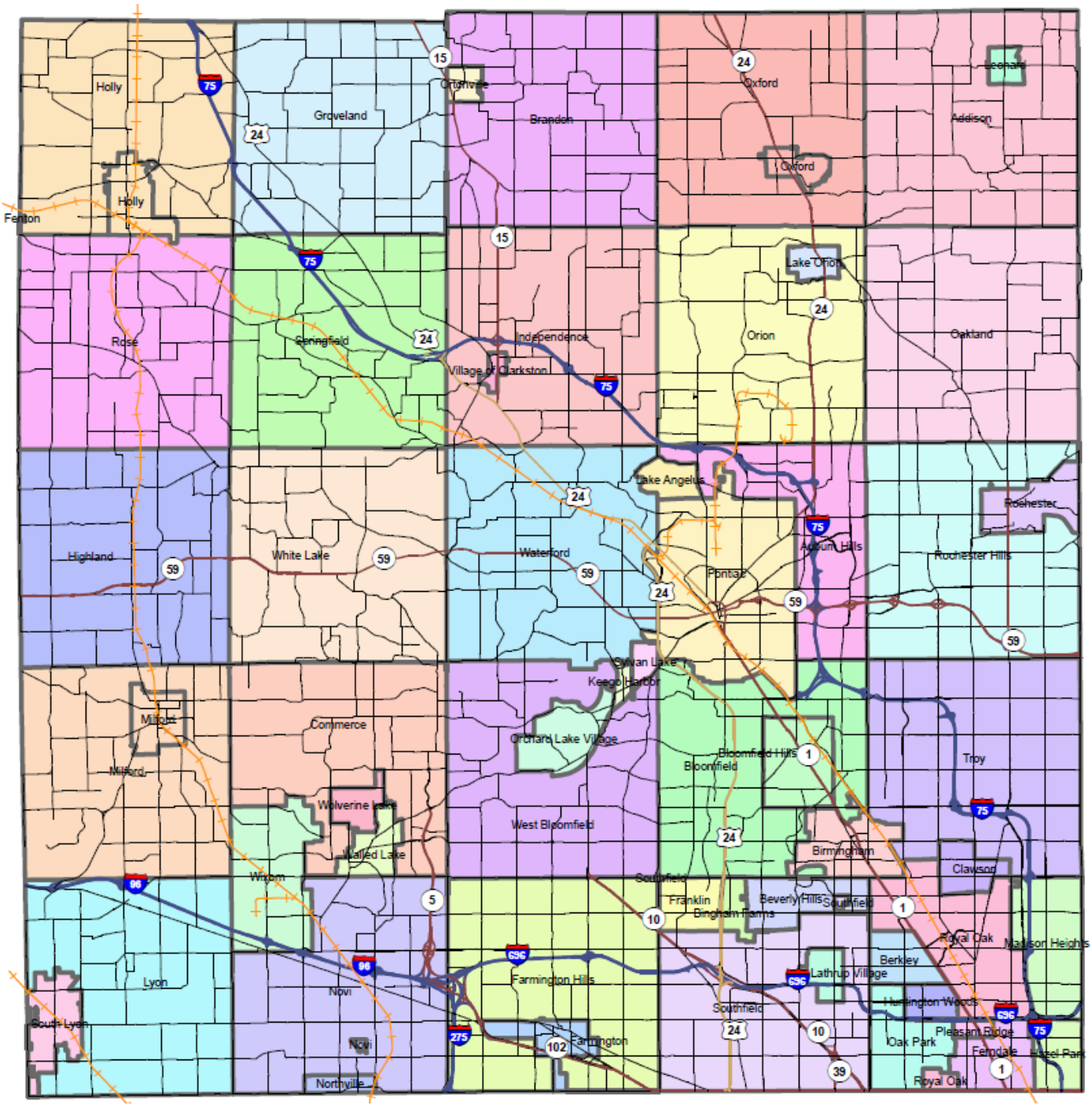
- Continuity of Operations (COOP)
- Continuity of Government (COG)
- Critical Infrastructure Protection
- Protective Actions: Evacuation & Shelter-in-Place
- Damage Assessment
- Debris Management
- Mass Care & Shelter Operations / Functional Needs Support Services
- Donations Management
- Volunteer Management

Hazard-Specific Incident Annexes (IA):

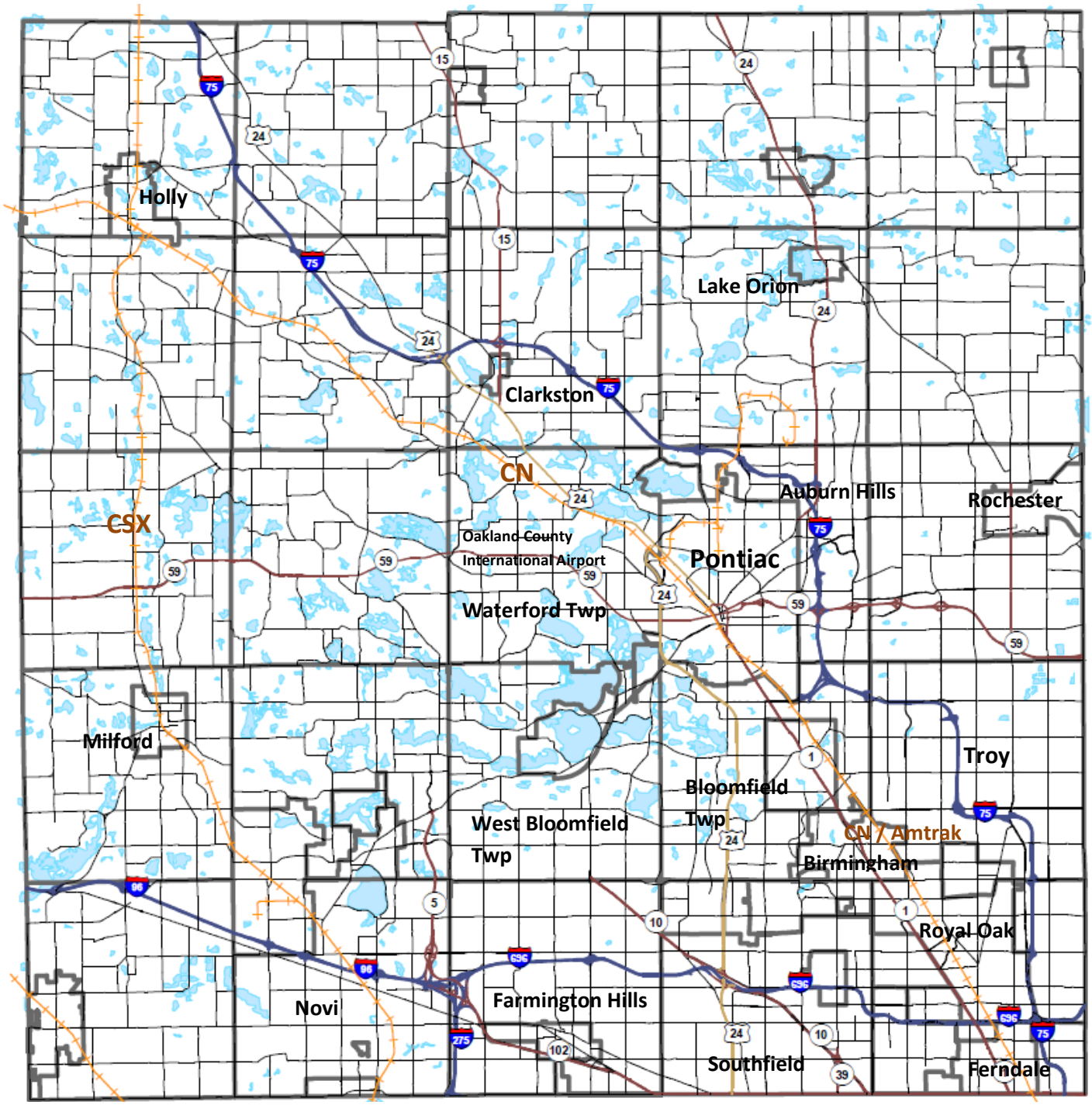
- Severe Weather – Tornado & High Winds
- Severe Weather – Winter Storm or Extreme Cold
- Flooding
- Extreme Heat
- Aircraft Crash
- Mass Casualty Incident
- Hazardous Materials
- Oil & Gas Pipeline Emergency
- Nuclear Power Plant Emergency (included with Protective Actions; Evacuation Support Annex)
- Terrorism / Weapons of Mass Destruction (WMD)
- Civil Unrest
- Cyber
- Courts
- Schools
- Special Events

II. Situation Overview

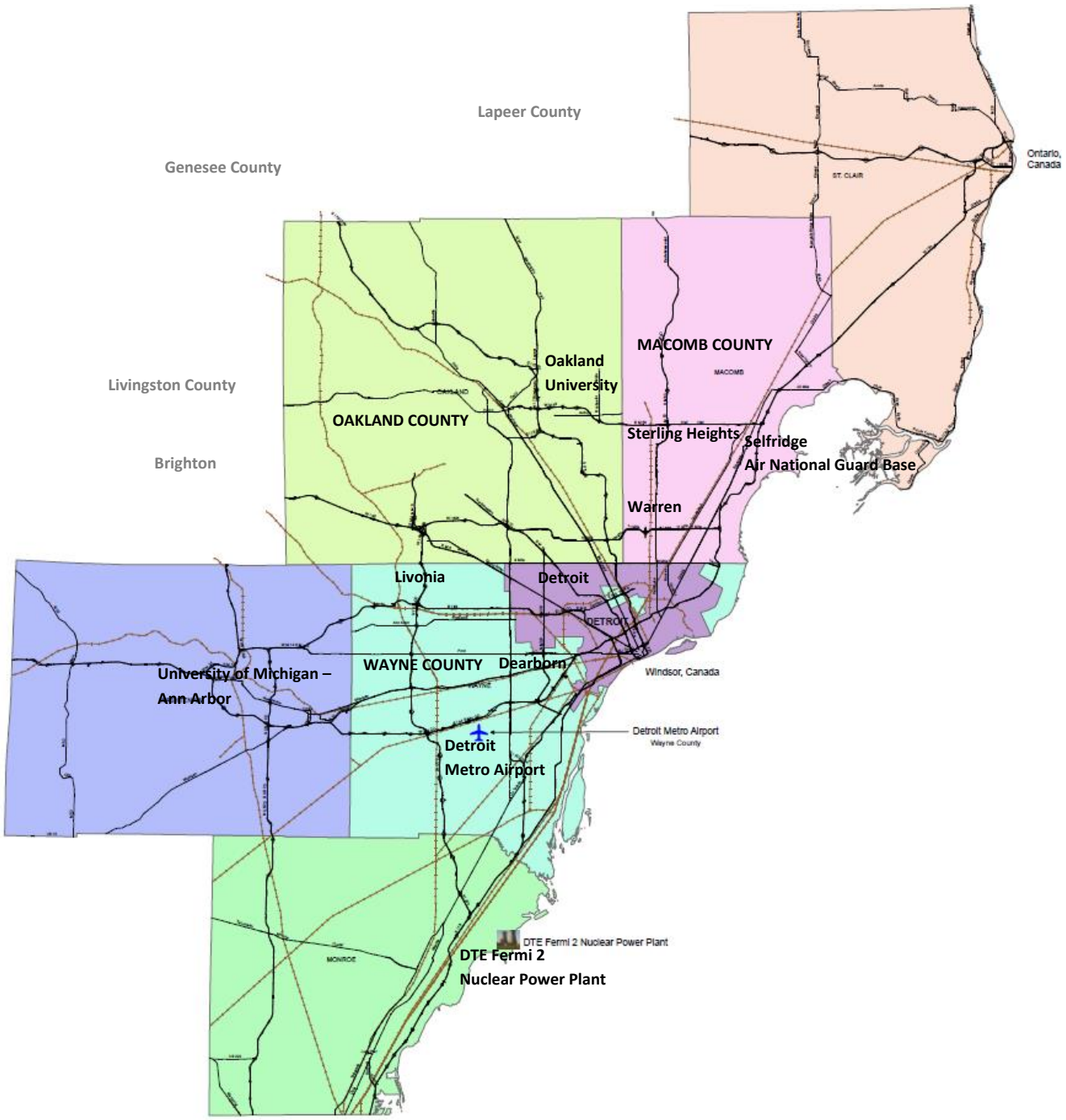
Map of Oakland County, MI featuring municipalities (Cities-Village-Townships)



Map of Oakland County, MI featuring lakes & waterways, major highways, and railroads



Map of Oakland County within Southeast Michigan UASI Region



A. Community Profile Overview

Size and Population

Oakland County has a population of over 1.23 million (U.S. Census Data; 2014). Approximately 15% are older persons (above 65 years of age). There are thousands of people that have disabilities, access or functional needs and there are people that speak languages other than English (such as Spanish, Arabic, and Russian).

