

CHAPTER 7: EMERGENCY MANAGEMENT PLANNING

INTRODUCTION

A crucial element of risk management is the development and management of procedures that activate when a loss-producing situation becomes apparent. An Emergency Operations Plan (EOP) provides the guidelines, procedures, and protocols for dealing with the wide array of potential crisis or critical incidents faced by a Ports Authority.

Emergency Planning is the process by which an organization prepares to respond to a natural or man-made event that significantly impacts its operations. An EOP must be designed to respond to a wide array of potential loss – from fire, explosion, earthquake, storm or wind, chemical release or spill, theft, criminal or terrorist, workplace violence or disgruntled employees, computer loss, etc.

The EOP is essential and, if effectively implemented, mitigates the scope of potential loss by reducing the amount of time required to return to full operations. Unfortunately, as critical incidents do not routinely occur and are rare events, many operations fail to review, improve and maintain their EOP, an oversight that increases risk – moving what might have been a controllable incident into a disaster or catastrophic situation.

At the core of this plan is the acceptance that a critical incident will occur at some point in the life of an organization. As the development of an EOP can be complicated and time consuming, other priorities can deter the completion of what is an essential and crucial element of risk management. Management must not be lulled into the belief that it cannot happen “here” or their operations are somehow immune from a crisis.

The EOP should be designed to respond to worst case scenarios. From that high level view, less serious situations can be dealt with using the same framework of response and communication.

An EOP:

- Provides for the overall environmental, health, safety, and welfare of the people, the port community and region.
- Increases the potential for business recovery and continuity.
- Increases the potential for maintaining essential services.
- Provides for effective and efficient response to a wide array of crisis or critical incidents.
- Reduces the cost of risk and the potential for claims and legal costs.
- Assists in meeting regulatory and legal requirements by establishing EOP best practices.

DESIGNING THE EMERGENCY OPERATIONS PLAN (EOP)

The EOP is based on the information gathered through the five part Risk Management Process outlined in Chapter 1. It is structured using a variation of the same process.

Identify and measure loss exposures

- Surveys and questionnaires should identify to the greatest extent the possible exposures. These data provide a method of rank ordering the loss potential and prioritizing the EOP based on the various types of critical incidents that may occur.
- The loss history of the operation and the industry provides what has or could be expected. The history should include lessons learned from past events.
- Flow charts, building diagrams, area maps provide insights on how emergency response plans must be designed. As the movement of goods may be interrupted by various “minor” incidents, these materials assist in determining bottlenecks that may create a severe operational event stemming

from a minor crisis. The overall impact on the port operations can be determined through tabletop exercises or scenario building using these materials and graphics.

- Ongoing inspections can identify areas of increased potential for loss due to change, new construction, or inadequate maintenance and loss control. They can assist in determining alternative plans if loss control measures fail or become inoperative.

The best defense against critical incidence is to assure all risk and loss control measures are maintained, routinely reviewed, and updated.

Analyze EOP techniques for dealing with critical incidents

- The wide variety of potential incidents requires different techniques and response procedures. Employee training, types of response, and integration of emergency services and agencies must be determined.

Design and select the most appropriate EOP consistent with the organization's risk philosophy

- A key question is "What recovery time period do we desire for the return to full operations?" The scope of both risk/loss control measures and the EOP will then be established.
- The EOP must assure the full integration and coordination of all emergency services.

Execute and implement the EOP

- The EOP must be written, tested, reviewed, and practiced routinely. Critical events are time driven, the emergency response must be as rapid, smooth, and efficient as possible.
- Example: operations that are seasonal (transfers of agricultural goods, chemicals, etc.) or potential critical events such as hurricanes, can be practiced prior to the season.

Monitor and measure the EOP

- The EOP must be considered a living document. Many organizations have plans but fail to revise and update as conditions and operations change.
- The performance of activated EOPs, information from other Port Authorities or industries must be used to modify and improve the EOP.

CORE EOP GUIDELINES

The EOP is to be used during and after a critical incident. The KISS method must be used in its structure. *Keep It Simple and Streamlined!* It must be thorough yet usable. It must be easy to read, in the language of those using it, and concise. This is accomplished by using a three-part organization – Basic Plan, Annexes, and Appendices.

