

# COMPREHENSIVE DISASTER AND EMERGENCY MANAGEMENT PLAN FOR SÃO FRANCISCO VALLEY PROPOSAL

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# COMPREHENSIVE DISASTER AND EMERGENCY MANAGEMENT PLAN FOR SÃO FRANCISCO VALLEY PROPOSAL

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## **Foreword**

This Comprehensive Disaster and Emergency Management Plan for São Francisco Valley – SFV can be general guidelines, which can be changed by emergency personnel as appropriate. This plan does not create any right or duty that is enforceable in a court of law.

This plan can be used as a guide for determining topics and issues appropriate for a local or regional emergency management plan and a possible format to use.

# COMPREHENSIVE DISASTER AND EMERGENCY MANAGEMENT PLAN FOR SÃO FRANCISCO VALLEY

## EXECUTIVE SUMMARY

Hyogo Framework for Action 2005 - 2015: Building the Resilience of Nations and Communities to Disasters

The Hyogo Framework for Action (HFA) is the key instrument for implementing disaster risk reduction, adopted by the Member States of the United Nations. Its overarching goal is to build resilience of nations and communities to disasters, by achieving substantive reduction of disaster losses by 2015 – in lives, and in the social, economic, and environmental assets of communities and countries.

The HFA offers five areas of priorities for action, guiding principles and practical means for achieving disaster resilience for vulnerable communities in the context of sustainable development.

Every year, more than 200 million people are affected by droughts, floods, cyclones, earthquakes, wildfires, and other hazards. Increased population densities, environmental degradation, and global warming adding to poverty make the impacts of natural hazards worse.

The past few years have reminded us that natural hazards can affect anyone, anywhere. From the Indian Ocean tsunami to the South Asia earthquake, from the devastation caused by hurricanes and cyclones in the United States, the Caribbean and the Pacific, to heavy flooding across Europe and Asia, hundreds of thousands of people have lost their lives, and millions their livelihoods, to disasters caused by natural hazards.

While many know the human misery and crippling economic losses resulting from disasters, what few realize is that this devastation can be prevented through disaster risk reduction initiatives.

Governments around the world have committed to take action to reduce disaster risk, and have adopted a guideline to reduce vulnerabilities to natural hazards, called the Hyogo Framework for Action (Hyogo Framework). The Hyogo Framework assists the efforts of nations and communities to become more resilient to, and cope better with the hazards that threaten their development gains.

Collaboration is at the heart of the Hyogo Framework: disasters can affect everyone, and are therefore everybody's business. Disaster risk reduction should be part of everyday decision-making: from how people educate their children to how they plan their cities. Each decision can make us either more vulnerable, or more resilient.

The Hyogo Framework for Action has the following priorities for action:

- 1. Make Disaster Risk Reduction a Priority:** *Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.*

Strong national and local commitment is required to save lives and livelihoods threatened by natural hazards. Natural hazards must be taken into account in public and private sector decision-making in the same way that environmental and social impact assessments are currently required. Countries must therefore develop or modify policies, laws, and organizational arrangements, as well as plans, programmes, and projects, to integrate disaster risk reduction. They must also allocate sufficient resources to support and maintain them.

**2. Know the Risks and Take Action:** *Identify, assess, and monitor disaster risks – and enhance early warning.*

To reduce their vulnerability to natural hazards, countries and communities must know the risks that they face, and take actions based on that knowledge.

Understanding risk requires investment in scientific, technical, and institutional capabilities to observe, record, research, analyse, forecast, model and map natural hazards. Tools need to be developed and disseminated: statistical information about disaster events, risk maps, disaster vulnerability and risk indicators are essential.

**3. Build Understanding and Awareness:** *Use knowledge, innovation, and education to build a culture of safety and resilience at all levels.*

Disasters can be reduced substantially if people are well informed about measures they can take to reduce vulnerability - and if they are motivated to act.

**4. Reduce Risks:** *Reduce the underlying risk factors.*

Countries can build resilience to disasters by investing in simple, well-known measures to reduce risk and vulnerability. Disasters can be reduced by applying relevant building standards to protect critical infrastructure, such as schools, hospitals and homes.

**5. Be Prepared and Ready to Act:** *Strengthen disaster preparedness for effective response at all levels.*

Being prepared, including conducting risk assessments, before investing in development at all levels of society will enable people to become more resilient to natural hazards.

## **SÃO FRANCISCO VALLEY – BRAZIL**

The São Francisco Valley is gaining in importance in recent development plans that seek to overcome the lack of continuity characterizing former plans. After a sequence of hydraulic actions like the construction of the gigantic Sobradinho dam, finished in 1978 forming a lake of more than 4000 km<sup>2</sup>, the great perennial river of the Sertão is placed into the center of new strategies to make use of important water resources that still remain underexploited, presenting a more integrated concept for a sustainable development of the entire river basin and the semi-arid Northeast (CODEVASF, 1996).

The interest in irrigated agriculture increases and is integrated into a concept of multiple use of water, trying to obtain a better coordination with existing and recently created programs and spending special attention to transport infrastructure, professional education, better conditions and opportunities for investors, and more hydraulic works to ensure sufficient water supply for all users at a long term, and thus the sustainability of the development projects.

Stimulating economic growth by better access to water resources and avoiding water use conflicts between different sectors, the new policy pretends to convert the São Francisco river into a development axis that connects different growth poles and links

the valley to the dynamic Southeast of Brazil, giving back to the Rio São Francisco his historical role as the “River of National Unity”.

However, the recent financial crisis of the country raises doubts about the coherent realization of the pretended interventions. Although public investment in infrastructure and incentives to economic enterprises are still the basis of development policy, there is a shift towards a greater participation of private initiatives and capital, seeking a less direct state intervention.

Offering good infrastructure and investment facilities, the market is expected to induce development (Voth, Andreas).

## **COMPREHENSIVE DISASTER AND EMERGENCY MANAGEMENT PLAN FOR SÃO FRANCISCO VALLEY**

The development of this plan included an analysis of potential hazards that could affect the local or regional government and an assessment of the capabilities existing in the local government to deal with potential hazards.

