

# CITY OF NORMAN EMERGENCY OPERATIONS PLAN

## BASIC PLAN

### I. PURPOSE.

- A. This plan has been developed to provide a comprehensive (multi-use) emergency management program for the City of Norman. It seeks to mitigate the effects of hazards, prepare for measures to be taken which will preserve life and minimize damage, enhance response during emergencies and provide necessary assistance, and establish a recovery system in order to return the City to its normal state of affairs.
- B. This plan attempts to define who does what, when, where, and how, in order to mitigate, prepare for, respond to, and recover from the effects of natural disasters, technological accidents, nuclear incidents and other major incidents/hazards.

### II. SITUATION AND ASSUMPTIONS.

#### A. Situation.

- 1. The City of Norman is located directly to the south of Oklahoma City. The 2000 census of population for The City of Norman is 95,694. The largest city and Cleveland county seat, Norman is located on both east and west sides of US Interstate 35 and both north and south of state numbered Hwy 9.
- 2. The county is exposed to many hazards, all of which have the potential for disrupting the community, causing damage, and creating casualties. Potential hazards which may occur in or around the county are, floods, tornadoes, winter storms, civil disorder, earthquakes, dam failure, HAZMAT incident-fixed facility, HAZMAT incident-highway, nuclear incidents, power failure, radiological incident-transportation, subsidence and rural or urban fires.
- 3. If properly implemented, this plan will reduce or prevent disaster-related losses.

#### B. Assumptions.

- 1. The City of Norman will continue to be exposed to the hazards identified above as well as others, which may develop in the future.
- 2. Government officials will continue to recognize their responsibilities with regard to the public safety and exercise their authority to implement this emergency operations plan in a timely manner when confronted with real or threatened disasters.
- 3. If properly implemented, this plan will reduce or prevent disaster-related losses.

### III. CONCEPT OF OPERATIONS.

#### A. General.

1. It is the responsibility of government to undertake comprehensive management of emergencies in order to protect life and property from the effects of hazardous events. This plan is based upon the concept that the emergency functions performed by various groups responding to an emergency will generally parallel their normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases.
2. **Local government**, because of its proximity to these events, has the primary responsibility for emergency management activities. Other levels of government provide resources not available at the local level. When the emergency exceeds local government's capability to respond, assistance from the state government will be requested through the Oklahoma Emergency Operations Center (EOC). The federal government will provide assistance and resources to the state where needed. Federal assistance usually is extended to aid in recovery from major disasters.
3. Day-to-day functions, which do not contribute directly to response actions to an emergency, may be suspended for the duration of the emergency. The resources and efforts that would normally be required for those functions may be diverted to the accomplishment of emergency tasks by the agency managing the use of those resources.
4. A comprehensive emergency management plan is concerned with all types of hazards, which may develop in the community. As shown below, it is more than an operations plan because it accounts for activities before, during, and after the disaster.

#### B. Phases of Management.

1. **Mitigation.** Mitigation activities are those which eliminate or reduce the probability of a disaster occurring. It also includes those long-term actions, which lessen the undesirable effects of unavoidable hazards.
2. **Preparedness.** Preparedness actions serve to develop the response capabilities needed in the event an emergency should arise. Planning, training and exercises are among the activities conducted under this phase.
3. **Response.** Response is the actual providing of emergency services during a crisis. These actions help to reduce casualties and damage, and speed recovery. Response activities include warning, evacuation, rescue, and similar operations.
4. **Recovery.** Recovery is both a short-term and long-term process. Short-term operations seek to restore vital services to the community and to provide the basic needs of the public. Long-term recovery focuses on restoring the community to its normal, or improved, state of affairs. Examples of recovery actions include restoration of non-vital government services and reconstruction in damaged areas. The recovery period offers an opportune time to institute mitigation measures, particularly those related to the recent disaster.

#### IV. TASK ORGANIZATION AND RESPONSIBILITIES.

##### A. General.

Most of the departments within city government have emergency functions in addition to their normal duties. Consequently, each department is responsible for developing and maintaining its own emergency standing operating procedures to fulfill these responsibilities. Specific responsibilities are outlined under "Task Assignments" and amplified in function specific annexes in this plan. Departmental plan to be approved by Emergency Management Director.

