

PS COMMITTEE #1  
January 19, 2012

Discussion

**MEMORANDUM**

January 17, 2012

TO: Public Safety Committee

FROM: *KL* Keith Levchenko, Senior Legislative Analyst

SUBJECT: **Discussion: County Emergency Preparedness**

On January 19, the Public Safety Committee will discuss County emergency preparedness issues. The following officials and staff are expected to attend the worksession:

- Chris Voss, Manager, Office of Emergency Management and Homeland Security (OEMHS)
- Darien Manley, Chief of Park Police, Montgomery County Department of Parks, Maryland-National Park and Planning Commission (M-NCPPC)
- David Capp, Vice President of Facilities and Security, Montgomery College
- Steve Maloney, Director of Emergency Planning, Montgomery College
- Jack Crowley, Safety and Staff Development Manager, Department of School Safety and Security, Montgomery County Public Schools (MCPS)
- Chris Brous, Security and Safety Services Group Leader, Washington Suburban Sanitary Commission (WSSC)

**Attachments to this memorandum include:**

- Presentation Slides from OEMHS (©1-16)
- Excerpt from the DRAFT Council Office Building Facility Emergency Action Plan (©17-20)
- Excerpt from the County Employee Emergency Handbook (©21-29)

**Discussion**

County Government emergency preparedness involves a repeating cycle of activities, including: planning, organizing/equipping, training, exercising, and evaluating and improving processes. The components of this cycle of preparedness are the focus of today's discussion.

These components range from high level policy deliberations and decisions (at the County and in some cases at the Regional, State, and National levels) to procedures put in place and activities undertaken by department heads, managers, and employees spread across 275 County facilities. Some of these efforts are mandated by Federal law (such as Facility Emergency Action Plans) and

some reflect best practices in the field (such as steps employees should take to be ready for emergencies).

Chris Voss, Manager of OEMHS, will provide a short presentation summarizing these efforts as well as some of the ongoing issues the County is currently addressing. Representatives from the other agencies have been invited to participate in this discussion and provide their agencies' perspectives.

The Committee may also wish to discuss the latest regional developments with regard to mass evacuation planning (including staged releases of employees and short-term shelter-in-place issues), the status of OEMHS' revision of facility emergency action plans, departmental continuity of operations (COOP) plans, and assumptions and expectations regarding departmental and employee responsibilities with regard to employee health and safety during emergency events.

#### Attachments

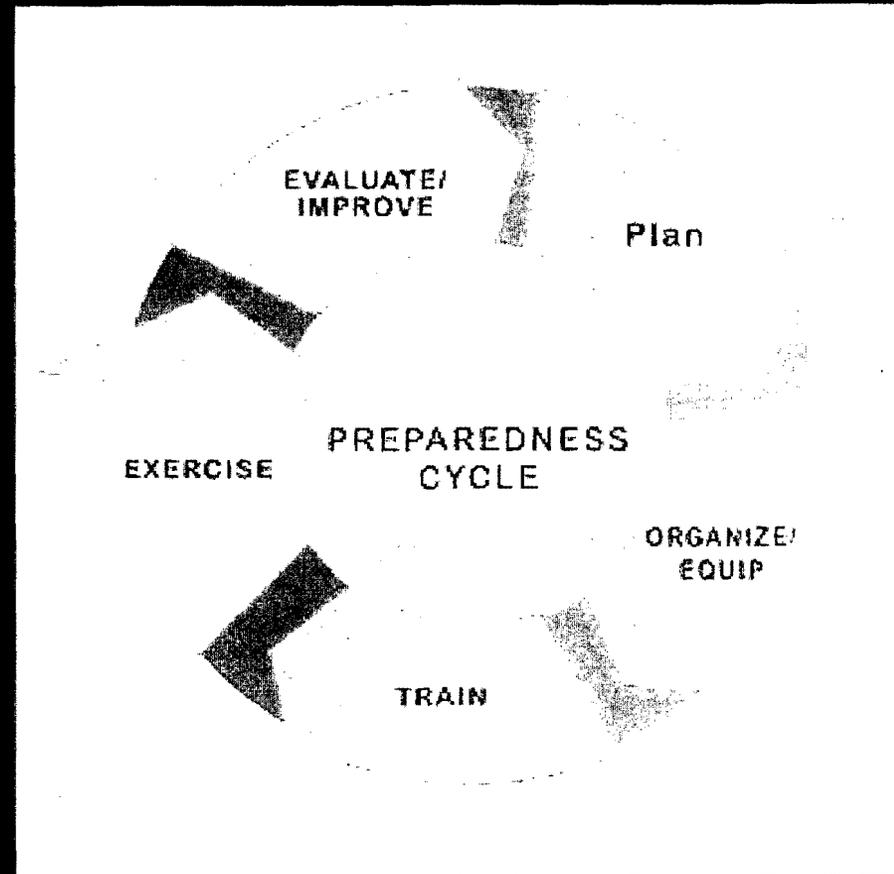
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Montgomery County  
Emergency  
Preparedness Programs