Dealing with disasters and emergency is an ongoing and complex undertaking. Through implementation of **Risk Reduction** measures before a disaster or emergency occurs, timely and effective **Response** during an actual occurrence, and provision of both short and long term **Recovery** assistance after the occurrence of a disaster, lives can be saved and property damage minimized.

This process is called **Comprehensive Disaster and Emergency Management Plan for São Francisco Valley** to emphasize the interrelationship of activities, functions, and expertise necessary to deal with emergencies. The plan contains three sections to deal separately with each part of this ongoing process.

São Francisco Valley (SFV) departments' and agencies' emergency management responsibilities are outlined in this plan.

The Comprehensive Disaster and Emergency Management Plan for SFV is designated to coordinate all emergency management activities of the São Francisco Valley.

Disaster and Emergency Management Plan intends to use the Incident Command System (ICS) to respond to emergencies. ICS is a management tool for the command, control, and coordination of resources and personnel in a disaster or an emergency.

SFV' responsibilities are closely related to the responsibility of the local levels of government within the SFV (cities, towns and villages) to manage all phases of an emergency. The São Francisco Valley has the responsibility to assist the local governments in the event that they have fully committed their resources and are still unable to cope with any disaster.

The plan provides general all-hazards management guidance, using existing organizations, to allow the SFV to meet its responsibilities before, during and after an emergency.

# **COMPREHENSIVE DISASTER AND EMERGENCY MANAGEMENT PLAN FOR SÃO FRANCISCO VALLEY**

## **Section I**

### **GENERAL CONSIDERATIONS AND PLANNING GUIDELINES**

#### **A. Policy Regarding Comprehensive Disaster and Emergency Management**

1. A wide variety of disasters and emergencies, caused by nature or technology, result in loss of life, property and income, disrupt the normal functions of government, communities and families, and cause human suffering.

2. SFV government must provide leadership and direction to prevent, mitigate, respond to, and recover from dangers and problems arising from disasters emergencies in São Francisco Valley.

3. Under authority, a SFV must be authorized to develop a Comprehensive Disaster and Emergency Management Plan to prevent, mitigate, respond to and recover from emergencies and disasters. To meet this responsibility, SFV must develop this Comprehensive Disaster and Emergency Management Plan Management Plan.

4. This concept of Comprehensive Disaster and Emergency Management Plan for São Francisco Valley includes three phases:

- a) Risk Reduction (Prevention and Mitigation)
- b) Response
- c) Recovery

5. Risk Reduction (Prevention and Mitigation):

a) Prevention refers to those short or long term activities which eliminate or reduce the number of occurrences of disasters.

b) Mitigation refers to all activities which reduce the effects of disasters or emergency when they do occur.

c) Section II of this Plan, Risk Reduction, describes activities to prevent or minimize the impact of hazards in São Francisco.

6. Response

a) Response operations may start before the emergency materializes, for example, on receipt of advisories that a flood or storm is approaching. This increased readiness response phase may include such pre-impact operations as:

- Detecting, monitoring, and assessment of the hazard
- Alerting and warning of endangered populations
- Protective actions for the public
- Allocating/distributing of equipment/resources

b) Most response activities follow the immediate impact of a disaster or an emergency. Generally, they are designed to minimize casualties and protect property to the extent possible through emergency assistance. They seek to reduce the probability of secondary damage and speed recovery operations.

c) Response operations in the affected area are the responsibility of and controlled by the local municipalities, supported by the local or regional emergency operations as appropriate.

d) If a municipality is unable to adequately respond, SFV response operations may be asked to assume a leadership role.

## 7. Recovery

a) Recovery activities are those following a disaster to restore the community to its pre emergency state, to correct adverse conditions that may have led to the damage, and to protect and improve the quality of life in the community. It includes risk reduction actions to prevent or mitigate a recurrence of the emergency.

### B. Purpose and Objectives of the Plan

1. This Plan sets forth the basic requirements for managing disasters and emergencies in SFV:

2. The objectives of the Plan are:

a) To identify, assess and prioritize local and regional vulnerabilities to emergencies or disasters and the resources available to prevent or mitigate, respond to, and recover from them.

b) To outline short, medium and long range measures to improve the SFV's capability to manage hazards.

c) To provide that SFV and local governments will take appropriate actions to prevent or mitigate effects of hazards and be prepared to respond to and recover from them when an emergency or disaster occurs.

d) To provide for the efficient utilization of all available resources during a disaster or an emergency.

e) To provide for the utilization and coordination of local government, state and federal programs to assist disaster victims, and to prioritize the response to the needs of the elderly, disabled, low income, and other groups which may be inordinately affected.

f) Provide for the utilization and coordination of state and federal programs for recovery from a disaster with attention to the development of mitigative programs.



### C. Legal Authority

This Plan, in whole or in part, may rely upon the local, regional or federal laws for the power necessary for its development and implementation.

### D. Concept of Operations

1. The primary responsibility for responding to emergencies rests with the local governments of towns, villages and cities, and with their Chief Executive.
2. Local governments and the emergency service organizations must play an essential role as the first line of defense.
3. Responding to a disaster and emergency, local jurisdictions must be required to utilize their own facilities, equipment, supplies, personnel and resources first.
4. The local chief executive must have the authority to direct and coordinate disaster and emergency operations and may delegate this authority to a local coordinator.
5. When local resources are inadequate, the Chief Executive of a town, village or city may obtain assistance from other political subdivisions and the SFV, State or Federal government.
6. The SFV Executive may coordinate responses for requests for assistance for the local governments.
7. The SFV Executive has the authority to direct and coordinate SFV disaster operations.
8. The SFV Executive must obtain assistance from other counties or the State when the emergency or disaster is beyond the resources of São Francisco Valley.
9. The SFV Legislature must assign to the Emergency Management Office the responsibility to coordinate SFV disaster and emergency management activities.
10. State assistance is supplemental to local emergency efforts.