- **Basic Plan** – Serves as the overview of your approach to emergency management and includes policies, plans, procedures, and protocols. It forms the basis for decision making, training of personnel, and management of the EOP.
- **Annexes** – Support the basic plan and provide the guidelines that address specific activities crucial to the emergency response and recovery. Annexes provide for the immediate methods of communicating and activating the program and are used by the personnel reporting and responding to the critical event(s). These may consist of telephone lists, emergency flip booklets, signs, etc.
- **Appendices** – Provide hazard specific data to support each functional annex and contain technical information, details and methods for use in emergency operations.

The EOP consists of several phases:

- **Preparedness** – Training, planning, communicating, and warning systems.
- **Emergency Response** – Activities to be started immediately when an event is reported. Potential emergencies might include but not be limited to:
 - Fire, Explosion

- Earthquake of other natural disaster
- Transportation/vessel collision
- Medical Crisis to employee(s) or others
- Hazardous materials or chemical spill or release
- Theft, Vandalism, to include computer loss, hackers, or data loss
- Security issues to include workplace violence, bomb threat, etc.
- Deranged individuals, civil disobedience
- Power outage or utility stoppage
- **Crisis Management** – Planning for communication and support during the early stages of a critical event, possibly even for several days. It involves leadership, resources, communications with employees, suppliers, customers, vendors, financial and insurance, and the media. It guides the actions of senior management in the transitional period from emergency to recovery. Essential areas include:
 - Establish clear leadership and decision making responsibilities
 - Establish methods for communicating with employees, public agencies, the media, vendors, customers, financial community, etc
 - Develop a clean-up team – property, vessel, water, ground, etc.
- **Operational Recovery** – The most complex part of the process; designing activities and plans to bring operations back to pre-incident levels as quickly as possible. Areas to develop include:

- Prepare a clear action plan
- Identify backup for critical personnel, equipment, and services
- Identify alternative sites, facilities, operational sources
- Identify alternate suppliers and vendors
- Setup employee assistance programs

The EOP process must combine emergency response, crisis management, and operational recovery into a sequential, integrated format.

In summary, reduce the potential scope of a critical event by hazard control, prepare for the event, respond quickly and effectively, bring operations back to normal.

The above items are recommended guidelines only. Each EOP must be developed around the risk assessment of individual operations and best practices for specific operations. Additional documents for reference in emergency planning and management are found under the Reference Books and Periodicals (pages A-19 and A-20) in Appendix A.

As an EOP must be customized for individual operations and specific risks, the checklist on the next page is to provide only an outline of the possible contents of an EOP. It is for general use and not intended to be all-inclusive for a port operation.

RESOURCES

An EOP has been provided as a reference in Appendix B, Exhibit J (p. B--13): Canaveral Port Authority's Hurricane Contingency Plan. Additional EOPs can be found on the U.S. Coast Guard website, www.uscg.mil/hq/g%2dm/mor/gmor%2d2.htm.

GENERAL EMERGENCY CHECKLIST

(Areas to Include)

Content	Yes	No	Action Plan
Is the EOP in writing?			
Has a comprehensive risk assessment been completed?			
Does the EOP address all risks that have been identified?			
Does the EOP have a statement of purpose and set clear objectives?			
Management and outside agency planning and coordination: <ul style="list-style-type: none"> • Incident command structure in place? (Structure of command, lines of authority) • Designated emergency Personnel? • Staff and employee orientation and training? • List of emergency personnel, management and telephone numbers? • Communication/Notification – Facility, Public, Agencies, Media? • Media response and crisis communication plan in place? 			
Clear management responsibilities established? <ul style="list-style-type: none"> • Engineering? • Maintenance? • Operations? • Public relations? • Agency relations? • Regulatory? • Other? 			

Content	Yes	No	Action Plan
Clear supervisory responsibilities established and conveyed?			
Clear employee responsibilities established and conveyed?			
Clear emergency service and security responsibilities established?			
Emergency Coordination leadership in place and trained?			
Emergency Action Plans provided to all personnel? (Responders should have knowledge of facility, operations, materials, and chemicals on hand, etc.)			
Evacuation Procedures reviewed and current? <ul style="list-style-type: none">• Evacuation Training provided to all personnel?			
Facility Security and Control Procedures in place? <ul style="list-style-type: none">• Site Control during an emergency reviewed and practiced?• Procedures to account for personnel and visitors during and after an emergency?			
Visitor control in place during an emergency?			
Equipment shutdown procedures in place?			
Plan for coordination of emergency services responding? <ul style="list-style-type: none">• Designated Command Center Location identified?			
Emergency Recognition, Reporting Systems are in place? <ul style="list-style-type: none">• Alarms? [Audio/audible & visual]• Phones trees?• Runners?• Radio/Cell phone?• Other?			