By  
Christopher Voss  
Manager  
Office of Emergency Management  
and Homeland Security

# Worker Safety - Preparedness Cycle

- County Worker Safety Program
  - Facility Emergency Action Plans
  - Worker Safety Handbook
- Shelter in Place Process
- County and Regional Evacuation Planning
  - Coordinated Emergency Transportation Operations Plan



# Facility Emergency Action Plans

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- Building specific plans covering roles and responsibilities
- Building layout and evacuation plans
- Emergency checklists
- Shelter in place instructions
- Incident specific situations
  - Severe weather
  - Bomb threat
  - Workplace violence
  - Power disturbance



## FACILITY EMERGENCY ACTION PLAN

**County Office Building**  
100 Maryland Avenue  
Rockville MD

Updated: December 7, 2011

# Facility Emergency Action Plans (continued)

- Plans contain procedures helpful checklists for people assigned specific roles during evacuations
  - Each building also has a chief warden and an assistant chief
- Plans provide a common format for all facilities but ownership lies with the building leadership.

## DEPARTMENT EVACUATION CHECKLIST

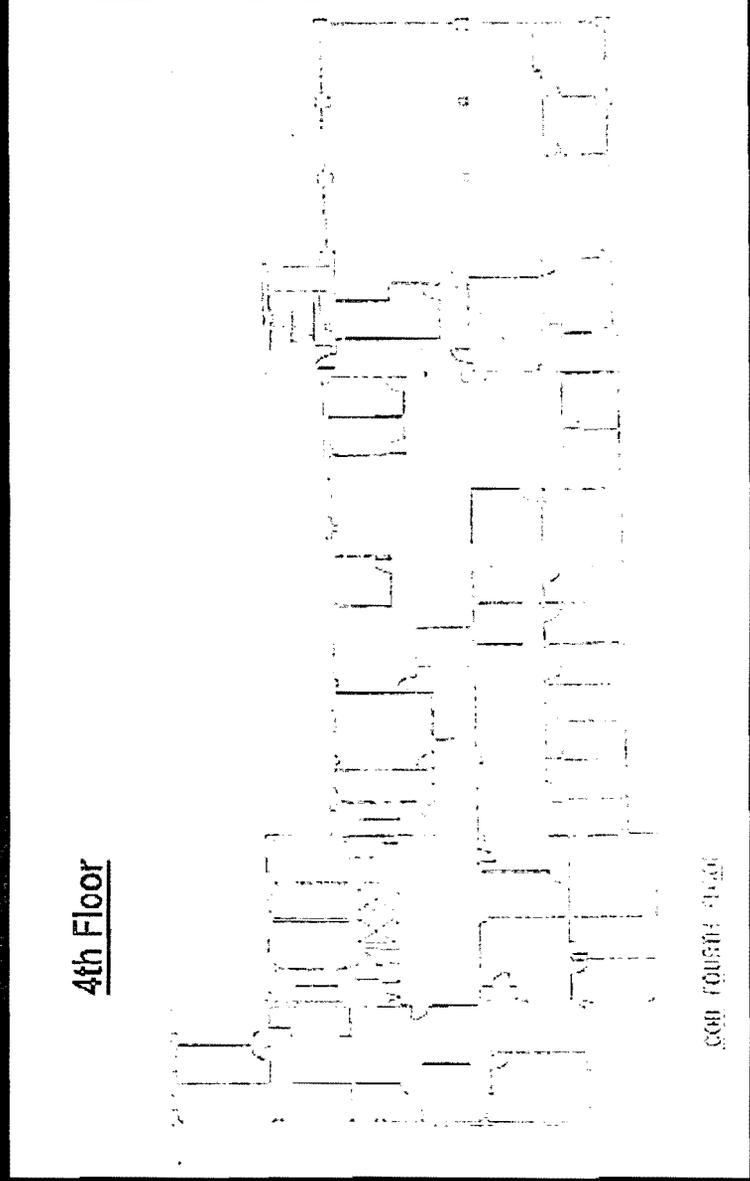
Department/division: \_\_\_\_\_

Department leaders, floor wardens, and stair wardens should review this checklist regularly and in advance of drills to ensure all staff members understand their roles and responsibilities.