### E. Plan Maintenance and Updating

1. The SFV Disaster and Emergency Management Office is responsible for maintaining and updating this Plan.
2. All SFV departments and agencies are responsible for annual review of their emergency response role and procedures, and provide any changes to the Disaster and Emergency Manager by February 1 of each year.
3. The Plan should be reviewed and updated annually with revised pages distributed by March 1 of each year.

# **COMPREHENSIVE DISASTER AND EMERGENCY MANAGEMENT PLAN FOR SÃO FRANCISCO VALLEY**

## **Section II**

### **RISK REDUCTION**

#### **A. Designation of SFV Hazard Mitigation Coordinator**

1. The SFV Commissioner of Public Works must be designated by the SFV Executive as the SFV Hazard Mitigation Coordinator.
2. The SFV Hazard Mitigation Coordinator is responsible for coordinating SFV efforts in reducing hazards in SFV.
3. All SFV agencies will participate in risk reduction activities with the SFV Hazard Mitigation Coordinator.
4. The Hazard Mitigation Coordinator will participate as a member of the SFV Disaster and Emergency Planning Committee.

#### **B. Identification and Analysis of Potential Hazards**

1. The SFV Disaster and Emergency Planning Committee will be comprised of:
  - a) SFV Emergency Manager
  - b) SFV Hazard Mitigation Coordinator
  - c) SFV Fire Coordinator
  - d) SFV Health Commissioner
2. The São Francisco Valley Disaster and Emergency Planning Committee will:
  - a) identify potential hazards in the São Francisco Valley
  - b) determine the probable impact each of those hazards could have on people and
  - c) delineate the geographic areas affected by potential hazards, plot them on maps, and designate them as hazard areas.
3. Significant potential hazards to be identified and analyzed include natural, technological, and human-caused hazards.
4. To comply with (2) and (3) above, hazards that pose a potential threat have been identified and analyzed by the Disaster and Emergency Planning Committee.
5. This hazard analysis:

- a) provides a basic method for analyzing and ranking the identified hazards, including identification of geographic areas and populations at risk to specific hazards
- b) establishes priorities for planning for those hazards receiving a high ranking of significance

6. The complete Hazard Analysis results, including computerized maps identifying the location of hazard areas, must be located in the SFV Disaster and Emergency Management Office.

### C. Risk Reduction Policies, Programs and Reports

1. SFV agencies must be authorized to:

a) promote policies, programs and activities to reduce hazard risks in their area of responsibility

b) Examples of the above are:

- encourage comprehensive municipalities to develop plans, zoning ordinances, subdivision regulations, and building codes that are cognizant of and take into account significant hazards in the SFV
- promote compliance with and enforcement of existing laws, regulations, and codes that are related to hazard risks, e., g., building and fire codes, flood plain regulations
- encourage and assist water and wastewater treatment plants to replace chlorine use with a safer disinfectant
- encourage and participate in municipal stream channel maintenance programs

2. The SFV Planning Board is responsible for land use management of SFV owned land and the review of land use management actions throughout the SFV, including:

- authorizing SFV land use management programs
- advising and assisting local governments in the SFV in developing and adopting comprehensive master plans for community development, zoning ordinances, subdivision regulations and building codes
- assisting and advising the Local Planning Boards in the review process of local zoning and subdivision actions.

3. In all of the above activities, the SFV Planning Board will take into account the significant hazards in SFV.

4. The SFV Disaster and Emergency Planning Committee will conduct risk reduction workshops for municipalities to encourage their involvement in the local or regional risk reduction program.

5. The SFV Disaster and Emergency Planning Committee will meet tri-annually to identify specific hazard reduction actions that could be taken for those hazards determined by the hazard analysis to be most significant.

6. For each hazard reduction action must identify, the following information is to include by the Planning Team:

- a) a description of the action
- b) a statement on the technical feasibility of the action
- c) the estimated cost of the action
- d) the expected benefits of the action and the estimated monetary value of each benefit
- e) an estimate of the level of community support for the action

7. This information will be consolidated into a Risk Reduction Report.

8. The Risk Reduction Report must prioritize and make recommendations concerning the identified actions.

9. The Risk Reduction Report will be presented to the SFV Executive and the SFV Legislature, via the Public Safety Committee, for consideration and funding.

#### D. Emergency Response Capability Assessment

1. Periodic assessment of the SFV's capability to manage the emergencies that could be caused by the hazards identified in the Community is a critical part of Risk Reduction.

2. The Disaster and Emergency Planning Committee will, on a tri-annual basis:

a) assess the SFV's current capability for dealing with those significant hazards that have been identified and analyzed, including but not limited to:

- the likely time of onset of the hazard
- the impacted communities' preparedness levels
- the existence of effective warning systems
- the communities' means to respond to anticipated casualties and damage

3. To assist the Planning Committee in its assessment, the SFV Disaster and Emergency Manager will conduct table-top exercises based upon specific hazards and hazard areas identified by the Committee.

4. The Committee will identify emergency response shortfalls and make recommendations for implementing corrective actions to the SFV Disaster and Emergency Manager, SFV Executive and local governments.

#### E. Training of Disaster and Emergency Personnel

1. The SFV Director of Human Resources, in coordination with the SFV Disaster and Emergency Manager, has the responsibility to:

a) arrange and provide, with the assistance of other agencies Disaster and Emergency Management, the conduct of training programs for SFV emergency response personnel, as designated by the SFV Disaster and Emergency Manager.

b) encourage and support training for community, village emergency personnel

c) such training programs will:

- include information on the characteristics of hazards and their consequences and the implementation of disaster and emergency response actions including protective measures, notification procedures, and available resources

- include Incident Command System (ICS) training, focusing on individual roles.
- provide emergency personnel with the variety of skills necessary to help reduce or eliminate hazards and increase their effectiveness to respond to and recover from emergencies of all types
- be provided in crisis situations, that requires additional specialized training and refresher training.

d) conduct periodic exercises and drills to evaluate local capabilities and preparedness, including a full scale operational exercise that tests a major portion of the elements and responsibilities in the Comprehensive Disaster and Emergency Management Plan, and regular drills to test readiness of warning and communication equipment.

e) consult with the SFV departments and agencies, in developing training courses and exercises.

f) work with the local response community and education agencies to identify or develop, and implement, training programs specific to mitigation, response, and recovery from the identified hazards.

g) receive technical guidance on latest techniques from state and federal sources as appropriate and request assistance as needed.

