

STAFF REPORT

TO: Summit County Council
CC: Janna Young, Assistant County Manager
FROM: Chris Crowley, Summit County Emergency Manager
DATE: 1/4/19
SUBJECT: Summit County Emergency Management Plan



PURPOSE

The purpose of the Summit County Emergency Management Plan (EMP) is to develop a comprehensive emergency management program that will provide a system to mitigate, prepare, respond and recover from a large-scale emergency or natural disaster.

Per Summit County Code 5-4-3, Summit County utilizes the National Incident Management System (NIMS).¹ NIMS is a comprehensive, national approach to incident management that is applicable at all jurisdictional levels and across functional disciplines. It is intended to be applicable across a full spectrum of potential incidents, hazards, and impacts, regardless of size, location or complexity.²

EMP PLANNING

The National Preparedness Goal defines what it means for the whole community to be prepared for all types of disasters and emergencies. The goal itself is succinct:

“A secure and resilient nation with the capabilities required across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk.”³

In addition, the National Preparedness Goal describes 32 [Core Capabilities](#), that address the greatest risks to the nation. Each of these core capabilities is tied to a capability target. These targets recognize that everyone needs the flexibility to determine how they apply their resources, based on the threats that are most relevant to them and their communities. The Core Capabilities provide direction for Emergency Management planning in Summit County.

The core capabilities are categorized into the following 5 mission areas:

- **Prevention.** Prevent, avoid or stop an imminent, threatened or actual act of terrorism.
- **Protection.** Protect our citizens, residents, visitors and assets against the greatest threats and hazards in a manner that allows our interests, aspirations and way of life to thrive.
- **Mitigation.** Reduce the loss of life and property by lessening the impact of future disasters.
- **Response.** Respond quickly to save lives, protect property and the environment, and meet basic human needs in the aftermath of a catastrophic incident.
- **Recovery.** Recover through a focus on the timely restoration, strengthening and revitalization of infrastructure, housing and a sustainable economy, as well as the health, social, cultural, historic and environmental fabric of communities affected by a catastrophic incident.

¹ https://www.sterlingcodifiers.com/codebook/getBookData.php?chapter_id=30019#885384.

² <https://www.fema.gov/pdf/emergency/nims/nimsfaqs.pdf>

³ <https://www.fema.gov/national-preparedness-goal>

The Summit County EMP is developed with a **Whole Community Approach** methodology, whereby “residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests”⁴.

This approach offers many advantages for emergency management including;

- **Resilience:** Increased community and individual resilience and preparedness
- **Understanding:** A shared understanding of needs, priorities, capabilities and expectations
- **Integration:** Integrated and consistent prevention, protection, mitigation, response and recovery activities
- **Empowerment:** Greater empowerment and leveraging of community resources
- **Participation:** encourage participation with preparedness and response volunteer organizations

In addition, combining Summit County Emergency Management with the Summit County Health Department has had the added effect of standardizing our methods, reducing overlap in process and resources and increasing our effectiveness through streamlined planning and NIMS implementation. Bottom line, our emergency response planning is integrated, leverages our shared resources and consolidates our emergency response policies and procedures.

SCEMP REVISIONS

As required by grants used to support our emergency management program, Summit County has updated and adopted various provisions and versions of the SCEMP every few years. Previous updates: Have been made in 2013, 2015 and 2017.

Table 1: Summit County EMP Basic Plan Updates Register

Edition	Activity	Revisions
2013	Bi-annual Update	<ul style="list-style-type: none"> • General revisions • Contacts update
2015	Bi-annual Update	<ul style="list-style-type: none"> • General revisions • Contacts update • Declaration of Emergency Annex 2015
2017	<ul style="list-style-type: none"> • Bi-annual Update • Council Adoption 	<ul style="list-style-type: none"> • General revisions • Contacts update • Mountainland Association of Governments Hazards Mitigation Plan 2016 • Integration of Summit County Health Department Emergency Operations Plan – 2015 • Summit County Debris Management Plan, Public Works 2017 • Resource Typing Inventory 2017 • Multi-Year Training & Exercise Plan 2017

⁴ https://www.fema.gov/media-library-data/20130726-1813-25045-0649/whole_community_dec2011__2_.pdf

		<ul style="list-style-type: none"> • Declaration of Emergency Annex Update 2017
2018	<ul style="list-style-type: none"> • Bi-annual Update • Council Adoption • 2019 Promulgation 	<ul style="list-style-type: none"> • General revisions • Update: Contacts migration to Summit County Emergency Alerts System (Everbridge) • Deleted: Contacts Section • Update: Summit County Alert System (Everbridge) 2018 • Add: EOC Operations Plan DRAFT 2018 • Add: Multi-Year Training & Exercise Plan 2018 • Add: MRC Operations Plan 2018 • Deleted: Various obsolete content • Deleted: Table 3.4 Disaster Level Matrix • Updated: Table 3.4.18 Disaster Level Matrix • Updated: EMP Promulgation 2018