Official	Duty	Complete
Department Leader	Ensure all staff members have reviewed the department's evacuation plan and understand their responsibilities.	
Department Leader	Ensure floor wardens, stair wardens, and their backups are assigned and familiar with their roles.	
Department Leader	Identify any staff members that will need assistance and assign a 'buddy' to remain in the stairwell with this person (with the door closed) until Fire officials arrive.	
Department Leader	Ensure that staff knows where the assembly area is located once they have evacuated.	
Floor Wardens	Ensure familiarity with your section including which staff members work in that area and the evacuation routes to the nearest exit.	
Floor Wardens	Ensure exit signs and evacuation diagrams are posted, and make sure all walkways and hallways have a minimum of 36 inches of passable clearance width.	
Floor Wardens	Ensure you have the most updated copy of the staff list. Take it with you during the evacuation to take a headcount at the assembly area.	
Stair Wardens	Ensure familiarity with your responsibilities, and ensure you know the Floor Wardens in your area.	

# Facility Emergency Action Plans (continued)

- Plans contain evacuation procedures and floor plans for the entire building

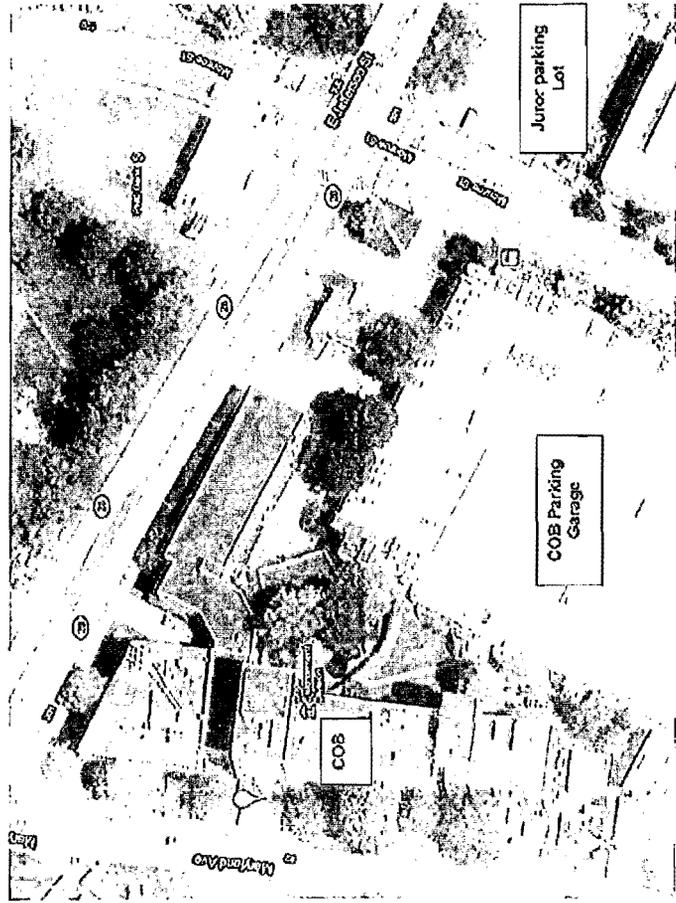


# Facility Emergency Action Plans (continued)

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- For each building, Evacuation Meeting Points are being re-evaluated and updated as necessary

Overview of COB and the Evacuation Meeting Point (Juror Parking Lot)



# Worker Safety Handbook

- Developed in 2011
- Emergency Procedures for
  - Bomb Threats
  - Inclement Weather
  - Electrical Outage
  - Earthquake
  - Suspicious Mail
  - Hazardous Material Incidents
  - Fire
  - Medical Emergencies
  - Workplace violence

Montgomery County  
Government



EMPLOYEE EMERGENCY  
HANDBOOK

"We pursue the common good by working for and with Montgomery County's  
divers, creating members to provide A Responsive and Accountable County  
Government, Affordable Housing in an Inclusive Community, An Effective and  
Efficient Transportation Network, Children Prepared to Live and Learn, Healthy  
and Sustainable Communities, Safe Streets and Secure Neighborhoods, A Strong  
and Vibrant Economy, and Vital Living for All of Our Residents."  
-- Montgomery County Mission Statement

# Worker Safety Training

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- **Training**
  - **On-line**
    - Through the HR training Website allows county workers to educate themselves and provides a short exam to determine the level of understanding
  - **Classroom (2- hour)**
    - Conducted monthly with representatives throughout public safety providing workers helpful information and tips on preparing for events listed in the worker safety handbook
    - Next Class is being held on January 27<sup>th</sup>
- **Exercises**
  - OEMHS has taken over the coordination and monitoring of building evacuation throughout the county
- **Corrective Action**
  - Building improvement and fire code analysis