Oakland County is one of five counties within the metropolitan Detroit area with a combined population of 4.3 million representing nearly 45% of the population of the State of Michigan. There are 61 cities, villages and townships. There are over 14 local communities with populations over 25,000.

Oakland County is 907 square miles with over 450 inland lakes. Oakland County has 14 hospitals and numerous urgent care, specialty care clinics, and other healthcare facilities.

Additional details concerning Oakland County community profile is available via the U.S. Census Bureau, Oakland County Economic Development & Community Affairs Department (Advantage Oakland website or the One Stop Shop Business Center, and other open sources).

Transportation Infrastructure

- Oakland County International Airport (Waterford Township, MI)
- Oakland Troy Airport & Oakland Southwest Airport
- SMART (Mass transit bus system)
- AMTRAK (Stations in Pontiac, Birmingham, and Royal Oak, MI; passenger rail service through Detroit to Chicago, IL)
- Canadian National (CN) and CSX Transport Railroads
- I-75, I-696, I-96, I-275, and US24 (Telegraph Rd & Dixie Hwy)
- M-59, M-1 (Woodward Ave), M-5, M-10, M-15, and M-24

K-12 Education / Higher Education

Oakland County has 28 public school districts and dozens of private, charter and parochial schools with over 220,000 students. The Intermediate School District (ISD) is known as Oakland Schools. There are numerous colleges and universities with campuses in Oakland County to include:

- Oakland University (Auburn Hills & Rochester Hills, MI)
- Oakland Community College (Auburn Hills, West Bloomfield, Farmington Hills, Royal Oak, MI)
- Lawrence Technological University (Southfield, MI)
- Walsh College (Troy & Novi, MI)

Large Venues and Malls

Oakland County has numerous sports and entertainment venues that gather thousands of people for concerts, basketball games, circuses, and ice shows, and large commercial shopping centers to include:

- DTE Energy Music Amphitheater (Independence Township, MI)
- Meadow Brook Music Festival (Oakland University, Rochester Hills, MI)
- Suburban Collection Showplace (Novi, MI)
- Great Lakes Crossing Outlets Shopping Center (Auburn Hills, MI)
- Somerset Collection Mall (Troy, MI)
- Oakland Mall (Troy, MI)
- Twelve Oaks Mall (Novi, MI)

With seating for nearly 16,000 DTE Energy Music Theater has been ranked as one of the most successful summer outdoor concert venues in the nation for over 25 years. The Palace of Auburn Hills indoor sports and entertainment venue closed in the fall 2017.

Major Special Events

Oakland County is home to several large annual special events and has been the site for numerous major events over the years to include:

- Woodward Dream Cruise (world's largest one-day automotive event, classic car show, route along M-1 Woodward Avenue between Ferndale and Pontiac), in August (Royal Oak, MI)
- Oakland County Fair, in July (Springfield Township, MI)
- Michigan Renaissance Festival, in August and September (Holly / Groveland Township, MI)

Oakland County has been host to several major golf events to include the Ryder Cup in 2004 and the PGA Championship in 2008 (both at Oakland Hills Country Club in Bloomfield Township, MI).

B. Planning Assumptions

As described in the National Response Framework (NRF) and the Michigan Emergency Management Plan (MEMP) most emergency and disaster situations are handled at the local level. Most emergencies are handled by local response organizations often utilizing automatic or requested mutual aid by neighboring jurisdictions and multi-jurisdictional special operations teams.

Oakland County and local response organizations shall utilize the Incident Command System (ICS) and Multi-Agency Coordination System (MACS) in accordance with the National Incident Management System (NIMS) during major incidents or disasters.

If a disaster situation is wide-spread or has overwhelmed the response capability of a local community Oakland County may activate this plan and the county Emergency Operations Center (EOC) to coordinate and support relief efforts.

Most of the cities, villages and townships are under Oakland County's emergency management program (EOP, EOC). Four communities within Oakland County have their own State designated emergency management programs (EOP, EOC). They are Bloomfield Township, City of Birmingham, City of Farmington Hills, and the City of Southfield. Oakland University and Oakland Community College also meet criteria to have an emergency management program. A major emergency or disaster affecting those communities and institutions of higher education will likely impact communities under the county emergency management program and require some level of county plan activation.

Oakland County shall activate all plans and systems in an effort to effectively respond and eventually return to normalcy. Public safety, health and welfare are always priorities. Oakland County and our local communities have a "do the most good and do what has to be done" approach. Plans are dependent upon on primary and supporting agencies implementing standard operating procedures and protocols, statutory or regulatory responsibilities, and the potential for improvisation or modification, if it becomes necessary based on the situation. Planning efforts will include focusing on children in disaster and functional needs support services.

Severe weather incidents such as tornadoes, severe thunderstorms with damaging winds, flooding, and ice storms often result in blocked roadways, power outages, and property damage (that is often covered by insurance). Some incidents such as a train derailment with a hazardous materials release or an oil and gas pipeline leak will require a major response and recovery effort by the responsible party or owner of the private sector infrastructure.

Disasters are likely to have a cascading effect. Any natural, technological or human-caused incident may lead to mass casualties, impact drinking water, or interrupt essential services.

While most emergencies are handled within hours (one or two operational periods) some may take several days to handle. A major disaster may take several weeks to achieve response objectives and transition to recovery.

A major incident or disaster may have significant impact on senior citizens, the poverty-stricken, children, and persons with access and functional needs. An incident that requires a mass evacuation and care of large displaced population will require assistance from regional and State partners to include the private sector, non-government organizations (NGO), and private non-profit (PNP) organizations.

A catastrophic event or incident of significance such as a Weapon of Mass Destruction (WMD) attack is expected to overwhelm the response and recovery capability of Oakland County and local municipalities. A disease epidemic may surge and overwhelm the local and regional healthcare system.

During a major disaster or catastrophic event county and local government resources may be limited and infrastructures may fail. This plan does not guarantee services.

C. Hazard and Threat Analysis Summary

Threat and Hazard Identification and Risk Assessment (THIRA)

Oakland County and the Southeast Michigan Urban Area Security Initiative (UASI) have conducted a Threat and Hazard Identification and Risk Assessment (THIRA) that was integrated with the State of Michigan THIRA. Oakland County continues to be engaged in this process with state and regional partners.

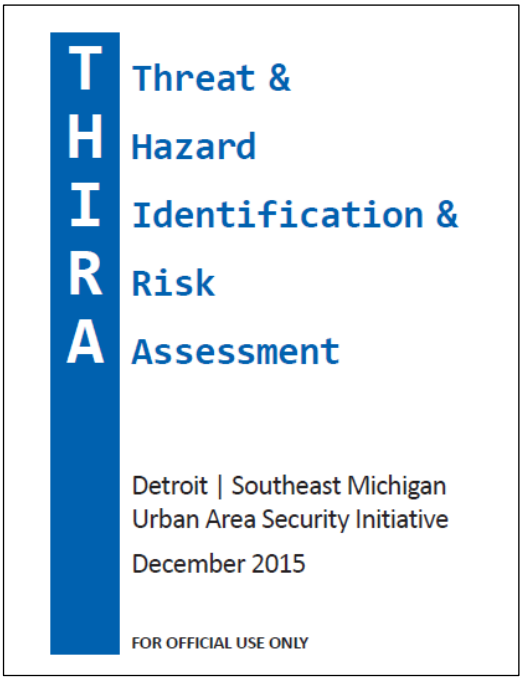
The THIRA identifies the threats and hazards mostly likely to occur and/or those that would have the most impact (resources, economic, fatalities, casualties, vulnerable populations) and focuses on capability targets. An updated THIRA is currently under development. The Detroit Area UASI THIRA is Unclassified / For Official Use Only (U/FOUO).

Hazard Mitigation Plan (HMP)

Oakland County has a Hazard Mitigation Plan (HMP) that has been coordinated with local jurisdictions (input and adoption by cities-villages-townships), partners and stakeholders.

The current HMP meets State of Michigan criteria and approved by the Federal Emergency Management Agency (FEMA). In the past the State of Michigan (via MSP / EMHSD) has periodically published a detailed Hazard Analysis document. Oakland County's HMP establishes a list and ranks hazards based on local and regional historical data.

The Oakland County HMP is available for review upon request or via internet link as a separate document from this plan.



Types of Threats / Hazards

NATURAL	TECHNOLOGICAL	HUMAN-CAUSED
Resulting from acts of nature to include public health emergencies	Involves accidents or failures of systems and structures to include transportation accidents and infrastructure failures	Caused by the intentional actions of an adversary
▪ **Disease Outbreak, Epidemic** ▪ **Drought** ▪ **Earthquake** ▪ **Extreme Cold** ▪ **Extreme Heat** ▪ **Flood** ▪ **Tornado, High Winds** ▪ **Space weather and Celestial impacts** ▪ **Subsidence** ▪ **Winter storm**	▪ **Airplane crash** ▪ **Dam failure** ▪ **Fire, to include wildfire to urban conflagration** ▪ **Hazardous materials release** ▪ **Nuclear power plant emergency** ▪ **Power failure** ▪ **Train derailment** ▪ **Water main breaks**	▪ **Civil disturbance** ▪ **Cyber incidents** ▪ **Sabotage** ▪ **School violence** ▪ **Terrorist act (to include complex coordinated attacks, IEDs)**

Oakland County Hazards

Based on historical data and probability assessment the hazards most likely to occur in Oakland County are as follows:

- Severe weather (Tornado or severe thunderstorm with damaging winds; Snow or ice storm)
- Hazardous materials (fixed-site or transportation)
- Natural gas transmission or distribution line leak or rupture
- Blackout (wide-spread power outage)
- Fire (structure fires)

These hazards often result in costly property damage and debris clearance issues or the need to take protective actions such as evacuation or shelter-in-place.