##### B. Organization.

1. See Appendix 1, Annex A for Emergency Direction and Control.
2. The City of Norman **Policy Group** is composed of the Mayor, Council members, City Manager, and City Attorney.
3. The Emergency Services **Coordination Group** is composed of the following positions as assigned to the officials (coordinators) listed below: (See Appendix 2 to Annex A for names of the officials.)
  - **Chief of Operations:** Emergency Management Director.
  - **EOC Operations Coordinator:** Selected by the Emergency Management Director.
  - **Law Enforcement Service:** Police Chief.
  - **Fire/Rescue Service:** Fire Chief.
  - **Health/Medical Service:** County Chief of Emergency Health Services.
  - **Shelter/Mass Care Service:** County American Red Cross Executive.
  - **Resources Management Service:** Emergency Management Director.
  - **City Maintenance/Public Works:** Public Works Director.
  - **Independent School District Services:** Norman Public Schools Superintendent.
  - **Public Utility Services:** Managers of companies that provide natural gas, electricity and telephone services within the city.
  - **Manpower Services:** Selected by the Emergency Management Director.
  - **Engineering Services:** Director of Planning, Community Development, City Engineer.
4. The **Operations Staff** is composed of the following sections. (See Appendix 2 to Annex A for names of the assigned officials.)
  - **Communications/Message Center Section.**
  - **Damage Assessment Section.**
  - **Public Information Section.**
  - **Radiological Protection Section.**
  - **Warning Section.**
  - **Shelter/Evacuation Section.**
  - **Education & Training Section.**
  - **Administration Section.**

- **Transportation Section.**

**Note:** In the event one or more of the above listed officials is incapacitated or otherwise unable to function, their assistant/deputy will replace them.

5. **Emergency service coordinators** are directors of departments within the city/county governments and volunteers with functional expertise required to adequately respond to most emergencies. They are responsible for the operation of their departments and/or coordinating their actions with other departments and volunteer agencies to efficiently apply all available resources to the emergency confronting the city.
6. **EOC support and special staff members** are volunteers who have skills and training in areas needed to provide a total response to an emergency. They may assist the emergency service coordinators in the accomplishment of their duties, perform functions within the EOC to enhance efficiency, or perform critical tasks outside of the scope of government departments.

C. Task Assignments and Responsibilities. (Including, but not limited to.)

1. The **Mayor of the City of Norman** is responsible for:
  - Declaration of Disaster Emergency situation.
  - Signing of Disaster Emergency Proclamation.
2. The **Emergency Management Department** is responsible for:
  - Coordination of all phases of emergency management.
  - EOC communication capability.
  - Public information and education.
  - Radiological protection planning & monitoring.
  - EOC operation.
  - Command Post operation.
  - Comprehensive emergency management planning.
  - EOC staff training.
  - Warning system planning.
  - Damage assessment planning.
  - Resource Management
3. The **Police Department** is responsible for:
  - Maintaining law and order.
  - Traffic control.
  - Access control of restricted areas.
  - Security of vital facilities.
  - Operation of the warning system.
  - Communication system support.
  - Radiological protection monitoring support.
  - Liaison with other law enforcement agencies.
  - Search and rescue operation support.
4. The **Fire Department** is responsible for:

- Fire suppression.
  - Fire prevention and education.
  - Supporting the operation of the warning system.
  - Search and rescue operations.
  - Radiological and biochemical decontamination.
  - Radiological monitoring.
  - Hazardous material operations.
  - Assisting in damage assessment.
  - Communication system support.
5. The **Communications Center** is responsible for:
    - Communications system planning and operation.
    - Assisting in EOC communications.
  6. **EMStat**, as EMS provider for the City of Norman, is responsible for:
    - Emergency medical assessment, triage, treatment, and transport.
    - Assisting in biochemical and radiological decontamination.
    - Assisting in medical support and epidemic control.
    - Assisting with medical aspect of rescue operations.
  7. The **Public Works Department** is responsible for:
    - Debris clearance.
    - Providing engineering advice.
    - Maintaining roads and bridges.
    - Assisting with damage assessment of public property.
    - Assisting in radiological & biochemical decontamination operations.
  8. The **Utilities Department** responsibilities include water, sanitation, wastewater, line maintenance, storm water and hazardous waste collection point.
  9. The **Community Development Department** is responsible for:
    - Administering the City's floodplain management program.
    - Damage assessment of public property.
    - Assisting in damage assessment of private property.
    - Providing engineering advice and service.
  10. The **Parks and Recreation Department** is responsible for:
    - Providing public mass care sheltering.
  11. The **Finance Department** has responsibilities for city administrative and fiscal duties.
  12. The **City Attorney** is assigned all responsibilities of legal and emergency information services.
  13. The **Emergency Management Volunteer Organization** is responsible for:
    - Observation and reporting of severe weather.
    - Assisting the Emergency Management Department in all assigned task assignments and responsibilities.
    - Assisting with EOC operations.
    - Assisting with Command Post operations.
    - Assisting with hazardous materials operations.
    - Assisting with radiological protection operations.