# Worker Safety Training

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- This training is designed to prepare employees for various types of emergencies.
  - Module 1: Employee Policies and Notification
    - The need for emergency preparedness training, sources for emergency information and employee leave policies.
  - Module 2: Emergency Response Procedures
    - Understand the responses required by emergencies such as a fire, bomb threats, earthquakes and severe storms.
  - Module 3: Sheltering-in-Place and Special Needs
    - Be able to implement Sheltering-in-Place
    - How to assist those with special needs during an emergency
  - Module 4: Personal Preparedness
    - Be able to develop a Family Emergency Plan

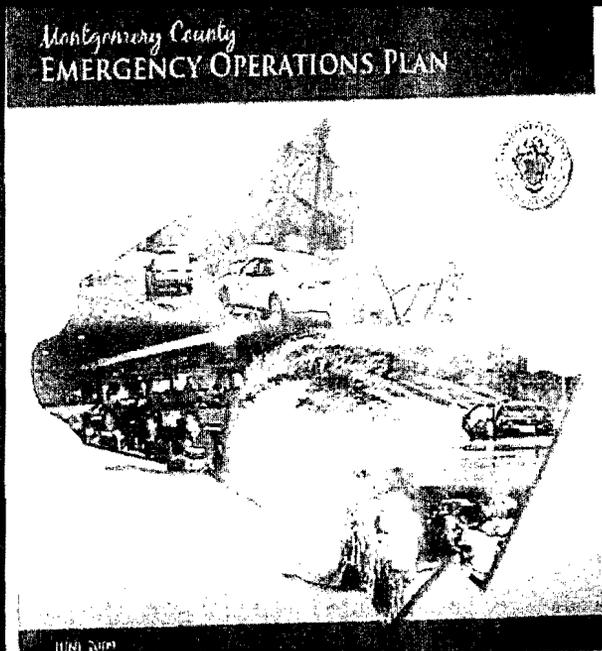
# Shelter-in-place

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- Both the Employee Emergency handbook and the Facility Emergency Action Plan have sections explaining how best to shelter in place.
  - In many instances there may be something known about the situation and staff and supervisors should take this into account.
- Neither plan has included direction asking employees to “stay put” until roadway conditions improve, but the direction does not prevent this type of decision.
- Some Departments have supplies based on individual “operational” needs.

# Emergency Evacuation Planning

- What Needs to be addressed
- Who is Responsible
- How will the issue be mitigated