Based on threat assessments the following hazards are less likely to occur, but would have the most impact (fatalities, injuries, illnesses, damage to property and environment, economic) and would be considered a catastrophic event:

- Nuclear Bomb or attack involving a WMD
- Electromagnetic Pulse (EMP), solar, celestial impact, or via nuclear detonation
- Pandemic Influenza
- Long-term power outage (many weeks or more)

D. Capability Assessment

Oakland County has and shall continue to participate in State and UASI region capability assessments in an effort to prevent / protect / prepare, mitigate, respond to, and recover from all-hazards as well as terrorism specific hazards. There are inter-dependences between all phases. Oakland County conducts after-action review / improvement planning of all exercises and actual events.

Local response organizations and special operations teams often engage in identifying training and resource needs and gaps. Homeland security grants expended by Oakland County are always within identified investments and in an effort to address core capabilities.

Core Capabilities by Mission Area

Prevention	Protection	Mitigation	Response	Recovery
Planning				
Public Information and Warning				
Operational Coordination				
Forensics and Attribution Intelligence and Information Sharing Interdiction and Disruption Screening, Search, and Detection	Access Control and Identity Verification Cybersecurity Intelligence and Information Sharing Interdiction and Disruption Physical Protective Measures Risk Management for Protection Programs and Activities Screening, Search, and Detection Supply Chain Integrity and Security	Community Resilience Long-term Vulnerability Reduction Risk and Disaster Resilience Assessment Threats and Hazard Identification	Critical Transportation Environmental Response / Health and Safety Fatality Management Services Fire Management & Suppression Infrastructure Systems Mass care Services Mass Search and Rescue Operations On-scene Security, Protection, & Law Enforcement Operational Communications Public and Private Services and Resources Public Health and Medical Services Situational Assessment	Economic Recovery Health and Social Services Housing Infrastructure Systems Natural and Cultural Resources

III. Concept of Operations

A. Emergency Management System

Emergency Management in Oakland County is a continuous process that includes preparedness activities, planned response operations, and incident management activities.

The overall responsibility for activating or deactivating the county EOP, activating the county EOC and resources, and directing emergency response and recovery is the Oakland County Executive, the chief elected official (CEO) for the county. The system is engaged and activated by the Oakland County Homeland Security Division Manager based upon threat conditions or an incident has occurred that is worsening or clearly overwhelming a local jurisdiction under the county emergency management program.

Local cities, villages and townships under the county emergency management program with a population of 10,000 or more shall have a support plan to the county EOP and designate an official as the emergency management coordinator / liaison for that jurisdiction. Many communities with a population of 25,000 or more have developed fairly comprehensive EOPs or Emergency Action Guidelines and have local jurisdictional EOCs.

A municipality is likely to enact local ordinances that direct authority, roles and responsibilities for emergency management and public safety within that community, and may establish a fund or amount authorized for disaster response contingencies.

Many local community response organizations (fire, rescue, police, and others) participate in Mutual Aid Agreements (MAA) and multiple jurisdictional special operations teams (HAZMAT, Search and Rescue, SWAT and Mobile Field Force) with shared resources.

The county executive may declare that a State of Emergency exists for Oakland County if there is wide-spread impact or on behalf of a single local municipality upon official request by the CEO (Mayor, Township Supervisor, or Village President) if that jurisdiction has exhausted resources and capability to respond effectively has been overwhelmed.

Some incidents of significance will automatically trigger activation of part of the county EOP and at least partially activate the county EOC to include a public health emergency or terrorist attack, to conduct initial damage assessment, or to coordinate protective actions such as a large-scale evacuation. In Michigan, only the Governor may order (compel) the evacuation of a community or area.

Others having authority (such as fire chief or his / her command designee to protect public safety under Public 207 or a public health officer to prevent the spread of disease under Public Act 368) may recommend, determine or direct certain protective actions.

The emergency management authority, request for assistance and declaration of a State of Emergency / Disaster process in Michigan is established within Public Act 390 of 1976, as amended.

Emergency Management System

Michigan Emergency / Disaster Declaration Process

LEVEL	MAJOR ACTIONS
INCIDENT OCCURS	• Initial incident intelligence collected / evaluated / reported by first responders. • Incident Command established in accordance with situational circumstances. • Initial life safety and property protection measures taken. • Key officials notified.
LOCAL EMERGENCY MANAGEMENT PROGRAM JURISDICTION; AFFECTED MSP POST	• Jurisdiction and affected MSP Post submit initial incident information and updates as necessary. • Jurisdiction collects / compiles assessment data per local procedures; field inspection teams collect data; local response agencies provide data through EOC. • Jurisdiction may activate local EOC to monitor situation and coordinate response. • Jurisdiction may declare local "state of emergency" and request state and federal assistance. • Local PIO issues media releases and public advisories per local procedures. • Jurisdiction submits detailed DA information within 72 hours of incident; updates initial incident information as necessary.
MSP/EMHSD	• SEOC may be activated to monitor situation and coordinate response. • MSP/EMHSD District Coordinator assists jurisdiction in assessing and analyzing situation; determines scope and magnitude of event; determines supplemental resource needs. • MRIAT may be activated to provide supplemental assessment assistance. • SEOC Planning Section compiles and analyzes incoming assessment data. • PIOs issue media releases and public advisories per MEMP; JIC may be activated. • Governmental agencies and private relief organizations are alerted to standby status; may provide immediate support to address threats to public health, safety and welfare.
GOVERNOR	• May declare "state of emergency" or "state of disaster" under 1976 PA 390, as amended; state assistance rendered to supplement local efforts. • May activate MEMAC / EMAC if appropriate. • May request federal disaster relief assistance, if warranted, through FEMA Region V in Chicago, Illinois.
FEMA	• May provide direct response assistance under National Response Framework (NRF) to save lives, prevent injuries, protect property and the environment. • Conducts PDA; state and local personnel assist in PDA process. • FEMA Region V reviews and analyzes Governor's request; FEMA Headquarters (Washington, DC) makes recommendation to President.
PRESIDENT	**Issues Declaration:** • Federal disaster assistance programs are activated. **OR** **Denies Declaration:** • Limited federal assistance may still be available. • Governor may provide assistance through State Disaster Contingency Fund under 1976 PA 390, as amended, if sufficient state resources (financial and/or materiel) are available.

DA	Damage Assessment	**SEOC**	State Emergency Operations Center
EMAC	Emergency Management Assistance Compact	**PDA**	Preliminary Damage Assessment
MICIMS	Michigan Critical Incident Management System	**PIO**	Public Information Officer
MEMP	Michigan Emergency Management Plan	**JIC**	Joint Information Center
MRIAT	Michigan Rapid Impact Assessment Team		

Michigan Department of State Police
Emergency Management and Homeland Security Division

Overview of Disaster Declarations and Assistance

Local Declaration

- Immediately following an emergency situation, local jurisdictions are charged with conducting damage assessments and providing the Michigan State Police, Emergency Management and Homeland Security Division (MSP/EMHSD) with notification of the nature and extent of damage and response costs within the affected areas.
- A local jurisdiction may declare a "state of emergency" exists when they have sustained widespread or severe damage, injury, or loss of life or property.

Governor's Declaration

- Local jurisdictions may submit a request for a state of emergency or disaster under Public Act 390, as amended, when the situation is beyond the capability and control of local government affecting public health and safety.
- The MSP/EMHSD reviews requests for state assistance taking into local damage assessment data, and then provides recommendations to the Governor's Office.
- The Governor can declare a state of emergency or disaster to provide a local jurisdiction with state assistance in the form of personnel, supplies, equipment, materials, or monetary support. A state of disaster or emergency declaration is designed to provide, in accordance with the Michigan Emergency Management Plan, state assistance to support local response efforts in addressing threats to public health and safety.

Disaster and Emergency Contingency Fund (Section 19 of Public Act 390, as amended)

- Under extraordinary circumstances and upon the declaration of a state disaster or emergency, the Governor may authorize the expenditure from the disaster contingency fund under Section 30.419 (Section 19) to provide one-time funding to a county or municipality when federal assistance is not available.
- Section 30.419 (Section 19) provides reimbursement for public damage and direct loss from the disaster or emergency and cannot be applied to private damage incurred by home or business owners.
- Assistance under Disaster and Emergency Contingency Fund may include up to $100,000 or 10 percent of the total annual operating budget for the preceding fiscal year of the county or municipality.
- However, this is only done "if the demands placed upon the funds of a county or municipality in coping with a particular disaster or emergency are unreasonably great" and that there is a demonstrated exhaustion of local effort.

Federal Declaration

- In the event state and local government resources are unable to cope with the situation, the Governor may request federal assistance through the regional office of the Federal Emergency Management Agency (FEMA).
- FEMA disaster assistance typically falls into three categories, including Public Assistance, Individual Assistance, and Hazard Mitigation Assistance. FEMA assesses a number of factors to determine federal assistance based on the severity, magnitude, and impact of a disaster event.
- One of the criteria used for receiving federal Public Assistance (aid to government, tribal, and certain non-profits), is the statewide and countywide per capita impact indicator to evaluate the impact of the disaster at the state level and county level. To determine the threshold, the per capita amount (see below) is multiplied by the respective population (state or county) based on the 2010 Census. The statewide threshold must be met in order to receive federal Public Assistance, and each jurisdiction must meet their respective countywide threshold. As of October 1, 2013, Michigan's statewide per capita impact indicator is $1.39 and the countywide per capita impact indicator is $3.50.

August 2014

Michigan Department of State Police
Emergency Management and Homeland Security Division

Disaster Declaration Process

Step One	Disasters are first and foremost local events. Most disasters are handled by local government with minimal or no state assistance. At the onset of a disaster or emergency, local emergency responders, joined by volunteers and the private sector are the first to be involved.
Step Two	A local jurisdiction may declare a "state of emergency" exists when they have sustained widespread or severe damage, injury or loss of life or property. A local declaration ensures the response and recovery aspects of the emergency operations plan have been activated, and local resources are being utilized to the fullest extent possible.
Step Three	If recovery efforts are beyond the ability of local government, the community may turn to the state to request assistance. All requests for assistance are channeled through the Michigan State Police, Emergency Management and Homeland Security Division (MSP/EMHSD).
Step Four	The MSP/EMHSD reviews requests for state disaster assistance and makes recommendations to the Governor's Office. The Governor's authority, granted by Public Act 390 of 1976, as amended, may include mobilizing state government agencies to provide necessary support and assistance to local authorities.
Step Five	If the resources of state and local government are unable to cope with the emergency or disaster, the Governor may request assistance through the U.S. Department of Homeland Security (DHS), Federal Emergency Management Agency (FEMA), Region V Office.
Step Six	At the request of the Governor, FEMA may conduct a Preliminary Damage Assessment (PDA), in cooperation with state and local emergency management officials. The results of the PDA will be reviewed by state officials and the Governor's Office and used as a basis for determining whether to request federal financial assistance.
Step Seven	Should the state request federal disaster assistance, FEMA will review the request and make a recommendation to the President, who will make the final determination on any disaster aid to be provided to the state. It is important to remember the goal of disaster assistance is not to make individuals, businesses, or government entities whole again, but to restore the community to a level that meets expected health and safety considerations. *Note: In most cases, there is a 25 percent cost share.