2. All SFV departments and agencies assigned emergency functions, are responsible to develop an in-house training capability in order that departments and agencies further train their employees in their duties and procedures.

3. Volunteers participating in emergency services such as fire and rescue operations, ambulance services, first aid and other emergency medical services, Red Cross, should be trained by these services in accordance with established procedures and standards.

## F. Public Education and Awareness

1. SFV Disaster and Emergency Management Plan Office, is responsible for:

- a) providing education on hazards to the young adult and adult public in the SFV
- b) making the public aware of existing hazards in their communities
- c) familiarizing the public with the kind of protective measures the SFV has developed to respond to any emergency arising from the hazard

2. This education will:

- a) cover all significant hazards
- b) be available free of charge
- c) be provided by the existing school systems in the regional government through arrangements with the superintendent of schools

## G. Monitoring of Identified Hazard Areas

1. The SFV Public Works Department will develop, with the necessary assistance of other local departments, the capability to monitor identified hazard areas, in order to detect hazardous situations in their earliest stages.
2. As a hazard's emergence is detected, this information is to be immediately provided to the SFV Emergency Management Office or Communications Center, as appropriate, and disseminated per protocol.
3. When appropriate, monitoring stations may be established regarding specific hazard areas where individuals responsible to perform the monitoring tasks can be stationed.
4. Monitoring tasks include detecting the hazard potential and taking measurements or observations of the hazard. Examples of such are rising water levels, toxic exposure levels, slope and ground movement, mass gatherings, shore erosion, dam conditions, and the National Weather Service program.
5. All SFV hazard monitoring activity will be coordinated with, and make use of where available, local governments, private industry, school districts, utility companies, and volunteer agencies and individuals, as appropriate.

# **COMPREHENSIVE DISASTER AND EMERGENCY MANAGEMENT PLAN FOR SÃO FRANCISCO VALLEY**

## **Section III**

### **RESPONSE**

#### **I. Response Organization and Assignment of Responsibilities**

##### **A. SFV Executive Responsibilities, Powers, and Succession**

1. The SFV Executive is ultimately responsible for SFV Disaster and emergency response activities and:

a) may assume personal oversight of the SFV emergency response organization if the scope and magnitude of the emergency indicates the necessity of personal management and direction of the response and recovery operations,

b) controls the use of all SFV owned resources and facilities for disaster and Emergency response,

c) may declare a local state of emergency in consultation with the SFV Disaster and Emergency Manager and the SFV Attorney, and may promulgate emergency orders and waive local laws, ordinances, and regulations,

d) may request assistance from other Cities and the State when it appears that the incident will escalate beyond the capability of SFV resources,

e) may provide assistance to others at the request of other local governments both within and outside SFV.

2. In the event of the unavailability of the County Executive, the following line of command and succession has been established by County Law to ensure continuity of government and the direction of emergency operations:

a) The Deputy SFV Executive will assume the responsibilities of the SFV Executive until the SFV Executive is available.

b) The Commissioner of Health will assume the responsibility of the SFV Executive until the Deputy SFV Executive or the SFV Executive is available.

c) The Commissioner of Public Works will assume responsibility of the SFV Executive until the Commissioner of Health, Deputy SFV Executive, or the SFV Executive is available.

##### **B. The Role of the Disaster and Emergency Manager**

1. The Disaster and Emergency Manager coordinates SFV emergency response activities for the SFV Executive, and recommends to the SFV Executive to declare a local state of emergency based on the severity of the situation and the necessity to use additional executive power to respond effectively to the emergency.

## 2. The Disaster and Emergency Manager:

- a) activates the SFV's response organization and initiates SFV response activities
- b) notifies and briefs SFV departments, agencies and other organizations involved in an emergency response
- c) maintains and manages an Disaster and Emergency Operations Center
- d) facilitates coordination between the SFV and:
  - the Incident Commander
  - towns, cities, and villages in the SFV
  - local governments outside the SFV
  - private emergency support organizations.

## C. The SFV Disaster and Emergency Response Organization

### 1. The Incident Command System (ICS)

a) São Francisco Valley must endorse the use of the Incident Command System (ICS), as developed by the National Interagency Incident Management System (NIIMS), and formally adopted by the Brazil, for emergencies requiring multi-agency response. ICS allows flexibility in its implementation so that its structure can be tailored to the specific situation at hand. ICS should be initiated by the emergency forces first responding to an incident.

#### *Incident Command System Position Descriptions.*

b) ICS is organized by functions. There are five:

- Command
- Operations
- Planning
- Logistics
- Finance

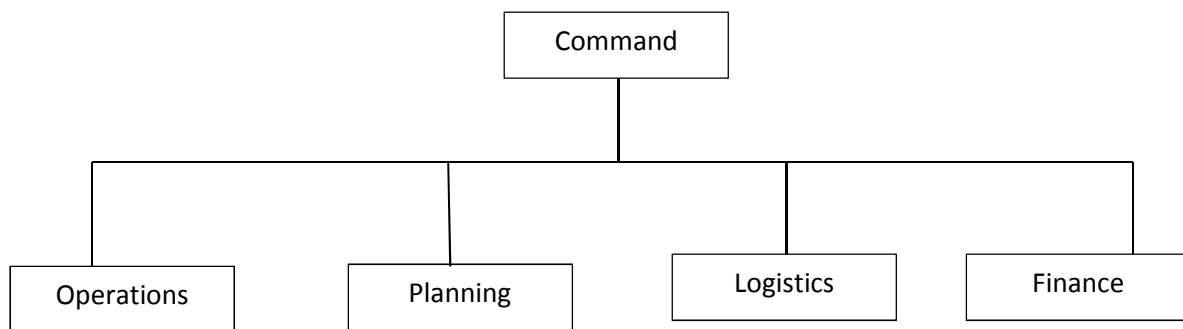
c) Under ICS, an Incident Commander (IC) has the overall responsibility for the effective on-scene management of the incident, and must ensure that an adequate organization is in place to carry out all emergency functions. The IC directs emergency operations from an Incident Command Post, the only command post at the emergency scene.