# Event Sequence

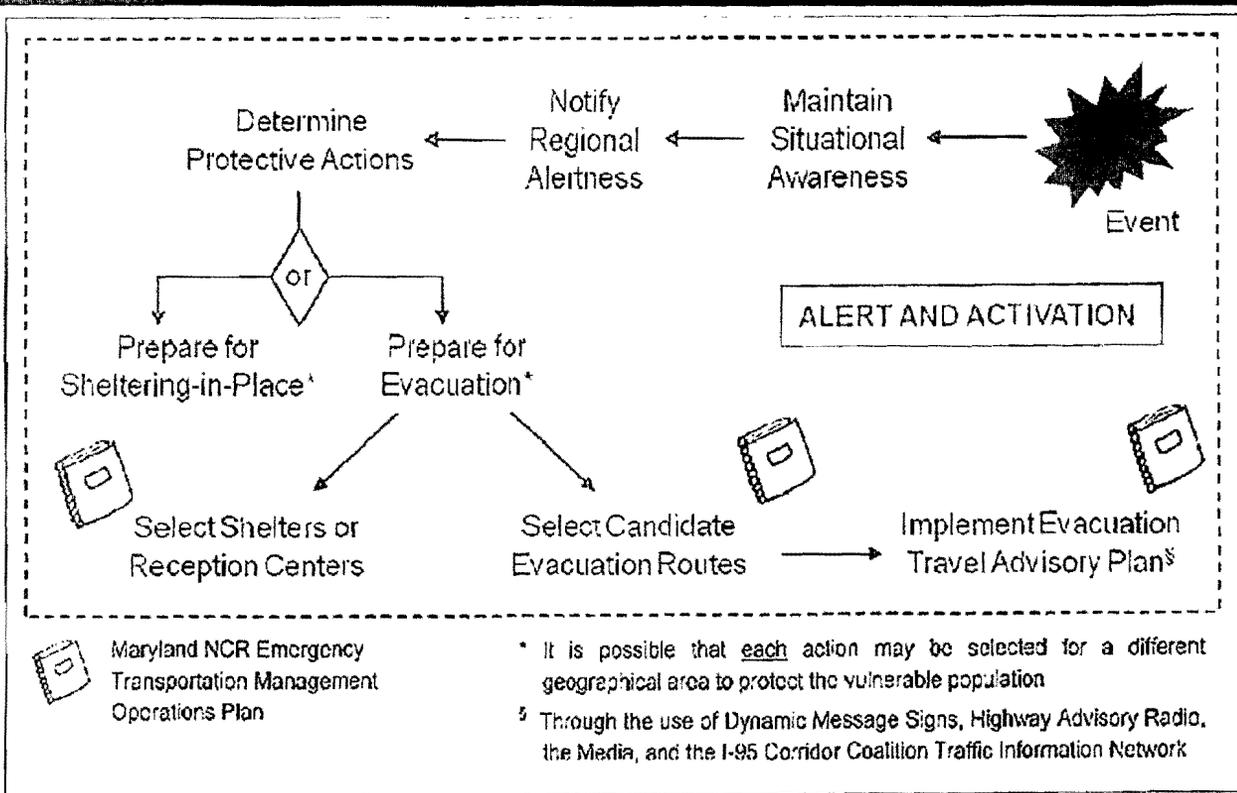


Figure 4-1: Alert and Activation Phase of Emergency Traffic Operations

## ■ Notification

- Media
- Variable Message Signs
- EAS
- Alert Montgomery
- NOAA Alert System
- Reverse 911



## Functional and Flexible Approach

- Plans focus on moving people away from harm
- Not every detail needs to be implemented for every event
- Several Actions require an implementation timeline
- Mirror plans exist for DC and Northern Virginia

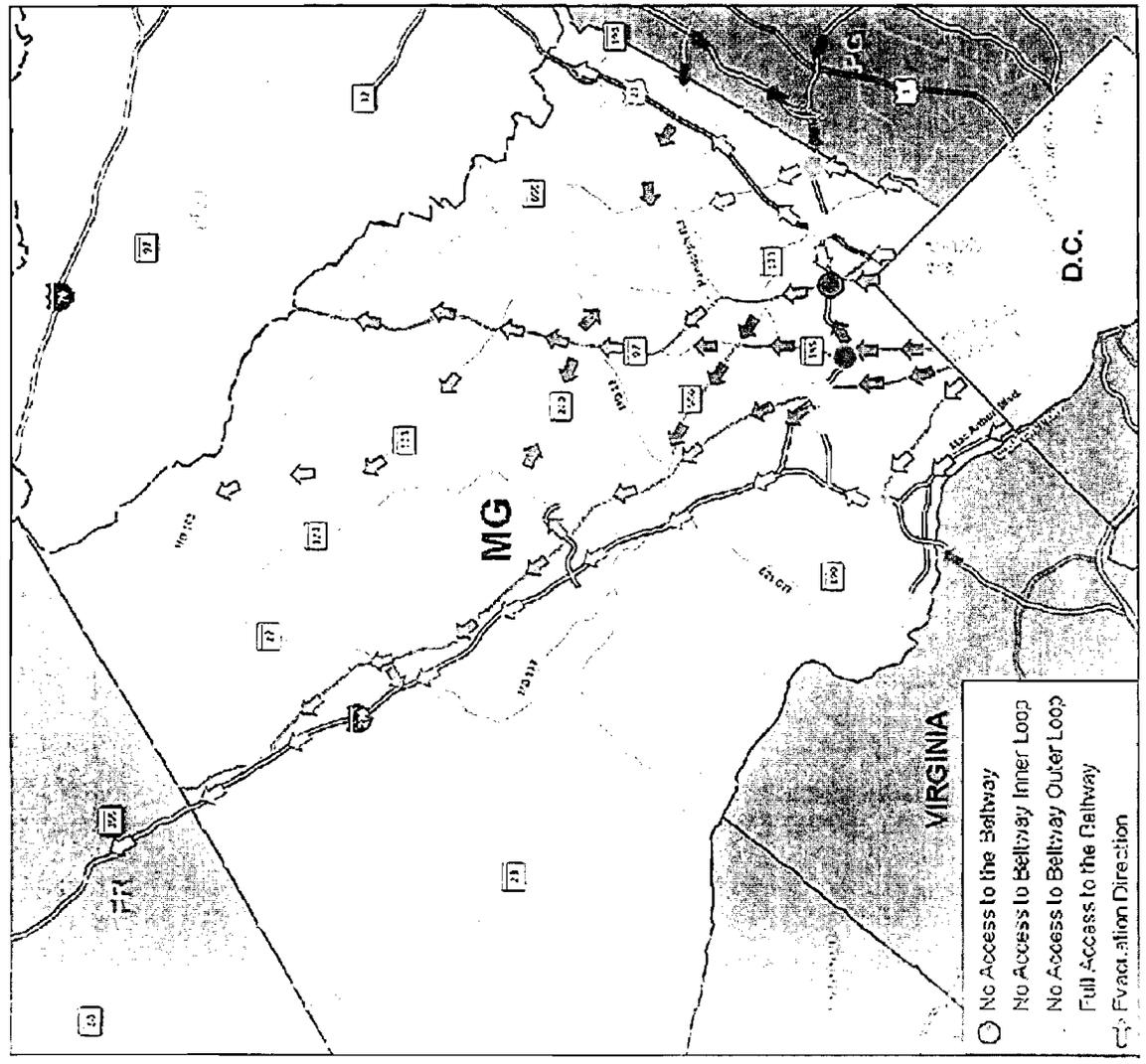


Figure 6-8: Overall Traffic Management Strategy in Montgomery County for the Washington, D.C., Scenario