Format for Requesting a Governor's Emergency or Disaster Declaration and State Assistance

To: Governor, State of Michigan

On (insert date), pursuant to Section 10 of 1976 PA 390, as amended, I declared that a "state of emergency" exists in (insert name of political jurisdiction) due to (describe the type of incident – e.g., tornado, flood, ice storm, etc.) which caused widespread and severe damage, injury or loss of life and property. The response and recovery elements of the (insert name of political jurisdiction) Emergency Operations Plan have been activated, and local resources are being utilized to the fullest possible extent. Despite these efforts, local resources are not sufficient to cope with the situation.

Therefore, in accordance with Section 12 of 1976 PA 390, as amended, I deem this incident to be beyond the control of this political subdivision and I respectfully request, for and on behalf of the citizens of this political subdivision, that you declare that a "state of disaster" or "state of emergency" exists therein and that consideration be given, if conditions warrant, to petitioning the President of the United States for assistance provided by Public Law 93-288, as amended. In support of this request, we will submit specific damage assessment information through official channels and in accordance with the guidance provided by the Emergency Management and Homeland Security Division of the Michigan State Police (MSP/EMHSD) within three to seven (3-7) days of this incident, unless circumstances dictate an earlier submittal as requested by the MSP/EMHSD. Furthermore, I understand that this request **will not** be acted upon without sufficient damage assessment information to substantiate the need for assistance, and I acknowledge that it is the responsibility of (insert name of political jurisdiction) to provide that information in the manner prescribed by the MSP/EMHSD.

Specifically, I request the following state assistance to supplement local response and recovery efforts: (Describe the assistance needed to cope with the situation – e.g., state law enforcement officers to staff eight access control points; five dump trucks and front-end loaders plus operators for debris removal; 50 traffic barricades for traffic control; state law enforcement officers to provide 24-hour security for eight severely damaged schools; forestry crews to assist with hazard tree removal; engineers to assess damaged roads, bridges, and drains; etc.).

Accordingly, be advised that (insert name/title of local official – usually the Emergency Manager) will provide liaison and coordination with state and federal authorities for assistance related to this incident, and in accordance with Section 14 of 1976 PA 390, as amended, he/she is directed to transmit this request to the MSP/EMHSD.

Authorized by: (insert name/title of chief executive)

Submittal Instructions

Cities, Villages, and Townships under the County EM program shall coordinate a local declaration and request for assistance through the Oakland County EOC (county executive via homeland security division manager). This process is further described in EOP ESF #5 and the damage assessment support annex.

1. This request must be promptly forwarded (**via the MI CIMS as an attachment to the EM Program Status board, or by e-mail, facsimile, or LEIN as a backup only if the MI CIMS is inoperable or not accessible / available)** to the Commanding Officer of the Emergency Management and Homeland Security Division, Michigan State Police (e-mail address: emdseoc@michigan.gov; facsimile #: 517/333-4987; LEIN code: ELES), and the appropriate MSP/EMHSD District Coordinator, in the same manner as the local "state of emergency" declaration.
2. If the MI CIMS is inoperable or not accessible / available and using e-mail, facsimile, or LEIN will delay the information, the telephone should be used. If telephone service is not available, radio may be used. MI CIMS or hardcopy confirmation must be forwarded as soon as possible.
3. This request **will not** be acted upon without sufficient information to substantiate the need for assistance.
4. In accordance with Section 12 of 1976 PA 390, as amended, the chief executive official of a county or municipality may initiate or authorize this request for their political subdivision.
5. A copy of this request should be kept on file with the local Clerk (County Clerk for counties; City or Township Clerk for municipal emergency management programs). A copy will also be available within the MI CIMS, as a back-up.

B. Local Emergency Response Plans in Support of County EOP

Local municipalities are responsible for developing and maintaining a Support Plan to the county EOP and providing a copy of that plan to Oakland County Homeland Security Division. The plan should include a current signature of the jurisdiction CEO or agency administrator and identify a lead or primary agency for each emergency function. The agency assigned to a function shall maintain standard operating procedures / guidelines or protocols.

At a minimum the local EOP support plan should address the following functions:

- Direction and Control to include Incident Command System (ICS)
- Finance, Logistics, and Administration
- Warning and Communications
- Damage Assessment
- Fire-Rescue
- Law Enforcement
- Health and Emergency Medical Services
- Public Works to include Debris Management
- Public Information
- Human Services (Mass Care to include establishing shelters, cooling centers, warming centers), coordinating family reunification and assisting children in disasters, coordinating volunteer reception centers, and functional needs support services) and Evacuation / Protective Actions coordination and support.
- Hazardous Materials
- WMD / CBRNE (Terrorism)
- Volunteer Coordination (such as CERT, auxiliary forces)

Additional documents or appendices to an EOP support plan should include a resources list, emergency contact lists, and a copy of applicable mutual aid agreements (MAA) or memorandums of understanding (MOU). Local communities shall adopt the National Incident Management System (NIMS) and also adopt the Hazard Mitigation Plan (HMP).

Local response agencies and organizations and special operations teams that receive grant funding support are expected to participate in planned drills and exercises, and provide representatives to the local planning team known as the Grant Allocation Committee (GAC).

The following guidance publications are available from the Michigan State Police (MSP) / Emergency Management and Homeland Security Division (EMHSD):

- EMHSD / MSP Pub 204 Local Support Plan Guide
- EMHSD / MSP Pub 201 Local Emergency Planning Workbook

IV. Direction, Control and Coordination

A. National Incident Management System (NIMS)

All Oakland County and local response organizations to include the Oakland County Sheriff's Office (OCSO), Incident Management Team (IMT), and Hazardous Materials Response Teams (HMRT) shall utilize the National Incident Management System (NIMS). Oakland County and local municipalities have adopted NIMS. Copies of the resolutions are maintained in files at the Oakland County Homeland Security Division (OCHSD).

Oakland County has been proactive and continues to implement NIMS. County and local first responders, EOC personnel, and disaster relief forces are trained to an appropriate level of NIMS and the Incident Command System (ICS). NIMS and ICS are an objective in all drills and exercises.

NIMS is a comprehensive, nationwide, systematic approach to incident management, including the Incident Command System, Multi-Agency Coordination Systems, and Public Information. It is:

- Essential principles for a common operating picture and communications interoperability.
- Improves accountability, span of control, unity of command, and ability to manage by objectives.
- Promotes a standardized and unified approach and is scalable so it may be used for all incidents (from day-to-day to large-scale).

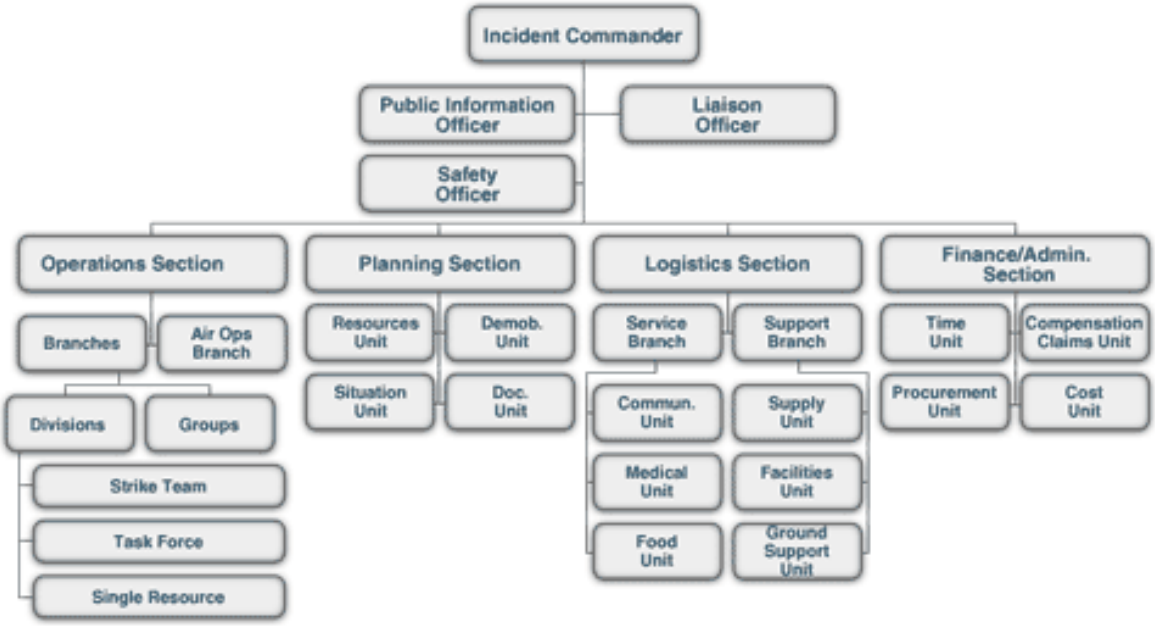
NIMS and ICS are a part of the concept of operations for each Emergency Support Function (ESF) Annex and Hazard-Specific Incident Annex (IA) of the comprehensive EOP. ICS / Unified Command, to include the development of an Incident Action Plan (IAP), shall be used for all disaster situations, hazardous materials incidents, and terrorist attacks.

Area Command (AC) may be used when there are multiple ICs or jurisdictions involved in responding to the same incident, there are complexities, or the incident is wide-spread or has no "ground zero" such as a public health emergency. AC may be co-located with the EOC or maintained separate closer to the scene.

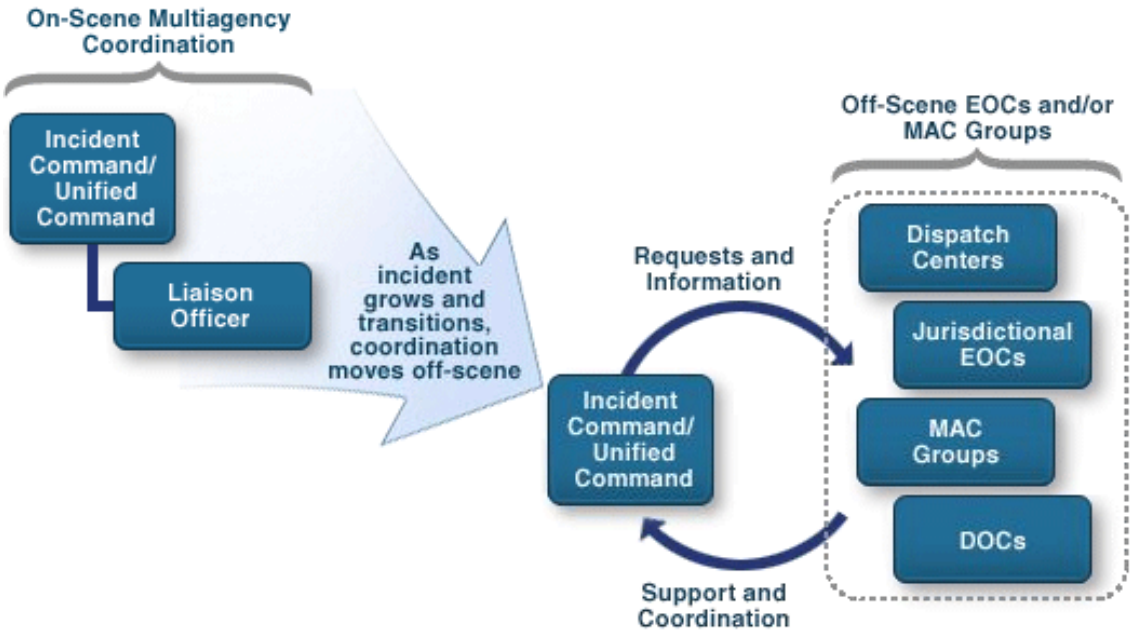
Basic ICS structure includes the command staff which is the Incident Commander (IC), Public Information Officer (PIO), Liaison Officer and Safety Officer (as well as Assistants). The general staff positions are within the Finance / Administration Section, Logistics Section, Operations Section, and Planning Section.