d) In minor incidents, the five ICS functions may all be managed directly by the IC. Larger incidents usually require that one or more of the functions be set up as separate sections under the IC.

e) Within the Command function, the IC has additional responsibilities for Safety, Public Information and Liaison. These activities can be assigned to staff under the IC.

f) An on-scene ICS with all five functions organized as sections is depicted as:



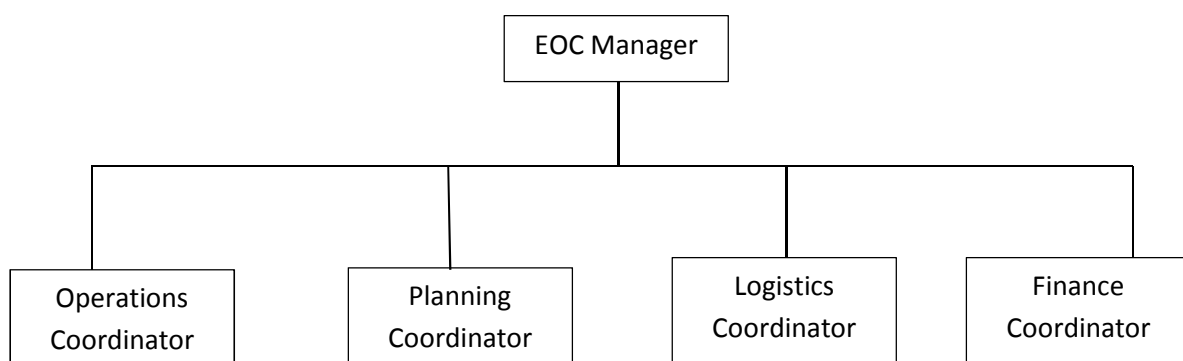


g) During an emergency, SFV response personnel must be cognizant of the Incident Command System in place and their role in it. Some SFV personnel may be responders to the scene and part of the on-scene ICS structure in a functional or staff role. Other SFV personnel may be assigned to the SFV Disaster and Emergency Operations Center (EOC) or other locations where they will provide support to the responders at the scene. All SFV response personnel not assigned to the on-scene ICS will be coordinated by or through the SFV Emergency Manager.

h) The Incident Commander is usually selected due to his or her position as the highest ranking responding officer at the scene. The IC must be fully qualified to manage the incident. As an incident grows in size or becomes more complex, a more highly qualified Incident Commander may be assigned by the responsible jurisdiction. Thus, a SFV official could be designated as the IC.

i) A major emergency encompassing a large geographic area may have more than one emergency scene. In this situation, separate Incident Commanders may set up command at multiple locations. In this case, an Area Command may be established. The Area Command is structured similar to a normal ICS with one exception, the Incident Commander is called the Incident Manager to whom all Incident Commanders report. A SFV official could be designated as an Incident Manager and numerous SFV response personnel assigned to the Area ICS.

j) SFV response personnel operating at the EOC will be organized by ICS function, as depicted below and interface with their on-scene counterparts, as appropriate.



k) Whenever the ICS is established, SFV response forces should be assigned to specific ICS functions wherever they are needed, including at the scene, at the EOC in a support role, or at an Area Command, if established. See Table 1 for sample ICS functional

assignments by agency. Assignments may change as situation dictates or as directed by the EOC Manager.

## 2. Agency Responsibilities

a) The Office of The SFV Executive shall exercise ultimate responsibility and oversight for emergency response, and shall delegate ICS responsibilities as described in Table 1, or as special circumstance warrants.

**TABLE 1 - ICS Function and Response Activities by Agency**

<b>AGENCY</b>	<b>ICS FUNCTIONS</b>	<b>RESPONSE ACTIVITIES</b>
Office of SFV Executive	Command (Agency Administrator)  Public Information	Ultimate situation responsibility; Declaration of State of Emergency Orders; Disaster and Emergency Public Information
Emergency Management	Command, Liaison (EOC Manager)	Activation and Coordination of the EOC, EOC Management, Liaison and Coordination with governments and organizations.
Sheriff's Department	Operations	Communications, Warning, Law Enforcement.
Health Dept.	Safety	Medical Care and Treatment; Disease and Pest Control; Emergency Worker Protection
Public Works Dept.	Operations	Debris Removal and Disposal; Damage Assessment; Sewage Control
Office of Fire Coordinator	Operations	Fire Suppression and Control; Search and Rescue; HAZMAT Exposure Control
Social Services	Operations	Human Needs Assessment
Office for Aging	Operations	Human Needs Assessment
Economic Development	Planning	Situation Assessment and Documentation Advance Planning
Mental Health	Operations	Crisis Counseling
Coroner	Operations	Identification and Disposition of Dead
American Red Cross	Operations	Temporary Housing and Shelter; Emergency

		Feeding and Clothing
SFV Clerk	Logistics	Supply and Procurement; Information Systems
Human Resources Director	Logistics/ Planning	Human Resources
Purchasing Director	Finance/Administration	Purchasing; Accounting; Recordkeeping

2. The SFV EOC will be used to support Incident Command Post activities and to coordinate SFV resources and assistance. The EOC can also be used as an Area Command Post when Area Command is instituted.

3. A Command Post will be selected by the Incident Commander based upon the logistical needs of the situation and located at a safe distance from the emergency site.

4. If a suitable building or structure cannot be identified and secured for use as an Incident Command Post, the SFV Department of Public Works' field trailer may be used.

5. If a disaster situation renders the EOC inoperable, an auxiliary EOC may be established at the SFV Department of Public Works or at another location designated at the time.

6. The EOC can provide for the centralized coordination of SFV and private agencies' activities from a secure and functional location.

7. SFV agencies and other organizations represented at the EOC will be organized according to ICS function under the direction of the EOC Manager.

8. Though organized by ICS function, each agencies' senior representative at the EOC will be responsible for directing or coordinating his or her agency's personnel and resources. Where the agency is also represented at the scene in an ICS structure, the EOC representative will coordinate the application of resources with the agency's representative at the scene.