# Emergency Evacuation Planning

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- Coordinated Emergency Operations Plan
  - Identifies specific areas inside and outside the county
  - Localized emergencies are likely to begin with walkers heading to rally point followed by bus bridges
- Operational Improvements
  - Emergency Backup Power for traffic signals
  - Traffic camera interoperability
  - Webeoc (situational awareness tool)

Excerpt



# **FACILITY EMERGENCY ACTION PLAN**

**County Office Building**  
**100 Maryland Avenue**  
**Rockville MD**

Updated: December 7, 2011

## **FORWARD**

Montgomery County Government (MCG) is committed to providing a safe and healthy work environment for all of its employees. Unfortunately, situations may arise in which steps must be taken to protect the safety of the employees and of the facility. The **County Office Building (COB) Facility Emergency Action Plan** was prepared as a guide for all county employees to follow in the event of an emergency.

This manual will give instructions on emergency evacuations, shelter in-place, employee accountability, supervisory responsibilities, and employee responsibilities. The manual shall be used in conjunction with the *Employee Emergency Handbook*. Along with this manual, frequent employee trainings and drills shall be conducted to ensure the effectiveness of the plan.

This Emergency Action plan is also meant to assure compliance with OSHA standards contained in **29 CFR 1910.38(b)** *Written emergency action plans*. An emergency action plan must be in writing when there are more than 10 employees at the work place. The EAP must be kept in the workplace, and shall be made available to employees for review.

**1910.38(c) *Minimum elements of an emergency action plan.*** An emergency action plan must include at a minimum:

- Procedures for reporting a fire or other emergency; 1910.38(c) (1)
- Procedures for emergency evacuation, including type of evacuation and exit route assignments; 1910.38(c)(2)
- Procedures to be followed by employees who remain to operate critical plant operations before they evacuate; 1910.38(c)(3)
- Procedures to account for all employees after evacuation; 1910.38(c)(4)
- Procedures to be followed by employees performing rescue or medical duties; 1910.38(c)(5) and
- The name or job title of every employee who may be contacted by employees who need more information about the plan or an explanation of their duties under the plan. 1910.38(c)(6).

**1910.38(d) *Employee Alarm System.*** An employer must have and maintain an employee alarm system. The employee alarm system must use a distinctive signal for each purpose and comply with the requirements in § 1910.165.

**1910.38(e) *Training.*** An employer must designate and train employees to assist in a safe and orderly evacuation of other employees.

**1910.38(f) *Review of emergency action plan.*** An employer must review the emergency action plan with each employee covered by the plan:

- when the plan is developed or the employee is assigned initially to a job; 1910.38(f)(1)
- when the employee's responsibilities under the plan change; 1910.38(f)(2)
- and when the plan is changed. 1910.38(f)(3).

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Excerpt

# Montgomery County Government



## EMPLOYEE EMERGENCY HANDBOOK

"We pursue the common good by working for and with Montgomery County's diverse community members to provide A Responsive and Accountable County Government, Affordable Housing in an Inclusive Community, An Effective and Efficient Transportation Network, Children Prepared to Live and Learn, Healthy and Sustainable Communities, Safe Streets and Secure Neighborhoods, A Strong and Vibrant Economy, [and] Vital Living for All of Our Residents."

-- Montgomery County Mission Statement

**A special thanks to the following organizations for their contributions to the development of the Montgomery County Employee Emergency Handbook and training program:**

Montgomery County Department of Health and Human Services  
Montgomery County Office of Human Resources  
Montgomery County Fire & Rescue Service  
Montgomery County Department of General Services  
Montgomery County Department of Police



OFFICE OF THE COUNTY EXECUTIVE  
ROCKVILLE, MARYLAND 20850

Isiah Leggett  
County Executive

## Message from the Offices of the County Executive

To All Montgomery County Employees:

Montgomery County is committed to providing emergency preparedness guidance and training to all government employees. Every member of the Montgomery County workforce has a role in an emergency situation. Employees must assume responsibility for their own planning and safety in an emergency, as well as work effectively with emergency planning officials.