An Information and Intelligence Section, Unit, or Officer may be added to the ICS organization.

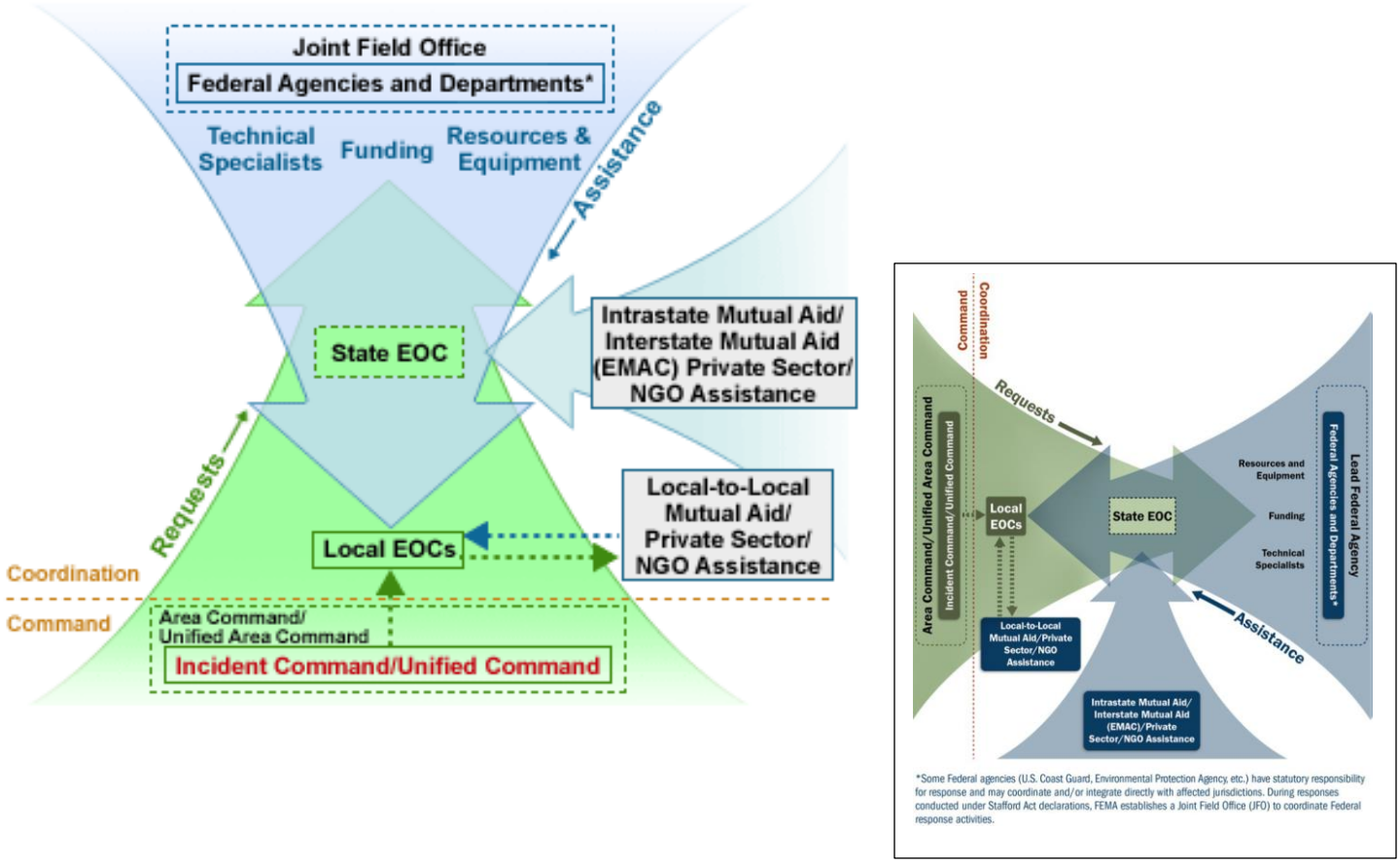
Basic ICS Structure



NIMS Multi-Agency Coordination System



Flow of Requests and Assistance – Large-Scale Incidents



Some Federal agencies (U.S. Coast Guard, U.S. Environmental Protection Agency, and the FBI) have statutory responsibility for response and may coordinate and / or integrate directly with affected jurisdictions.

ICS Facilities

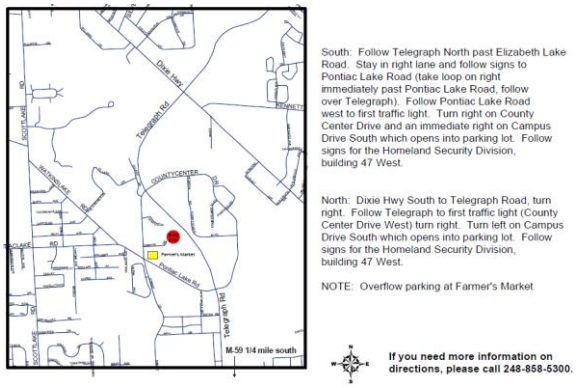
- Incident Command Post (ICP)
- Staging Areas
- Base
- Camp
- Heli-spot or Heli-base (Air Operations)

Both the EOC and the ICP shall require security and controlled access during activation.

B. Emergency Operations Center (EOC)

The primary **Oakland County Emergency Operations Center (EOC)** is within the Oakland County government campus and adjacent to the OCSO communications center located at:

1200 N. Telegraph Rd, Building 47 West
Pontiac, MI 48341



The alternate EOC is within the City of Troy Police Department and adjacent to the Troy communications center located at:

500 W. Big Beaver Rd
Troy, MI 48084

The county EOC is coordinated by the OCHSD Manager, at the direction of the Oakland County Executive and the Director, Oakland County Department of Health and Human Services.

Oakland County Homeland Security has a duty officer or person on-call 24/7. The primary phone number for the county EOC is: **248-858-5300**

A secondary point of contact after-hours for OCHSD is via Oakland County Facilities Management / Building Safety Dispatch at 248-858-0931.

The county EOC is the primary activation point for the county-wide outdoor warning siren system (utilized for tornadoes and severe thunderstorms with damaging winds in excess of 70 mph). The county EOC participates in EMNet for access to the **Emergency Alert System (EAS)**. Oakland County is also a part of the FEMA **Integrated Public Alert & Warning System (IPAWS)** program.

The State Emergency Operations Center (SEOC), located in Lansing, is managed by the Michigan State Police / Emergency Management and Homeland Security Division (MSP / EMHSD). The Michigan National Guard is deployed by order of the Governor. A local request for those assets must be through the county EOC.

Michigan Critical Incident Management System (MI—CIMS)

Oakland County actively participates in **MI-CIMS (WebEOC)**. MI-CIMS is a tool utilized by State and local emergency management officials and critical infrastructure / key resource (CIKR) partners to provide situation reports, file damage and impact assessment reports, seek resources, and exchange information concerning the event.

Oakland County EOC Activation Levels
LEVEL 1 – FULL ACTIVATION
LEVEL 2 – PARTIAL ACTIVATION
LEVEL 3 – MONITORING
LEVEL 4 – NORMAL (NOT ACTIVATED)

EOC Activation Status Levels

4 – **Normal (Not Activated):** Day-to-day operations and normal staffing by OCHSD.

3 – **Monitoring:** OCHSD person on-call 24/7; wide-area or non-specific threat conditions; or a local emergency situation in-progress with potential need for assistance.

2 – **Partial:** Limited activation as directed by OCHSD Manager; ESF or discipline representatives or technical specialists *as needed for the situation*. MSP / EMHSD District 2N Coordinator is notified. Status is entered in MI-CIMS.

1 – **Full:** As directed by the County Executive; recommended by OCHSD Manager or OCHD Health Officer; or as requested by local CVT officials during a State of Emergency / Disaster declaration. Coordination with the MSP / EMHSD District 2N Coordinator and State EOC. Status and updates are entered in MI-CIMS.

NIMS Center Management System (CMS) / Multi-Agency Coordination System (MACS) Structure

The Oakland County EOC utilizes a hybrid **Emergency Support Function (ESF)** and integration with traditional **Incident Command System (ICS)** structure. When partially or fully activated the county EOC may serve as a Multi-Agency Coordination Center (MACC) or entity that works closely with the following entities:

- Joint Field Office (JFO) – Federal ESF 5
- State Emergency Operations Center (SEOC) – State ESF 5
- Joint Information Center (JIC) – ESF 15 (if established by EOC or ICP)
- Joint Operations Center (JOC) – FBI ESF 13
- Oakland County Public Health Operations Center (PHOC) – ESF 8
- Regional Medical Coordination Center (RMCC) & Local Hospital EOCs – ESF 8
- Local Jurisdictional EOCs or Department Operation Centers (DOC)
- Local Incident Command Post (ICP) or Area Command (AC)
- Local Dispatch Centers

There is a clear interface between the role of local on-scene response operations (strategies and tactics) and local EOC coordination and support (multi-agency coordination, tiered response, and policy administration).