10. The Emergency Manager is responsible for managing the EOC or auxiliary EOC during emergencies.

11. If required, the EOC will be staffed to operate continuously on a twenty-four hour a day basis. In the event of a 24-hour operation, two 12 ½ hour shifts will be utilized. (The additional ½ hour is for shift change briefings.) Designation of shifts will be established as conditions warrant by the Emergency Manager.

12. Each agency will routinely identify its personnel assigned to the EOC. This identification is to be provided to the Emergency Manager and updated as changes occur, no less than annually.

13. Work areas will be assigned to each agency represented at the EOC.

14. Internal Security at the EOC during an emergency will be provided by the SFV

Police Department:

a) all persons entering the EOC will be required to check in at the security desk located at the main entrance

b) all emergency personnel will be issued a pass (permanent or temporary) to be worn at all times while in the EOC

c) temporary passes will be returned to the security desk when departing from the premises

15. EOC space should be maintained in an emergency operating mode by the Emergency Manager at all times. During non-emergency periods, the EOC can be used for meetings, training and conferences.

16. The ICS Planning function is responsible for emergency situation reporting at the EOC and has established procedures and forms to be used.

17. The Emergency Manager maintains a Standard Operating Guide for activating, staffing and managing the EOC.

## B. Notification and Activation

1. The Communications Center (CC), the CC will immediately alert the appropriate SFV official(s). This initial notification sets into motion the activation of SFV emergency response personnel.

2. Each emergency is to be classified into one of three SFV Response Levels according to the scope and magnitude of the incident.

a. Response Level 0: Non-emergency situation, facility readiness status maintained through planning sessions, training, drills and exercises.

b. Response Level 1: Controlled emergency situation without serious threat to life, health, or property, which requires no assistance beyond initial first responders.

c. Response Level 2: Limited emergency situation with some threat to life, health, or property, but confined to limited area, usually within one municipality or involving small population.

d. Response Level 3: Full emergency situation with major threat to life, health, or property, involving large population and/or multiple municipalities.

3. Emergency response personnel will be activated according to the Response Level classification:

For Response Level 1, only the staff of the Emergency Management Office are notified and activated as appropriate.

For Response Level 2, level one staff is activated and augmented by select members of the local or regional response organization as determined by the Emergency Manager.

For Response Level 3, full EOC staffing is achieved as soon as possible. Except for first responders to the scene, assignment of SFV response personnel to other locations including the emergency scene will be made through the EOC.

#### C. Assessment and Evaluation

1. As a result of information provided by the EOC Section Coordinators, the Command Staff will, as appropriate, in coordination with the on-scene Incident Commander:

- a) develop policies by evaluating the safety, health, economic, environmental, social, humanitarian, legal and political implications of a disaster or threat;
- b) analyze the best available data and information on the emergency;
- c) explore alternative actions and consequences;
- d) select and direct specific response actions.

#### D. Declaration of Local State of Emergency and Promulgation of Local Emergency Orders

1. In response to an emergency, or its likelihood, upon a finding that public safety is imperiled, the SFV Executive may proclaim a **state of emergency**.

2. Such a proclamation authorizes the SFV Executive to deal with the emergency situation with the full executive and legislative powers of regional government.

3. This power is realized **only** through the promulgation of **local emergency orders**.

For example, emergency orders can be issued for actions such as:

- establishing curfews
- restrictions on travel
- evacuation of facilities and areas
- closing of places of amusement or assembly

4. Chief Executives of cities, towns and villages in SFV have the same authority to proclaim states of emergency and issue emergency orders within their jurisdiction

6. Whenever a State of Emergency is declared in SFV or emergency orders issued, such action will be coordinated, beforehand, with the affected municipality.

7. Emergency responders have implicit authority and powers to take reasonable immediate action to protect lives and property absent an emergency declaration or emergency orders.

#### E. Public Warning and Emergency Information

1. In order to implement public protective actions there should be a timely, reliable and effective method to warn and inform the public.

2. Activation and implementation of public warning is an Operations section responsibility.

3. Information and warnings to the public that a threatening condition is imminent or exists can be accomplished through the use of the following resources. Though public warning may, in many cases, be implemented solely by on-scene personnel, the use of the systems in (a), (b), and (c) below require strict coordination with the SFV EOC:

a) Emergency Alert System (EAS) - formerly known as Emergency Broadcast System (EBS), involves the use of the broadcast media including television, radio, and cable TV, to issue emergency warnings. Can be activated by means of a telephone or encoder by select SFV officials including the Emergency Manager.

b) NOAA Weather Radio (NWR) - is the “Voice of the National Weather Service” providing continuous 24-hour radio broadcasts of the latest weather information including severe weather warnings directly from the Weather Service office in Binghamton. NWR will also broadcast non-weather-related emergency warnings. NWR broadcasts on select high-band FM frequencies, not available on normal AM-FM radios. Radios with NWR frequencies, automated alarm capabilities, and Specific Area Message Encoding (SAME) technology are generally available. NWR broadcast signal can be received by SFV-wide. NWR is also a component of EAS. Emergency broadcasts on the NWR can also be initiated by select SFV officials.

c) Stationary Fire Sirens - There are two types of stationary warning sirens in use in SFV:

- Fire sirens - Located at fire stations throughout the SFV for alerting volunteer firefighters. The sirens can be directly activated, or caused to be activated, from the SFV, and can be used in conjunction with EAS. When activated, the siren can sound a special warning to the public, indicating that residents should turn to local radio or TV for emergency instructions. Coverage area is estimated at 45% of the SFV Population

This will allow SFV Municipalities using this type system to warn residents pursuant to local protocol and capabilities.