This "Montgomery County Government Employee Emergency Handbook" provides information related to various types of emergencies that may occur either while employees are at work or home. All employees should be prepared and should be well versed in emergency procedures, as well as to facilitate the execution of actions during an actual emergency.

To ensure the effective and efficient execution of these procedures during an actual emergency, various types of drills should be conducted by agencies or departments throughout the year. Employees should practice their emergency response and assess their own emergency preparedness before an emergency actually strikes. This is a fundamental component of Montgomery County Government Employee Emergency Preparedness. Only through the full comprehension and practice of these emergency procedures will the maximum number of people and amount of property be protected. Employee personal safety is always paramount.

Please take some time to review this Handbook and assess your own level of personal preparedness. I am confident that with these actions, Montgomery County Government can be one of the most prepared governments in the state.

Sincerely,

Isiah Leggett  
County Executive

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## Employees' Roles in Responding to Emergencies

The intention of this handbook is to prepare all Montgomery County employees for various types of emergencies with which you might be faced. This preparation will help improve your safety, as well as that of your colleagues. If employees require assistance for personal emergency planning, you should discuss this with your coworkers, supervisors and/or security staff in the building so that if necessary, staff may strategize their response plans with someone in management. Knowing what to do in case of each type of emergency is extremely important; however, there are several constant concepts to keep in mind:

- If an emergency strikes while you are at your work site, you are to take whatever actions necessary to protect yourself. In emergency situations, call 911. Check in with your supervisor or other designated person at your worksite. If you are injured or otherwise unable to contact your family, every effort should be made to contact your family using the Emergency Contact Information you have provided the Department.
- If an emergency strikes while you are not at your usual place of work (e.g., you are doing field work, working in another office), call 911 and notify your supervisor, or someone else at your work site, as soon as possible.
- **NOTIFICATION:**
  - Be prepared with a battery-operated radio; listen to radio stations for emergency broadcasts and instructions:
    - **WMAL 0630 AM**
    - **WTOP 1500 AM & 103.5 FM**
    - **WWRC 1260**
    - **WKYS 93.9**
  - Prior to an emergency, sign up for:
    - A. **Alert Montgomery** to receive important emergency alerts, notifications and updates to all of your devices, including your cell phone, e-mail, text pager, wireless PDA, and XM Radio Channel 214. This alert system is available to all Montgomery County residents, employees, and interested parties. You can sign up for Alert Montgomery at <https://alert.montgomerycountymd.gov/index.php?CCheck=1>.
    - B. The **Montgomery County Emergency Network (MCEN)** to receive important emergency and priority information through e-mail, phone and text message. This system differs from Alert Montgomery in that it is only available to Montgomery County Employees and enables groups and departments to send specific information to its members. While your work e-mail address is already in the system, you can sign up and add personal and/or family devices to MCEN at <https://mcen.montgomerycountymd.gov/index.php?CCheck=1>.

## Emergency Leave Policies

In the event of an emergency, employees should listen to local radio and television news stations to determine the status of the County offices. In some cases, only those individuals designated as essential employees will be required to report to work. The type of leave announced will dictate whether or not you must report to work.

### Essential Employees

- ❖ Essential employees are those employees required to report to work during an emergency, unless they are prevented from doing so by severe weather or other emergency.
- ❖ Department directors should ensure that employees that are designated as essential are informed of this; however, directors may designate a non-essential employee as essential during a particular emergency if needed to perform critical work.

### **MODIFIED LIBERAL LEAVE (MCPR 2001 SECTION 15-6)**

- During a modified liberal leave period, minimum staffing must be maintained; however, department directors will try to permit as many employees as possible to be on leave. An employee who wants to use leave must request and obtain approval.

### **LIBERAL LEAVE (MCPR 2001 SECTION 15-6)**

- An announcement of Liberal Leave permits employees to use leave when reporting late, leaving work early or electing to remain at home. Notification of the use of Liberal Leave, which can be done through voice mail, must be made to the supervisor.

### **GENERAL EMERGENCY (MCPR 2001 SECTION 15-6)**

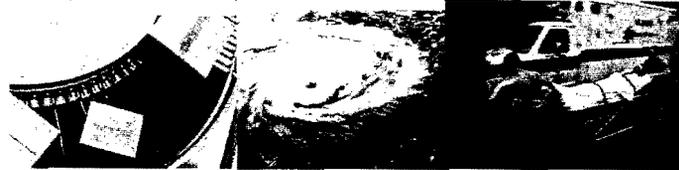
- Announcement of a General Emergency requires all employees previously designated as essential to report to work as scheduled. Non-essential employees are placed on administrative leave for the period of their work schedule covered by the Emergency.