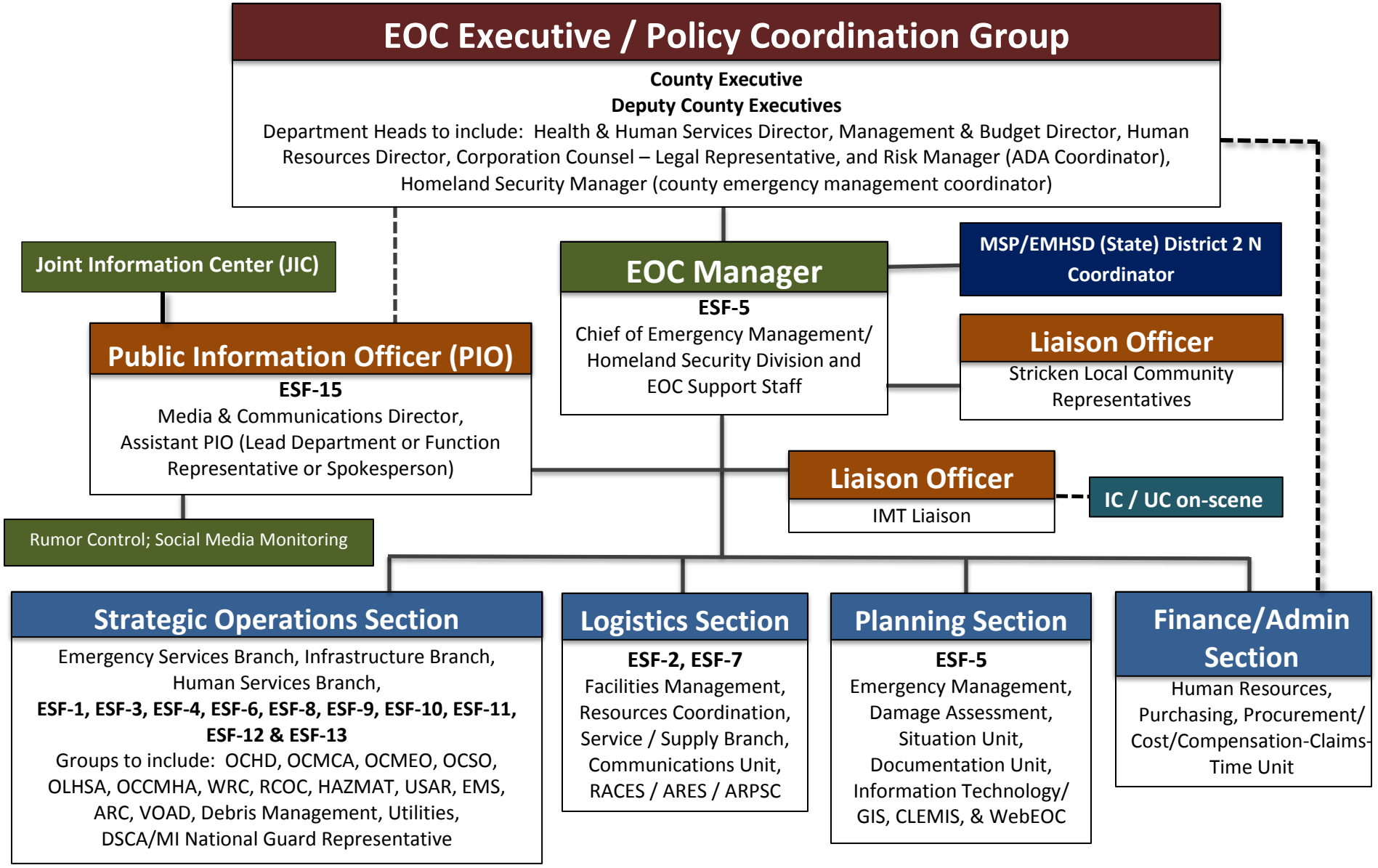
The county EOC has an Executive / Policy Coordination Group, always designates an EOC Manager, has a Public Information Officer (PIO) that may participate in or coordinates a Joint Information Center (JIC), and maintains liaison with the Incident Management Team (IMT) or the local community stricken by the disaster.

Emergency Support Functions (ESF)

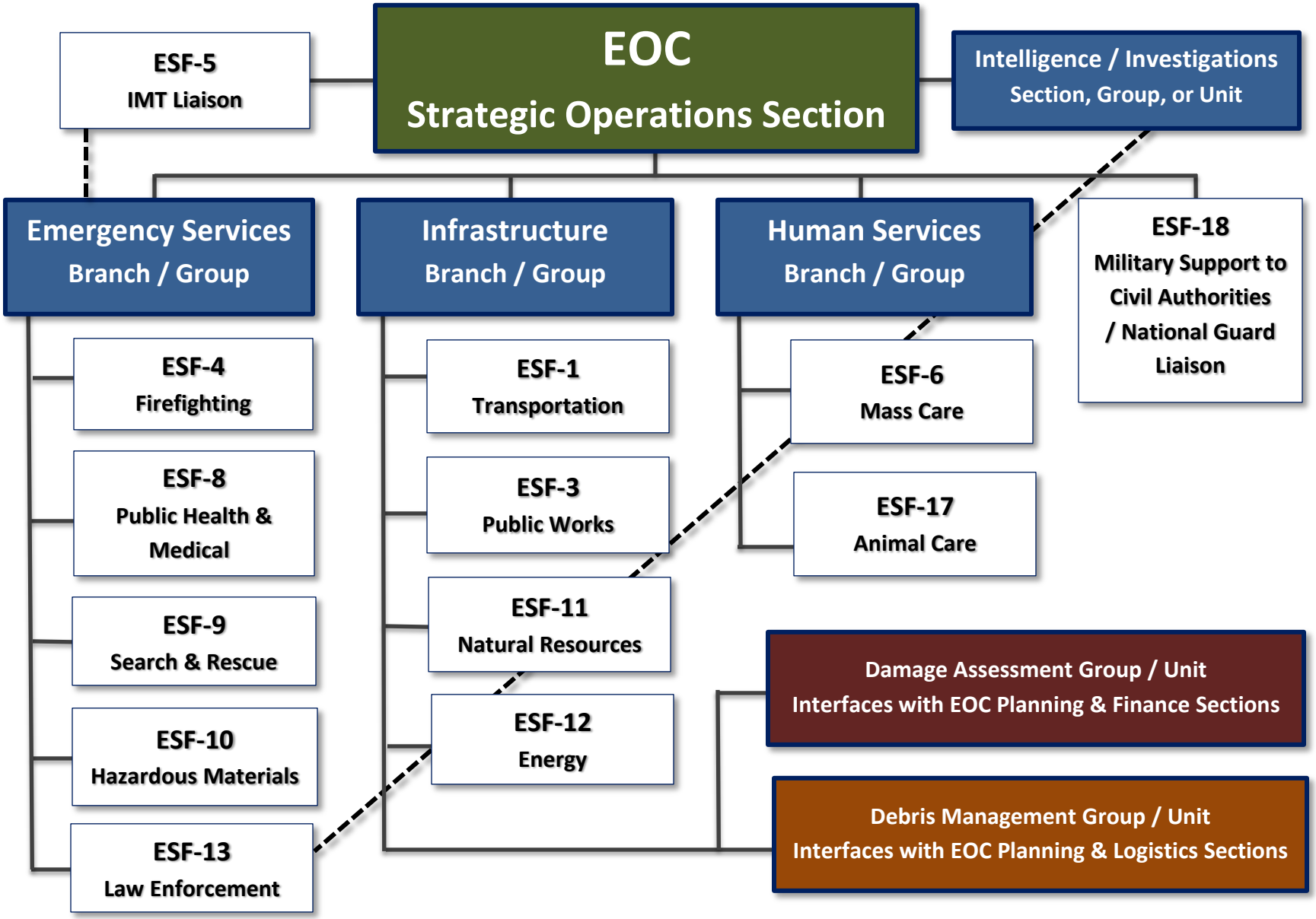
ESF 1	**Transportation / Transportation Infrastructure**
ESF 2	**Communications / Supporting Technologies**
ESF 3	**Public Works and Engineering**
ESF 4	**Firefighting**
ESF 5	**Emergency Management / Information & Planning**
ESF 6	**Mass Care, Shelter and Human Services**
ESF 7	**Logistics and Resources Support**
ESF 8	**Public Health and Medical**
ESF 9	**Search and Rescue**
ESF 10	**Hazardous Materials**
ESF 11	**Agriculture and Natural Resources**
ESF 12	**Energy and Energy Infrastructure**
ESF 13	**Public Safety and Security / Law Enforcement**
ESF 14	**Recovery** Transitioning to Recovery Support Function (RSF)
ESF 15	**External Affairs and Public Information**
ESF 16	Not assigned; available
ESF 17	**Animal Care**
ESF 18	**Military / Defense Support to Civil Authorities**

Each ESF has a detailed annex within Section II of the comprehensive EOP. Each ESF designates a lead or coordinating agency, primary agencies, and supporting agencies.

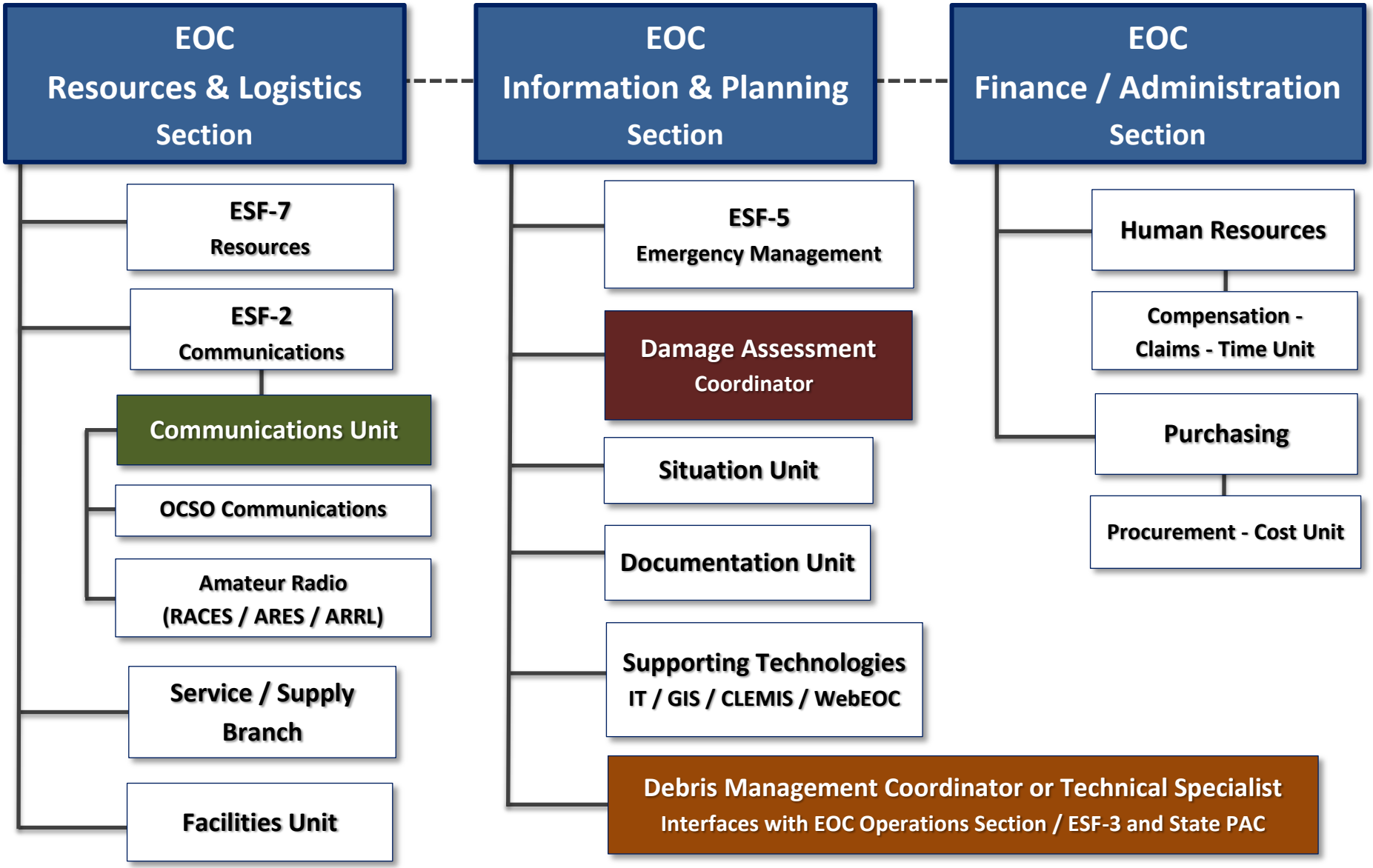
Oakland County Emergency Operations Center (EOC) – NIMS (MACS & CMS) Organization Structure



Oakland County Emergency Operations Center (EOC) – MACC / CMS Operations Section



Oakland County Emergency Operations Center (EOC) – MACC / CMS Coordination and Support



There is an **EOC Standard Operating Procedure (SOP)** that supports ESF 5 (Emergency Management). There are procedures and systems in place for notifying / activating key personnel when activating the EOC. There are procedures for deactivating the EOC.