- Special hazard sirens- Located at seven (7) facilities with extremely hazardous substances (EHS) and at two (2) dam sites. Their purpose is to warn nearby residents to take immediate protective actions (i.e., shelter-in place at the EHS sites, evacuation at dam sites). The sirens are automatically activated by chemical detectors at the EHS site and dam motions detectors at the dam sites.

d) Emergency service vehicles with siren and public address capabilities – Many police and fire vehicles in the SFV must be equipped with siren and public address capabilities. These vehicles may be available, in part, during an emergency for “route

alerting” of the public. This capability exists SFV-wide but should not be relied upon for public warning.

e) Door-to-door public warning can be accomplished in some situations by the individual alerting of each residence/business in a particular area. This can be undertaken by any designated group such as auxiliary police, regular police, fire police, regular firefighters, visiting each dwelling in the affected area and relating the emergency information to the building occupants. To achieve maximum effectiveness, the individual delivering the warning message should be in official uniform.

4. SFV officials will advocate, as part of their normal dealing with special institutions such as schools, hospitals, nursing homes, major industries and places of public assembly, that they obtain and use tone-activated receivers/monitors with the capability to receive NOAA Weather Radio (NWR) with SAME reception.

5. Special arrangements may be made for providing warning information to the hearing impaired and, where appropriate, non-English speaking population groups.

6. The Command Staff position of Public Information Officer, if established, or its function, may, in coordination with on-scene Incident Command:

a) establish and manage a Joint News Center (JNC) from where to respond to inquiries from the news media and coordinate all official announcements and media briefings

b) authenticate all sources of information being received and verify accuracy

c) provide essential information and instructions including the appropriate protective actions to be taken by the public, to the broadcast media and press

d) coordinate the release of all information with the key departments and agencies involved both at the EOC and on-scene

e) check and control the spreading of rumors

f) arrange and approve interviews with the news media and press by emergency personnel involved in the response operation

g) arrange any media tours of emergency sites

7. The JNC may be established at the EOC or at any location where information flow can be maintained, without interfering with emergency operations.

## F. Emergency Medical and Public Health

1. A high impact disaster can cause injury and death to large numbers of people. In addition, damage to and destruction of homes, special facilities, and vital utilities may place the public at substantial risk of food and water contamination, communicable diseases, and exposure to extreme temperatures.

2. There may be established within the Operations section an Emergency Medical/Public Health Group to ensure that health and medical problems are being addressed. This Group will be lead by the County Health Department and include representatives from the Emergency Medical System Council.

#### G. Meeting Human Needs

1. The Planning and Operations functions are responsible for ascertaining what human needs have been particularly affected by an emergency and responding to those unmet needs with the available resources of SFV and local government and with the assistance of volunteer agencies and the private sector.

2. There may be established within the Operations section a Human Needs Branch to perform the tasks associated with (1) above.

3. There is an SFV Human Needs Task Force comprised of representatives from SFV and local agencies, volunteer groups and the private sector, whose purpose is to assist in the coordination of the delivery of human services in SFV, and to advise the SFV Executive on human needs issues.

4. The SFV Needs Task Force will serve as the Human Needs Branch whenever such a Branch is utilized.

5. Whenever a Human Needs Branch is not established by the Operations section, the Operations section will confer with the Chairperson of the SFV Human Needs Task Force on human needs issues.

#### H. Restoring Public Services

1. The Operations and Planning sections are responsible for ascertaining the emergency's effect on the infrastructure and the resultant impact on public services including transportation, electric power, fuel distribution, public water, telephone, and sewage treatment and ensuring that restoration of services is accomplished without undue delay.

2. There may be established within the Operations section a Public Infrastructure Group to perform the tasks associated with (1) above.

3. By written agreement, in the event of a major power outage, the Operations Section will assign a representative to the Highland Gas and Electric's Storm Center in Mt. Pleasant to facilitate communications and information flow between the utility and the Operations Section.

4. The Operations section may assign a representative to other utility operations centers as appropriate with the consent of the utility.

5. During response operations relating to debris clearance and disposal, SFV should act in cognizance of and in cooperation with the State Highway Emergency Task.



## I. Resource Management

1. The Planning function is responsible for the identification and allocation of additional resources needed to respond to the emergency situation.
2. Resources owned by the municipality in which the emergency exists should be used first in responding to the emergency.
3. All SFV-owned resources are under the control of the SFV Executive during an emergency and can be utilized as necessary.
4. Resources owned by other municipalities in and outside of SFV can be utilized upon agreement between the requesting and offering government.
5. Resources owned privately cannot be commandeered or confiscated by government during an emergency. However, purchases and leases of privately owned resources can be expedited during a declared emergency. In addition, it is not uncommon for the private sector to donate certain resources in an emergency.

## **COMPREHENSIVE DISASTER AND EMERGENCY MANAGEMENT PLAN FOR SÃO FRANCISCO VALLEY**

### **Section IV**

### **RECOVERY**

#### A. Damage Assessment

1. All local governments (towns, villages, and cities) in SFV must participate in damage assessment activities.
2. The SFV Disaster and Emergency Manager is responsible for:
  - a) Developing with local governments a damage assessment program;
  - b) Coordinating damage assessment activities in the SFV during and following an emergency.
  - c) Designating a Damage Assessment Officer for each emergency.
  - d) The SFV Emergency Manager will advise the Chief Executive Officers of affected cities, towns, and villages to maintain similar detailed records of emergency expenditures, and supply them with standard documentation forms.
3. All SFV departments and agencies, as well as local municipalities in the regional government, will cooperate fully with the SFV Disaster and Emergency Manager in damage assessment activities including:
  - (a) Pre-emergency:

- identifying regional agencies, personnel, and resources to assist and support
- damage assessment activities
- identifying non-government groups such as non-profit organizations, trade organizations and professional people that could provide damage assessment assistance
- fostering agreements between local government and the private sector for technical support
- utilizing geographic information systems (GIS) in damage assessment
- participate in annual training

(b) Emergency:

- obtaining and maintaining documents, maps, photos and video tapes of damage
- reviewing procedures and forms for reporting damage to higher levels of government
- determining if State assistance is required in the damage assessment process

(c) Post-emergency:

- advise regional departments and local municipalities of assessment requirements
- selecting personnel to participate in damage assessment survey teams
- arranging for training of selected personnel in damage assessment survey techniques
- identifying and prioritizing areas to survey damage
- assigning survey teams to selected areas
- completing damage assessment survey reports and maintaining records of the reports

4. It is essential that, from the outset of emergency response actions, regional response personnel keep detailed records of expenditures for:

- a) labor used
- b) use of owned equipment
- c) use of borrowed or rented equipment
- d) use of materials from existing stock
- e) contracted services for emergency response
- f) submitting damage assessment reports to the State Office of Emergency Management

5. Damage assessment will be conducted by SFV and local government employees, such as Public Works engineers, building inspectors, assessors and members of non-profit organizations, such as the American Red Cross and the Salvation Army. When necessary, non-government personnel from the fields of engineering, construction, insurance, property evaluation and related fields, may supplement the effort.