As noted in Table 1 above, revisions to the 2018 EMP are largely content, grammar and reference link related. Additional revisions, such as the Multi-Year Training and Exercise Plan, are resultant of grant requirements for annual updates and revisions based on capabilities and gap analysis from the FEMA Capabilities and Gap Tool (CPG 2.1). Note: The CPG2.1 tool has been replaced by the 2019 Threat & Hazard Identification and Risk Assessment and Stakeholder Preparedness Review program (THIRA & SPR). Additional materials added to the plan annexes include EOC Operations Plan DRAFT 2018, Multi-Year Training & Exercise Plan 2018, MRC Operations Plan 2018.

Due to its large size and hyperlink-references to external sources, the 2018 SCEMP is available at this [link](#).

SCEMP PLANNING MOVING FORWARD

Though useful, the SCEMP has served mainly as a summary for disaster response information referencing numerous standalone documents, data and operational programs. This passive approach, though still required for grant certification, presents an operational challenge as the EMP itself is often lacking detail and integrated training and the document itself is cumbersome. Most detailed materials are either hard-copies (housed in the Emergency Manager’s office) or on-line links requiring internet connectivity to access. As a result, the SCEMP tends to be a rarely accessed document with references to obsolete information.

As part of a new SCEMP planning initiative, Summit County Emergency Management will embark on a new, active approach to organizing, sharing and developing content for our emergency management plan. Using a technology solution to bind our planning documents, references and links will provide up-to-date information, detail and portability. In addition, the 2019 SCEMP will be used as a project management tool to catalog content and connect it to training, data and processes. In addition, the new

plan will support a complimentary Community Emergency Plan program featuring community-focused emergency planning, links and information useful to the public. Lastly, Summit County Emergency Management recommends an annual review and adoption of all SCEMP editions moving forward.

COUNCIL ACTION REQUEST

1. **Council Resolution:** Adopt the current version of the 2018 Summit County Emergency Management Plan to meet grant requirements and use as a baseline for future planning (2019 Promulgation).
2. **2019 Initiative Support:** Support the new Summit County Emergency Management Plan initiative.
3. **2019 Initiative Support:** In conjunction with the County Manager and the results of the 2019 Threat & Hazard Identification and Risk Assessment and Stakeholder Preparedness Review program (THIRA & SPR), assist with support and direction for future emergency planning efforts, participation and prioritization.
4. **2019 Initiative Support:** Annual SCEMP review and adoption.

Thank you for your consideration.

Attachment:

- [2018 SCEMP link](#)

**RESOLUTION ADOPTING SUMMIT COUNTY'S
EMERGENCY MANAGEMENT PLAN**

WHEREAS, Summit County recognizes it is at risk to a wide range of natural, technological, health and human-caused hazards and there is a need for ongoing emergency planning by all jurisdictions of government, emergency response partners and the community within Summit County; and

WHEREAS, an Emergency Management Plan is needed to coordinate and support County emergency response and recovery efforts in the event of a major disaster; and

WHEREAS, the Emergency Management Plan provides a framework for governments, agencies and emergency response partners in Summit County to plan and execute their respective emergency functions during a disaster or national emergency. Participating organizations have the responsibility to prepare and maintain standard operating procedures and commit to training and exercises to support this plan to the best of their ability; and

WHEREAS, Per Summit County Code 5-4-3: Adoption of the National Incident Management System (NIMS), Summit County hereby adopts the "national incident management system" (NIMS) as promulgated by the homeland security presidential directive (HSPD)-5, management of domestic incidents (February 2003), as amended. All county departments shall utilize NIMS in response to all disasters within the county. (Ord. 805, 6-12-2013); and

WHEREAS, this plan is promulgated as the Summit County Emergency Management Plan and designed to comply with all applicable Summit County regulations and provides policies and procedures to be implemented in response to emergencies, disasters and other crisis events.

NOW, THEREFORE, the County Council of Summit County resolves as follows:

SECTION 1. ADOPTION. The County Council of Summit County hereby adopts the Summit County Emergency Management Plan to be used by all county departments in response to all incidents and disasters in Summit County.

SECTION 2. EFFECTIVE DATE. This Resolution shall take effect upon adoption.

PASSED, APPROVED AND ADOPTED this 11th day of January, 2019.

SUMMIT COUNTY COUNCIL

Roger Armstrong
Chair

ATTEST:

Kent Jones
County Clerk

APPROVED AS TO FORM:

Margaret Olsen
County Attorney