During an EOC activation there may be times that are limited staffing and / or establishment of a virtual EOC concept with some personnel working from their offices or departmental operations center (DOC).

Each ESF annex describes priorities and mission tasking. Each agency involved in the response to a disaster shall track resources allocated and associated costs and provide detailed documentation within an allotted time period after demobilization.

Each ESF has a manual or job aid book in the EOC that contains contact lists, reference materials, and applicable incident specific playbooks. Many EOC ESF positions have job action sheets or guides.

Joint Information Center (JIC)

A Joint Information Center (JIC) as part of the joint information system may be important during any major emergency or disaster situation. The JIC and PIO are part of NIMS / ICS.

A JIC may be established near the scene of the incident and where PIOs from the agency having jurisdiction or incident management team gather to handle media inquiries, press releases, and press conferences or briefings. At times (county-wide disaster or public health emergency) the JIC shall be established within the county EOC or at the county government campus.

The EOC PIO (point of contact) is the Oakland County Media and Communications Officer under ESF 15.

ADA Coordinator

The Oakland County government Americans with Disabilities Act (ADA) Coordinator (point of contact) is the Oakland County Risk Manager who is part of the EOC Executive / Policy Coordination Group.

C. Line of Succession

Each agency with an EOP primary or coordinating function shall have a line of succession (normally three to four persons or by position) that includes day-to-day as well as emergency information. These are maintained within the EOC Fan-Out List.

All county departments and elected officials offices have a line of succession and a list of emergency point of contacts within their Business Continuity of Operations and Recovery Plan (BCORP).

V. Organization and Assignment of Responsibilities

Common Priorities

1. **Life Safety**

   Protect lives and prevent injuries or illness. Provide for the health, safety, and welfare of employees, responders, and the public.

2. **Incident Stabilization**

   Implement prevention, preparedness, mitigation, and response policies, strategies and tactics that keep the situation from worsening or lessen the impact on the community.

3. **Property / Environment Conservation**

4. **Recovery**

   Restore and return to normal if possible.

Specific Considerations for Emergency Management / Incident Management

- Continuity of Operations (COOP)
- Continuity of Government (COG)
- Mobilizing and utilizing essential staff and maintaining critical systems
- Critical Infrastructure & Key Resources (CIKR) protection
- Emergency Public Warning / Risk Communication
- Protective Measures
- Public information and media relations
- National Incident Management System (NIMS) / ICS Unified Command
- Management by objectives; Tiered and layered response
- Damage & impact assessment
- Liaison with county departments / offices / elected officials
- Liaison with local cities, villages & townships
- Liaison with State and federal officials
- Liaison with private sector and non-government organization (NGO) partners
- Recognize when local resources, systems, and capabilities are overwhelmed
- Maintain a common operating picture
- Information sharing
- Participate in periodic briefings and planning P meetings
- Participate in training (credentialing) and exercises

Coordinating, Primary or Lead Agencies, and Key Supporting Agencies

ESF 1 (Transportation; Transportation Infrastructure)

Road Commission for Oakland County
Oakland County Airports
Oakland Schools & Local School Districts
Oakland County Parks
Michigan Department of Transportation (MDOT)
SMART
AMTRAK, CN & CSX
Private Sector Charter Bus, School Bus, and other transportation services

ESF 2 (Communications; Supporting Technologies)

Oakland County Information Technology (CLEMIS, Radio, GIS)
Oakland County Sheriff's Office
Oakland County Homeland Security
Oakland County Building Safety Dispatch
Oakland County Amateur Radio Public Service Corps
Local Public Safety Answering Points
NOAA National Weather Service (NWS)
Michigan Association of Broadcasters (MAB)
Oakland County Outdoor Warning Siren System, EAS & IPAWS

ESF 3 (Public Works)

Road Commission for Oakland County
Oakland County Water Resources Commissioner
Local Public Works
MDOT & MDEQ

ESF 4 (Firefighting)

Local Fire & Rescue Agencies
Oakland County International Airport – Aircraft Rescue Fire Fighting (ARFF)
MABAS Divisions 3201 & 3202

ESF 5 (Emergency Management; Information & Planning)

Oakland County Homeland Security Division
Michigan State Police Emergency Management & Homeland Security Division
Oakland County Executive & Local Public Officials
Local Emergency Management Coordinators / Liaisons
Federal Emergency Management Agency (FEMA)

ESF 6 (Mass Care & Human Services)

Oakland County Homeland Security Division
Oakland County Department of Health & Human Services
Oakland Livingston Human Service Agency (OLHSA)
Oakland Community Health Network (formerly Oakland County Community Mental Health Authority)
Oakland County Crisis Response Organization (OCCRO)
American Red Cross
The Salvation Army

ESF 7 (Logistics & Resource Support)

Oakland County Homeland Security Division
Oakland County Purchasing Unit

ESF 8 (Public Health & Medical Services to include EMS & Fatality Management)

Oakland County Health Division
Oakland County Medical Control Authority
Oakland County Medical Examiner
Local Hospitals & Healthcare Facilities
Local EMS Providers
Regional 2 North Healthcare Coalitions
Michigan Department of Health & Human Services (formerly MDCH)

ESF 9 (Search and Rescue)

Oakland County Technical Rescue
Michigan Region II Urban Search and Rescue Task Force (MI-TF1)
Local Fire & Rescue Agencies
MABAS 3201 & 3202

ESF 10 (Hazardous Materials)

Oakland County HAZMAT Response Teams
Michigan Regional Response Team Network
Local Fire & Rescue Agencies
MABAS 3201 & 3202
EPA
MDEQ
CN & CSX Railroad
Private Sector Environmental Response / Clean-Up Companies

ESF 11 (Agriculture & Natural Resources)

Oakland County Water Resources Commissioner
Oakland County Health Division
MSU Extension – Oakland County
MDARD, MDNR & MDEQ
US Department of Agriculture (USDA)

ESF 12 (Energy)

Oakland County Facilities Management
DTE Energy
Consumers Energy
Local Public Works

ESF 13 (Public Safety & Security)

Oakland County Sheriff's Office
Local Law Enforcement Agencies
MSP
FBI
DHS
Private Sector Security Forces (College, Mall, Hospital, contract and others)

ESF 14 has transitioned to an RSF (Recovery)

Oakland County Homeland Security Division
Oakland County Executive, State of Michigan Governor & Local Public Officials
Oakland County Economic Development 7 Community Affairs
Michigan State Police Emergency Management & Homeland Security Division
Michigan Department of Health & Human Services (formerly DHS)
MDHHS Community Service Commission
NGOs (Non-Government Organizations & VOADs (Volunteer Organizations Active in Disaster)

ESF 15 (External Affairs / Public Information)

Oakland County Media & Communications
Oakland County Homeland Security Division
Oakland County Health Division
Oakland County Sheriff's Office

ESF 17 (Animal Care)

Oakland County Public Services Department – Animal Control
Michigan Humane Society
MI-SART (Michigan State Animal Response Team)

ESF 18 (Military / Defense Support to Civil Authorities)

Oakland County Homeland Security via the EOC (emergency management system)
MSP Emergency Management & Homeland Security Division via SEOC (emergency management system)
State of Michigan Governor
Michigan National Guard
51st WMD Civil Support Team (CST)
DOD

All ESF Annexes list the coordinating, primary and supporting agencies. All Support Annexes and Incident Annexes list the coordinating or lead agencies and cooperating agencies. These annexes provide further detail as to concept of operations, incident management, and individual organizational roles and responsibilities during an emergency or disaster situation.

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Emergency Support Function (ESF) Assignment Matrix																		
Disaster Function	**ESF- 1**	**ESF- 2**	**ESF- 3**	**ESF- 4**	**ESF- 5**	**ESF- 6**	**ESF- 7**	**ESF- 8**	**ESF- 9**	**ESF-10**	**ESF-11**	**ESF-12**	**ESF-13**	**ESF-14**	**ESF-15**	**ESF-16**	**ESF-17**	**ESF-18**
Americans with Disabilities Act (ADA)	S	S	S	S	P	S	S	S	S	S	S	S	S	S	S		S	S
Animal Welfare/Response						S	S				S				S		P	
Auxiliary Power/Restoration			P		S		S					P			S			S
CBRNE (Terrorism)	S	S	S	P	S	S	S	P	S	P	S	S	P	S	S		S	S
Communications		P			S		S											
Continuity of Government (COG)					P		S											
Continuity of Operations (COOP)	S	S	S	S	P	S	S	S	S	S	S	S	S	S	S		S	S
Civil Unrest			S		S								P					
Critical Incident Stress Management (CISM)					S	P	S	S						S				
Critical Infrastructure Protection	S	S	S		S						S	P	P	S				S
Damage Assessment	S	S	S		P	S	S											
Debris Management			P		S			S				S		S				S
Direction and Control					P		S	S										
Donations Management					S	P	S											
Emergency Medical Services (EMS)				S			S	P										
Emergency Operations Center (EOC)	S	S	S	S	P	S	S	S	S	S	S	S	S	S	S		S	S
Environmental Health			S				S	P		S	S							

P = PRIMARY S = SUPPORTING

Emergency Support Function (ESF) Assignment Matrix																		
Disaster Function	**ESF- 1**	**ESF- 2**	**ESF- 3**	**ESF- 4**	**ESF- 5**	**ESF- 6**	**ESF- 7**	**ESF- 8**	**ESF- 9**	**ESF-10**	**ESF-11**	**ESF-12**	**ESF-13**	**ESF-14**	**ESF-15**	**ESF-16**	**ESF-17**	**ESF-18**
Evacuation and Re-Entry	S	S	S	S	P	S	S						P		S			S
Firefighting			S	P					S	S		S	S					
Food Supply					S			P										
Geographical Information System (GIS)		P			S													
Health and Sanitation								P										
Heavy Rescue/Technical Rescue			S	S					P									S
Incident Management	S	S	S	P	P	S	S	S	S	S	S	S	P	S	S		S	S
Information Technology		P			S													
Joint Information Center (JIC)					S										P			
Law Enforcement													P					S
Logistics	S	S	S	S	S	S	P	S	S	S	S	S	S	S	S		S	S
Mass Care and Feeding					S	P		S										
Mass Casualty Incident (MCI)				S	S			P										
Mass Fatality Management/Mortuary Services					S	S		P					S					
Mental Health						P		S										
Military/Defense Civil Support	S	S	S	S	S		S	S	S				S					P
Mitigation	S	S	S		P			S	S		S	S		S				
Multi-Agency Coordination	S	S	S	S	P	S	S	S	S	S	S	S	S	S	S		S	S

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Emergency Support Function (ESF) Assignment Matrix																		
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Nuclear Crisis/Nuclear Power Plant Accident	S				P			P		S		P	S		S			S
Pandemic/Public Health Emergency					S	S	S	P						S	S			
Perimeter Security	S		S										P					
Prevention					S								P					
Protective Actions	S	S	S	S	P	S		S		S					S			S
Public Information					S			S							P			
Public Warning					P			S					S		S			
Readiness	S	S	S	S	P	S	S	S	S	S	S	S	S	S	S		S	S
Recovery	S	S	S	S	P	S	S	S	S	S	S	S	S	P	S		S	S
Resource Coordination	S	S	S	S	P	S	P	S	S	S	S	S	S	S	S		S	S
Shelter					S	P		S					S					
Snow Removal	S		P															
Strategic National Stockpile (SNS)					S			P							S			S
Telecommunications		P			S								S					
Temporary Housing					S		P							S				
Traffic Control	S		S										P					
Transportation Routes	P		S										S					
Urban Search and Rescue (USAR)			S	S			S		P									

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Urban Search and Rescue (USAR)			S	S			S		P									
Volunteer Coordination					S	P		S									S	
Waste Disposal			P					S			S							
Water Supply			S					S			P							
Web EOC		S			P													

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VI. Preparedness, Training, and Exercises

Oakland County is committed to proactive leadership and sound fiscal practices. The **Oakland County Homeland Security Division (OCHSD)** emergency management program is comprehensive and emphasizes a whole community inclusion approach to planning and preparedness efforts.