Content	Yes	No	Action Plan
Posted emergency procedures and telephone numbers and location of same? <ul style="list-style-type: none"> • Personnel provided with emergency phones lists? 			
Alarm Systems backed up?			
Rescue and Medical procedures designed for the identified risks and potential loss/injuries? <ul style="list-style-type: none"> • Emergency equipment provided? • Emergency equipment inspection and maintenance in place? • Location of equipment, supplies clearly identified? • Designations of first aid personnel? (Compliance with bloodborne pathogens?) • Rescue criteria for all potential events? Confined space? Entrapment, water, heights/rigs, etc.? 			
List of essential personnel and equipment up to date?			
Procedures for recalling and directing key personnel in place?			
Notification of next of kin, family members reviewed and in place?			
Resource inventories up to date? <ul style="list-style-type: none"> • List of essential departmental equipment available? 			
Vital records identified and secure? Backup identified and maintained?			
Safe Distances and designated places of refuge clearly identified?			
Fire Prevention Plan? <ul style="list-style-type: none"> • List/location of major fire hazards? • Proper Handling and Storage procedures in place? 			

<ul style="list-style-type: none"> • Control procedures for ignition sources in place? • Hot work Control Responsibilities in place? • Automation suppression, if any – sprinklers, CO2, etc., maintained? • Automatic Detection Systems – smoke, heat alarms identified and operational? • On-site and off-site Responders: Incipient fire response (designated trained staff), fire brigade or local department in place? 			
<p>Insurance</p> <p>Place insurance carriers and brokers on notice of potential claims; solicit advice from brokers.</p> <ul style="list-style-type: none"> • Phone numbers for carriers and brokers for various coverages in place and readily available? 			
<p>Chemical Spill and Reaction</p> <ul style="list-style-type: none"> • Chemical Inventory up to date? • Material Safety Data Sheets (MSDS) up to date? • Spill Response up to date? • Agency/Municipal Response in place? • Personnel HazMat Training up to date? • Contractors awareness and emergency procedures in place? • Decontamination procedures in place? Contaminated Victim – Guidelines, Procedures? • Cleanup Supplies & Techniques and Waste disposal available? • Spill Containment - leaking drum, tank, pipeline, etc. • Regulatory Compliance Requirements: EPA, Coast Guard, 			

Content	Yes	No	Action Plan
<p>OSHA, DOT, Fire Department, etc., in place?</p>			
<p>Weather-Hurricane, Tornado, Storm, Surge, etc.</p> <ul style="list-style-type: none"> • Early Warning and Emergency Weather Procedures meet regional weather conditions? • Evacuation Procedures established? • Shelters designated and identified? 			
<p>Earthquake</p> <ul style="list-style-type: none"> • Local Emergency Criteria confirmed and in place? • Personnel trained in earthquake guidelines and procedures? 			
<p>Bomb Threat</p> <ul style="list-style-type: none"> • Telephone procedures/ site warning procedures? • Security/Police assistance in place? • Evacuation Procedures in place? • Search Procedures and responsibilities defined and in place? 			
<p>Utility Failure - Electrical, Water, Gas, Steam, Air</p> <ul style="list-style-type: none"> • Employee Notification - Manual, Automatic alarms, etc? • Local Utility assistance? • Evacuation Procedures? • Shutoff Procedures – Valve, Power, Pressure, etc.? • Designated persons qualified and trained to respond? 			

Content	Yes	No	Action Plan
<p>Security</p> <ul style="list-style-type: none"> • Security guidelines in place for workplace violence lockdown of operation? • Terrorist Attack procedures? • Biohazards guidelines? • Local police assistance criteria defined and coordinated? • Computer and essential data security in place? • Designated trained persons for conflict resolution and assistance in emergencies? 			
<p>Proximity to Neighboring Hazards</p> <ul style="list-style-type: none"> • Identification of neighboring potential for loss established? • Coordination with surrounding industries, officials in place? 			
<p>Recovery and reconstruction plan up to date?</p> <ul style="list-style-type: none"> • Employee notification defined? • Key employees identified? • Governmental services and aid programs identified and planned? • Employee assistance programs in place? • Claims Catastrophic Response Teams identified and in place? • Alternative Facilities identified? • Essential equipment and machinery identified and alternative sources located? • Information technology needs defined? • Alternative vendors and suppliers identified? • Recovery Schedule developed? 			

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