6. There will be two types of damage assessment: Infrastructure (damage to public property and the infrastructure); Individual assistance (IA) teams (impact on individuals and families, agriculture, private sector).

7. SFV and local Municipalities damage assessment information will be reported to the Damage Assessment Officer at the EOC.

8. Personnel from regional departments and agencies, assigned damage assessment responsibilities, will remain under the control of their own departments, but will function under the technical supervision of the Damage Assessment Officer during emergency conditions.

9. All assessment activities in the disaster area will be coordinated with the on-site Incident Commander (when appropriate) and the EOC Manager.

10. The Director of Emergency Manager, in conjunction with the Damage Assessment Officer, will prepare a Damage Assessment Report which will contain information on

- destroyed property
- property sustaining major damage
- property sustaining minor damage, for the following categories:

a) damage to private property in dollar loss to the extent not covered by insurance:

- homes
- businesses
- industries
- utilities
- hospitals, institutions and private schools

b) damage to public property in dollar loss to the extent not covered by insurance:

- road systems
- bridges
- water control facilities such as dikes, levees, channels
- public buildings, equipment, and vehicles
- publicly-owned utilities
- parks and recreational facilities

c) damage to agriculture in dollar loss to the extent not covered by insurance:

- farm buildings
- machinery and equipment
- crop losses
- livestock

d) cost in Real (Brazilian currency) value will be calculated for individual assistance in the areas of mass care, housing, and individual family grants

e) community services provided beyond normal needs

f) debris clearance and protective measures taken such as pumping, sandbagging, construction of warning signs and barricades, emergency levees, etc.

11. The SFV Executive, through the Emergency Manager, will submit the Damage Assessment Report to the State Office of Emergency Management.

12. Unless otherwise designated by the SFV Executive, the SFV Clerk will serve as the SFV must authorize agent in disaster assistance applications to state and Federal government.

## B. Planning for Recovery

1. Recovery includes community development and redevelopment.
2. Community development is based on a comprehensive community development plan prepared under direction of local planning boards with technical assistance provided by the SFV Department of Economic Development, Conservation and Planning.
3. Comprehensive community development plans are officially adopted by local government as the official policy for development of the community.
4. Localities with public and political support for land use planning and the corresponding plan implementation tools such as zoning ordinances, subdivision regulations, building codes, etc. have pre-disaster prevention and mitigation capability by applying these methods successfully after disasters.
5. A central focal point of analytical and coordinative planning skills which could obtain the necessary political leadership and backing when needed, is required to coordinate the programs and agencies necessary to bring about a high quality level of recovery and community redevelopment.
6. SFV Government decides whether the recovery will be managed through existing organizations with planning and coordinative skills or by a recovery task force created exclusively for this purpose.
7. A recovery task force will:
  - a) Direct the recovery with the assistance of regional departments and agencies
  - b) Prepare a local recovery and redevelopment plan, unless deemed unnecessary, p
8. The recovery and redevelopment plan shall include;
  - a) Replacement, reconstruction, removal, relocation of damaged/destroyed
  - b) Establishment of priorities for emergency repairs to facilities, buildings and
  - c) Economic recovery and community development.
  - d) New or amended zoning ordinances, subdivision regulations, building and sanitary codes.
8. The recovery and redevelopment plan shall include;
  - a) Replacement, reconstruction, removal, relocation of damaged/destroyed
  - b) Establishment of priorities for emergency repairs to facilities, buildings and
  - c) Economic recovery and community development.
  - d) New or amended zoning ordinances, subdivision regulations, building and sanitary codes.
9. Recovery and redevelopment plan will account for and incorporate to the extent practical, relevant existing plans and policies.
10. Prevention and mitigation measures should be incorporated into all recovery planning where possible.

## C. Reconstruction

1. Reconstruction consists of two phases:

- a) Phase 1-short term reconstruction to return vital life support systems to minimum operating standards;
- b) Phase 2-long term reconstruction and development which may continue for years after a disaster and will implement officially adopted plans and policies, including risk reduction projects, to avoid conditions and circumstances that led to the disaster.

2. Long term reconstruction and recovery includes activities such as:

- a) Scheduling planning for redevelopment
- b) Analyzing existing State and Federal programs to determine how they may be
- c) Conducting of public meetings and hearings
- d) Providing temporary housing and facilities
- e) Public assistance
- f) Coordinating State/Federal recovery assistance
- g) Monitoring of reconstruction progress.

3. Reconstruction operations must conform to existing State/Federal laws and regulations concerning environmental impact.

## D. Public Information on Recovery Assistance

1. Public Information Officers are responsible for making arrangements with the broadcast media and press to obtain their cooperation in adequately reporting to the public on:

- a) What kind of emergency assistance is available to the public.
- b) Who provides the assistance.
- c) Who is eligible for assistance.
- d) What kinds of records are needed to document items which are damaged or destroyed by the disaster.
- e) What actions to take to apply for assistance.
- f) Where to apply for assistance.

2. The following types of assistance may be available:

- a) Food stamps (regular and/or emergency)
- b) Temporary housing (rental, mobile home, motel)
- c) Unemployment assistance and job placement(regular and disaster unemployment)
- d) Veteran's benefits
- e) Social Security benefits
- f) Disaster and emergency loans (Small Business Administration, Farmers Home Administration)
- g) Tax refund
- h) Individual and family grants
- i) Legal assistance

3. All the above information will be prepared jointly by the federal, State, and local or regional government as appropriate and furnished to the media for reporting to public.

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