Readiness ▪ Vigilance ▪ Resilience

A. Community Disaster Preparedness and Public Education

Oakland County Homeland Security Division (OCHSD) Website

The OCHSD site or page is part of the county government website. The site provides the public, stakeholders, and partners with information concerning our prevention-protection, mitigation, response, and recovery mission. We focus on individual, family, business, and community preparedness for all-hazards as well as some specific hazards.

We provide access to viewable, printable or hardcopy ordered materials via our office as well as promote or link to several sources which provide materials in languages other than English as well as audio / video clips. These sources include:

- **Federal Emergency Management Agency (FEMA) / Ready.gov**
- **Do1Thing.com**

Contact for OCHSD: **248-858-5300 www.oakgov.com/homelandsecurity**

OCHSD maintains a supply of brochures, pamphlets, booklets, and materials from FEMA publications and as developed by our office. These are often supplied upon request to individuals, families, churches and faith-based organizations, non-profit organizations and advocacy agencies, schools, hospitals, civic groups, community and senior citizen centers, libraries, and local municipal government agencies. The materials we maintain and provide include:

- DHS / FEMA Are You Ready (to include large print, braille, and CD disc for audio-visual)
- Tornado and Severe Weather guidance
- Shelter-in-Place and Hazardous Materials guidance
- Disaster Supply Kits
- Emergency preparedness concerning People with Disabilities and Others with Access and Function Needs
- Emergency preparedness concerning Pets
- Children in Disaster and Activity Books

Emergency preparedness information and materials are also available via the following offices:

- Oakland County Health Division (OCHD) – Public Health Emergency Preparedness
- Oakland County Sheriff's Office
- Michigan State Police – Emergency Management & Homeland Security Division
- Michigan Prepares (MDHHS) (*also has an app for mobile devices)
- CDC Emergency Preparedness & Response
- American Red Cross (*also has a Tornado app for mobile devices)
- Ready.gov (*FEMA also has an app for mobile devices)

OCHSD Public Education and Community Outreach Campaigns

OCHSD maintains public and private partnerships and coordinates planning efforts with numerous local, regional, and non-government stakeholders. OCHSD also periodically supports special events or assists schools, businesses, healthcare facilities and other entities with reviewing site emergency plans, providing public speakers, with conducting site hazard vulnerability assessments, or participating in drills and exercises. Partners include:

- American Red Cross
- The Salvation Army
- Area Agency on Aging 1-B
- Oakland Community Health Network (formerly Community Mental Health Authority)
- Oakland Livingston Human Service Agency (OLHSA)
- Michigan Human Society
- Michigan / Region 2 Volunteer Organizations Active in Disaster (VOAD)
- United Way of Southeastern Michigan and 2-1-1
- Oakland Schools
- Long-Term Care Facilities in Oakland County
- Hospitals in Oakland County

SkyWarn Spotter Training and Annual Severe Weather Awareness Week (SWAW) Campaign

Each year in the late winter / early spring OCHSD coordinates two successful programs that reach thousands of local citizens.

- **Skywarn spotter training** via the National Weather Services (NWS) – OCHSD coordinates the hosting of 5-8 classes per year open to the public, hundreds of citizens, amateur radio operators, CERT volunteers, and local responders attend these classes offered at different locations in the county.

- **Severe Weather Awareness Week (SWAW)** is designated by the State of Michigan and is special proclamation by the Governor and the Oakland County Executive, normally recognized in April each year. OCHSD annually champions a major preparedness campaign and conducts a special test of the county-wide (275) outdoor sirens on a designated weekday corresponding with tests conducted by the National Weather Service (NWS) via NOAA all-hazards / weather alert radios. During the lead up to this test OCHSD provides over one-hundred thousand brochures to citizens via local schools, day care centers, libraries, churches, and community centers. Parents, caregivers, teachers, children, older persons, and people with access and functional needs are provided information concerning Tornado and Severe Thunderstorms Awareness, Family Safety, Shelter-in-Place, etc.

National Preparedness Month (NPM) Campaign

Each year since its inception OCHSD has been proactive in promoting **Are You Ready** and providing guidance materials concerning disaster preparedness during September – National Preparedness Month. Actually this is a year-around effort that has focused on pets, senior citizens, children, schools, and businesses. Topics include families and individuals developing and maintaining a plan to include a communications plan, an emergency supply kit, and preparing to stay in place or evacuate. Other topics have included supporting continuity of operations.

B. EOC and Emergency Management Staff Credentialing

OCHSD has full-time members that have completed required training and maintain competencies approved by the State (via MSP / EMHSD) to be recognized as **Professional Emergency Manager (PEM)**.

OCHSD currently has a full-time member that is recognized by FEMA as a Master Exercise Practitioner (MEP) and a Homeland Security Exercise and Evaluation Program (HSEEP) trainer. Several current full-time members are FEMA L449 trained Incident Command System (ICS) instructors as well.

The OCHSD Manager (designated county / local emergency management coordinator) and full-time members participate in at least three (3) exercises each year.

OCHSD provides or coordinates the delivery of awareness level, management level, and refresher or in-service training for staff members and others from the community each year. OCHSD participates in planning for training and exercises and projecting for multiple years. OCHSD promotes training and exercises with the Grant Allocation Committee (GAC) / Local Planning Team (LPT) and maintains active voting members of the Urban Area Security Initiative (UASI) Regional Training & Exercise Workgroup (formerly a committee).

OCHSD conducts or hosts training for members of staff, representatives from primary, assisting, and supporting agencies and organizations that may work within the EOC during an emergency declaration, and partners from local municipalities. There is a minimum level of training for some and other specific officials have additional requirements.

EOC & NIMS Training	
Courses Offered	**Delivered By**
EOC Orientation	OCHSD
ESF Specific Training	OCHSD
EOC-IMT-ICS Interface	OCHSD
IS-700.a NIMS Intro*	FEMA EMI On-Line or OCHSD Classroom
IS-800.b NRF Intro*	FEMA EMI On-Line or OCHSD Classroom
ICS-100 (IS-100.b)*	FEMA EMI On-Line or OCHSD Classroom
ICS-200 (IS-200.b)*	FEMA EMI On-Line or OCHSD Classroom
ICS-300*	OCHSD (FEMA curricula, approved by MSP/EMHSD) Classroom
ICS-400*	OCHSD (FEMA curricula, approved by MSP/EMHSD) Classroom
All-Hazards IMT / Position Specific	FEMA designed; hosted by OCHSD, region or State
IS-701.a NIMS Multi-Agency Coordination	FEMA EMI On-Line (currently under revise)
IS-702.a NIMS Public Information System	FEMA EMI On-Line
IS-703.a NIMS Resources Management	FEMA EMI On-Line
IS-775 EOC Management & Operations	FEMA EMI On-Line or classroom via FEMA
IS-559 Local Damage Assessment	FEMA EMI On-Line
Damage Assessment (Teams)	MSP/EMHSD via MI-Train On-Line
Damage Assessment (EOC)	MSP/EMHSD via MI-Train On-Line
MI-CIMS (WebEOC) User	OCHSD or MSP/EMHSD

*National Incident Management System (NIMS) implementation compliance: IS-700a and ICS-100 is required for all first responders, first receivers, and EOC personnel. IS-100.LEb, IS-100.HCb, and IS-100.PWb are equivalent courses for IS-100.b. IS-100.a is an older version of ICS-100 that is accepted for those that completed the course over 5 years ago. ICS-200 is recommended for all responders and EOC person and is required before attending intermediate and advanced level ICS courses. IS-200.b is the current on-line or classroom course. IS-200.a is an older version of the ICS-200 that is accepted for those that completed the course over 5 years ago.

*NIMS implementation compliance: ICS-300 is an 18-hour classroom delivered course that includes scenario-based activities. All command officers in the field and EOC management level personnel should attend this level. ICS-400 is a 14-hour classroom delivered course that includes scenario-based activities. Senior command and management level responders and EOC full-time personnel should attend this level.

C. Local Responders and Partners Training

OCHSD coordinates the hosting of other courses open to all local responders and partners throughout the year as part of continuous professional development and community preparedness. A focus is on subjects that are consistent with our multi-year training and exercise plan, the UASI regional training plan, or are to address potential core capabilities related weaknesses / areas for improvement as identified during exercises or actual events.

Training is often provided by DHS / FEMA at the Emergency Management Institute (EMI) in Emmitsburg, MD ("E" courses) or direct delivered (hosted) "L" courses. OCHSD has coordinated and participated in two (2) Integrated Emergency Management Courses:

- IEMC Community Specific at EMI Maryland in 2004
- IEMC: EOC-IMT Interface (hosted) In 2010
- Oakland County has been awarded and is planning to host another IEMC: Preparing Communities for Complex Coordinated Terrorist Attack for FY2018

OCHSD promotes local responders attending training at DHS / FEMA National Domestic Preparedness Consortium (NDPC) facilities via:

- Centers of Domestic Preparedness (CDP) – Anniston, Alabama
- CTOS Center for Radiological & Nuclear Training – DOE Nevada

Courses are often hosted by OCHSD / delivered direct by DHS / FEMA NDPC sponsored entities such as:

- National Emergency Response and Rescue Training Center (NERRTC) – TEEX
- National Disaster Preparedness Training Center (NDPTC) – UH
- National Center for Biomedical Research & Training (NCBRT) – LSU

OCHSD coordinates and provides ICS-300 and ICS-400 intermediate and advanced level NIMS training courses for local responders and partners.

D. Exercises

OCHSD plans, conducts, and participates in many scenario-based exercises each year. These exercises support the EOC and local communities. They often focus of special teams and partners. Our exercise program supports our all-hazard and whole community approach.

Exercises are planned and conducted in accordance with Homeland Security Exercise and Evaluation Program (HSEEP) guidelines. Exercises can be discussion-based or operations-based. All exercises are driven by objectives, mission areas, and core capabilities.

Types of Exercises

- Seminar or Workshop
- **Tabletop Exercise (TTX)**
- Game or Simulation
- **Drill**
- Functional Exercise (FE)
- **Full-Scale Exercise (FSE)**

An **After-Action Report (AAR) / Improvement Plan (IP)** are developed for all EOC or multi-agency / multi-discipline exercises, especially if grant supported or if the exercise is part of our multi-year plan.