○ **Definition: General Emergency** – “A period declared by the County Executive or Chief Administrative Officer (CAO) during which government offices are closed and public services are temporarily limited or not available because of severe weather or other extraordinary conditions.” (MCPR 2001 Section 1-28)

# Emergency Procedures

The following pages describe emergency procedures for certain potential emergency situations. These procedures are intended as a general guideline and are in no way intended to contradict first responder instructions. Additionally, although the following list of emergencies represents the most common types that may be faced, possible emergencies are not limited to those listed. **In all cases, call 911 if you need immediate emergency assistance.**

Please make yourself familiar with these procedures so that when an actual emergency arises, you are ready to take action. As stated earlier, the first priority in an emergency should always be to maintain life and safety.



INCLEMENT WEATHER

EARTHQUAKE

ELECTRICAL POWER OUTAGE

BOMB THREATS

SUSPICIOUS MAIL/PACKAGES

HAZARDOUS MATERIALS INCIDENT

FIRE/SMOKE

FLOOD EMERGENCY

WORKPLACE VIOLENCE

MEDICAL EMERGENCY



EMERGENCY PROCEDURES

## INCLEMENT WEATHER

### IN THE EVENT OF INCLEMENT WEATHER CONDITIONS:

- Employees will be notified of the opening or closing of offices through public service announcements on local radio and television stations as well as the Alert Montgomery system.
- Employees should prepare themselves with the necessary equipment to be able to receive and read those emergency messages; for example, vision-impaired employees may need a special program on their cellular telephones that "reads" text messages aloud to the user. Employees should have a battery-operated radio available.
- If inclement weather conditions arise during the course of normal business hours, and a General Emergency or Liberal Leave period is designated, employees will be notified through department channels or county communication.

### WATCH VS. WARNING

- ❖ It is important to understand the differences between weather watches and warnings. A watch usually indicates a hazardous weather event is **possible**. A warning usually indicates the event is **likely or imminent**.

### ELECTRICAL POWER OUTAGE

- **REMAIN CALM.** Most of the time, building power will be restored automatically within seconds. If it is safe to do so, turn off equipment.
  - Employees with any need for medical devices should be sure to keep a back-up battery on hand.
  - Special telephones for special needs, including access to TTYs, should be backed up.
  - Account for all people in your immediate area or span of responsibility.
  - **Report** the electrical outage to Operations and Maintenance at 240-777-5399 with the following information: (Phones in the immediate outage area may not function; keep cellular telephones charged and accessible wherever possible.)
    - **Where are you (building name, which floor, what room)?**
    - **Where is the outage?**
    - **What known hazards exist to first responders?**
  - Await further instructions from supervisor.
- Once power is restored, check all equipment for proper function and reset if necessary and if it is within your training to do so. Request the assistance of an individual trained in the use of any equipment with which you are not familiar.

## EARTHQUAKE

Although earthquakes are not common in Montgomery County, they can and do occur. During an earthquake it is important to remain calm and to take cover from falling debris and moving objects. It is critical in preventing injury or death to resist the urge to move to other parts of the building or outside during an earthquake. Most earthquake-related deaths and injuries occur when people are attempting to move or leave a facility during the quake.

### **During an Earthquake**

- **DROP** to the ground and take **COVER** by getting under a sturdy table or other piece of furniture and **HOLD ON** until the shaking stops. If there isn't a table or desk near you, cover your face and head with your arms and crouch in an inside corner of the building. Stay away from glass, windows, outside doors and walls, and anything that could fall, such as lighting fixtures or furniture.
- Use a doorway for shelter only if it is in close proximity to you and if you know it is a strongly supported, load bearing doorway.
- Stay inside until the shaking stops and it is safe to go outside.
- If outside, stay there and move away from buildings, streetlights, and utility wires.
- Be aware that the electricity may go out or the sprinkler systems or fire alarms may turn on.
- DO NOT use the elevators.
- DO NOT attempt to go outside until the shaking has stopped.
- DO NOT attempt to turn light switches on and off.
- DO NOT light a match.

### **After an Earthquake**

- Only evacuate the building if it becomes hazardous or when told to do so by rescue personnel (follow the evacuation plan on page 12).
- Be aware of aftershocks, they are usually not as strong but can cause more damage to weakened structures and may continue for days, months or even years after the initial quake.
- **If you smell gas or suspect a gas leak:** evacuate the building immediately and go to a location where you no longer smell gas. Report the leak by calling 911 (If Fire/Rescue are not already on the scene).
- **If there is electrical damage:** evacuate the building immediately. Report the electrical hazard by calling 911.

**Note: 911 should ONLY be used for life-threatening emergencies NOT for information purposes.**