- Assisting with traffic and crowd control.
14. The **Superintendent of Schools** is responsible for:
    - Providing public shelters.
    - Providing buses for transportation during disaster relief operations.
  15. The **American Red Cross**, when committed, is responsible for:
    - Providing reception, care, food, lodging and welfare assistance throughout the City.
    - Coordinating all personnel relief activities for any type disaster.
    - Operating shelters for disaster relief.
    - Providing damage assessment of private property.
    - Providing First Aid supports and blood supply to disaster relief medical operations.
    - Providing counseling service.
  16. The **Oklahoma Volunteer Organizations Active in Disaster (OK-VOAD)**, which includes ministerial alliance and church volunteer groups, is responsible for:
    - Coordination of volunteer agency response and volunteer manpower.
    - Supporting shelter/congregate care operations.
    - Providing field canteens.
    - Providing counseling service.
    - Assisting with reconstruction efforts.
  17. **Medical service providers**, including area hospitals and clinics, EMS providers, and the health department, are responsible for:
    - Emergency medical care for disaster victims.
    - Health care.
    - Crisis counseling.
  18. **Oklahoma Emergency Management** is responsible for assisting in the provision of State and Federal support, including:
    - Public welfare assistance.
    - Resources.
    - Law enforcement.
    - Health and medical.
    - Debris clearance.
    - Public information and education.
  19. The **State Medical Examiners Office**, when committed, is responsible for:
    - Collecting, identifying and coordinating interment of deceased victims caused by disaster.
    - Coordinating funeral home support of disaster operations.
  20. The **Cleveland County Health Department**, when committed, is responsible for:
    - Investigating sanitation conditions and establishing safe standards for crisis relocation, emergency shelter or disaster relief operations.
    - Coordinating medical support and epidemic control.
    - Inspecting food and water supplies.
    - Providing public health education.

21. The **Cleveland County DHS Office**, when committed, is responsible for:
  - Providing provisions/funds for emergency aid.
  - Coordination with the Red Cross and other related agencies.
22. The **Oklahoma National Guard**, when committed, is responsible for assisting in:
  - Radiological protection.
  - Assist NPD with law enforcement and traffic control, as required.
  - Assist NFD with search and rescue operations.
  - Providing military engineer support and assistance in debris clearance.
  - Providing logistical support with supply, transportation, maintenance, and food service support.
  - Providing communication support.
23. **All other City Agencies, officers and employees of the City of Norman** shall support and implement this plan as directed by the City Manager and City Council.

## V. **DIRECTION AND CONTROL.**

- A. The **final responsibility** for all emergency management belongs to the elected officials of the City who are members of the **Emergency Management Policy Group**. This group is the decision making group for all broad policy level decisions. During response operations, they will also be available to constituents to address nonroutine matters.
- B. **Executive responsibility** for emergency management is vested in the City Manager. As chief administrative officer and head of the administrative branch of the city government, he shall execute the laws and ordinances and administer the government of the city. The City Manager is the point of contact & liaison for the policy group.
- C. The City **Emergency Management Director** is responsible for coordinating the emergency management program. He/she makes routine decisions and advises the Policy Group on alternatives when major decisions are required of that body. During emergency operations, he/she is responsible for the proper functioning of the EOC and its staff. The director also acts as liaison with other local, county, state and federal emergency management agencies.
- D. Specific persons in departments/agencies are responsible for fulfilling their responsibilities as stated in this Basic Plan and the annexes thereto. **Division Superintendents** will retain control of their employees and equipment during response operations. Standing operating procedures are required of each department having responsibilities in this plan. These SOPs must include:
  1. Recall of personnel during non-duty hours.
  2. Prioritization of tasks to guide recovery work.
  3. Procedures to be followed which deviate from normal.

4. Specific emergency authorities that may be assumed by the designated successor during emergency situations. (See Note at [IV, B, 4.](#))
- E. During some periods of an emergency, **Division Superintendents** will be required to remain in the EOC and direct their departments from that facility. During any large-scale emergency, the EOC will in fact become the seat of city government for the duration of the crisis.

## VI. CONTINUITY OF GOVERNMENT.

- A. Succession of Leadership. The line of succession for continuity of government for the City of Norman is as follows:
1. Elected Officials
    - Mayor of the City of Norman.
    - Mayor Pro Tem of the City of Norman.
    - City Council members.
  2. Chief Executive Officer
    - City Manager
    - City Attorney
    - Public Works Director
    - Fire Chief
    - Police Chief
  3. Emergency Management
    - Emergency Management Director
    - Emergency Management Deputy Director
    - Emergency Management Coordinator
  4. Line of succession for each agency/department head is according to the department rules and/or standing operating procedures established by each department.

B. Preservation of Records.

In order to provide normal government operations following a disaster, vital records must be protected. The principal causes of damage to records are fire and water; therefore, essential records will be protected accordingly in City Hall or in local safety deposit vaults.

## VII. ADMINISTRATION AND LOGISTICS.

A. Emergency Authority.

1. A summary of existing Oklahoma legislation pertaining to emergency management is listed in [Section IX.](#)
2. Provisions for local emergency powers are found in the Oklahoma Code and local ordinances which include but are not limited to:
  - Declaration of States of Emergency.
  - Contracts and Obligations.



- Control of Restricted Areas.
  - Liability.
- B. Agreements and Understandings. Should city resources prove to be inadequate during an emergency, requests will be made for assistance from other local jurisdictions, higher levels of government, and other agencies in accordance with existing or emergency negotiated mutual-aid agreements and understandings. Such assistance may take the form of equipment, supplies, personnel, or other available capability. All agreements and understanding will be entered into by duly authorized officials and will be formalized in writing whenever possible.
- C. Reports and Records. Required reports will be submitted to the appropriate authorities in accordance with instructions in annexes to this plan. All records of emergency management activities will be maintained at the EOC.
- D. Relief Assistance. All individual disaster assistance provided by the government will be administered in accordance with policies set forth by the Oklahoma Department of Human Services and those Federal agencies providing such assistance.
- E. Consumer Protection. Consumer complaints pertaining to alleged unfair or illegal business practices would be referred to the Oklahoma Attorney General's Consumer Protection Division.
- F. Nondiscrimination. There will be no discrimination on grounds of race, color, religion, nationality, sex, age, or economic status in the execution of emergency management functions. This policy applies to all levels of government, contractors, and labor unions.
- G. Administration and Insurance Claims. Insurance claims are normally handled on a routine basis by the commercial insurance companies and adjustment agencies. Complaints should be referred to the Oklahoma Insurance Commissioner. Adjusters of private insurance companies are usually dispatched to a disaster area to assist with claim problems.
- H. Management of Manpower (Paid and Volunteer). The Emergency Management Director will manage manpower, both paid and volunteer.
- I. Duplication of Benefits. No person will receive assistance with respect to any loss for which he has received financial assistance under any other program or for which he/she has received insurance or other compensation. This also applies to business concerns or other entities.
- J. Use of Local Firms. When major disaster assistance activities may be carried out by contract or agreement with private organizations, firms or individuals, preference will be given, to the extent feasible and practicable, to those organizations, firms and individuals residing or doing business primarily in the areas affected.
- K. Preservation of Historic Properties. The Oklahoma Historical Preservation Officer (OHPO) will be notified when the Governor declares that a state of emergency exists as the result of a disaster. The Emergency Management Director, will arrange for the OHPO to identify any existing historic properties within the designated disaster area.

## **VIII. PLAN DEVELOPMENT AND MAINTENANCE.**

- A. The contents of this plan must be known and understood by those people responsible for its implementation. The Emergency Management Director is responsible for briefing staff members and city officials concerning their role in emergency management and the contents of this plan in particular.
- B. Department directors are responsible for development and maintenance of their respective segments of this plan and their appropriate supporting SOP's as stated here and set forth in Section VIII of each Annex.
- C. The Policy Group will ensure all officials involved in its execution conduct an annual review of this plan. The Emergency Management Director will coordinate this review and any plan revision and distribution found necessary.
- D. The plan will be tested at least once a year in the form of a simulated emergency exercise in order to provide practical, controlled experience to those emergency managers tasked within the plan.

## **IX. AUTHORITIES AND REFERENCES.**

### **A. Legal Authority.**

- 1. Federal.
  - Federal Civil Defense Act of 1950, Pub. L. 81-920 as amended.
  - Disaster Relief Act of 1974, Pub. L. 93-288 as amended.
  - Emergency Management and Assistance, 44 U.S. Code 2.1 (Oct. 1, 1980).
- 2. State of Oklahoma.
  - Oklahoma Emergency Management Act 2003.
  - Compendium of state legislation related to emergency management.
  - Oklahoma Constitution, Art 6 Section 1-6.
- 3. Local.
  - City of Norman Code of Ordinances, Chapter 2, Article 1, Section 2-111.

### **B. References.**

- FEMA 20, Publications Catalog
- FEMA L-136, Radio Amateur Civil Emergency Service (RACES)
- Emergency Operations Plan for the State of Oklahoma.
- Cleveland County Emergency Operations Plan.
- Oklahoma Department of Emergency Management Digest of State Laws

## **APPENDICES**

[Appendix 1 - City of Norman - Agency Responsibilities for Emergency Events](#)

[Appendix 2 - Incorporation of Federal Response Plan](#)

[Appendix 3 - Definitions](#)

[Appendix 4 - List of Acronyms](#)

Appendix 5 ó National Incident Management System - TBP