



CITY OF MUSKEGON
SUPPORT EMERGENCY OPERATIONS PLAN

Severe Weather Events

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CITY OF MUSKEGON

SUPPORT EMERGENCY OPERATIONS PLAN

An all-hazards plan supporting the Muskegon County Emergency Operations Plan/Emergency Action Guidelines, for use in the event of disaster or severe emergency of natural, human, wartime, technological or terrorism origin.

March 20, 2023


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PROMULGATION DOCUMENT

Officials of the City of Muskegon, in conjunction with the County of Muskegon and Michigan State Emergency Management (EM) agencies, have developed this Support Emergency Operations Plan that will enhance the local emergency response capability.

This plan, when used properly and updated, will assist local government officials to accomplish their primary responsibilities of protecting lives and property in their community. This plan and its provisions will become official when it has been signed and dated below by the Chief Administrative Official (CAO) of the municipality.



Chief Administrative Official
City of Muskegon

5/12/25
Date

APPROVAL AND IMPLEMENTATION

The Support Emergency Operations Plan, referred to in this document as the Support EOP, describes how the City of Muskegon will handle emergency situations in cooperation with the Muskegon County Emergency Management Program. The Support EOP assigns responsibilities to agencies for coordinating emergency response activities before, during, and after any type of emergency or disaster. The Support EOP does not contain specific instructions as to how each department will respond to an emergency; these can be found in the plan annexes or separate Standard Operating Procedures (SOP).

The goal of the Support EOP is to coordinate emergency response efforts to save lives, reduce injuries, and preserve property. The Support EOP addresses emergency issues before and after an emergency, but its primary goals are to assemble, mobilize and coordinate a team of responders that can respond to any emergency, and describe response procedures in relation to the county response procedures.

The Support EOP will use a graduated response strategy that is in proportion to the scope and severity of an emergency. The City of Muskegon will plan, prepare and activate resources for local emergencies that affect the local area (or a specific site) and/or widespread disasters that affect the entire state and/or nation.

The Support EOP was developed by an Emergency Operations Team (EOT) consisting of key departments covering emergency functions such as law enforcement, fire, and public works. The team works to establish and monitor programs, reduce the potential for hazard events in the community through planning, review, and training, and assist the Muskegon County Emergency Management Program in developing and maintaining the County EOP.

The Support EOP must be signed by the current CAO each time it is updated, with the exception of the following activities:

1. Minor updates e.g. changing system names, grammar, spelling or layout changes
2. Updates to the annexes

These activities may be updated in the plan without the CAO signature by the following individuals:

1. Emergency Management Liaison
2. Department head responsible for an annex

Homeland Security Presidential Directive (HSPD) 5 facilitates a standard management approach to major incidents, the National Incident Management System (NIMS). NIMS is administered as part of the National Response Framework (NRF) which integrates the federal government into a single, all discipline, and all-hazards plan. NIMS will provide a nationwide approach that enables federal, state, tribal and local government agencies to "work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size or complexity." This Support EOP has integrated NIMS concepts, including the Incident Command System (ICS), and language to help incident management operate in accordance to the NIMS using the guidance provided by the Department of Homeland Security (OHS).

During an emergency, all response personnel will use the ICS to manage the incident and employ emergency resources at the site. The Emergency Operation Center (EOC) will coordinate additional resources when needed. This EOP will be used during community recovery after an emergency.

This plan supersedes all previous plans.

RECORD OF REVISIONS

The following is a list of revisions made to the Support EOP. This chart tracks the date that changes were made, reason for the changes, updated pages, and who made the revision.

Date	Reason for Revision	Page Numbers	Revised By
5/12/25	Updated Entire Document	All	Timothy Kozal

RECORD OF DISTRIBUTION

The following is a list of the individuals and facilities that have been provided a copy of the EOP in order to conduct the assigned tasks addressed in this plan.

Title of Recipient		Name of Recipient	Agency	Date	Number of Copies
Chief Administrative Official		Jonathan Seyferth	City of Muskegon		
Mayor		Ken Johnson	Muskegon City Commission		
Muskegon County Emergency Management Coordinator		Renee Gavin	Muskegon County Sheriffs Office		
City of Muskegon Emergency Management Liaison		Timothy Kozal	City of Muskegon		
Communications and Warning Official		Jason Wolford	Muskegon County Central Dispatch		
Damage Assessment Official		Dan VanderHeide	City of Muskegon DPW		
Fire Services Official		Timothy Kozal	Muskegon Public Safety		
Mass Care, Emergency Assistance, Housing, and Human Services Official		Jake Eckholm	City of Muskegon Planning		
Public Health and Medical Services Official		Chad Crook	Trinity Health EMS		
Public Information Official		Jonathan Seyferth	City of Muskegon		
Muskegon Public Information Center		Timothy Kozal	City of Muskegon		
Muskegon Emergency Operations Center		Timothy Kozal	City of Muskegon		

BASIC PLAN

Purpose

The City of Muskegon has elected to incorporate into the Muskegon County Emergency Management Program. As partners in the five phases of emergency management, mitigation, preparedness, prevention, response and recovery, the City of Muskegon and the Muskegon County Emergency Management Program share joint responsibilities. The City of Muskegon Support EOP has been developed to identify these responsibilities. It is to be used in concurrence with the County EOP. In accordance with Section 19 of the Michigan Emergency Management Act (1976 PA 390, as amended), activation of this plan at the beginning of a disaster or emergency also establishes eligibility to receive state assistance for disaster related expenses incurred during a State of Emergency or Disaster declared by the Governor, for which federal assistance is unavailable.

Scope

The City of Muskegon Support EOP is an adaptable document that can be applied to all hazards. Due to the unique nature of emergencies, it may become necessary to deviate from the contents of the plan when responding to an incident. Agencies that have been assigned supporting roles in this plan have developed and will maintain SOPs that provide systematic instructions for accomplishing their assigned functions. The local government conducts additional activities, such as personnel training, participation in exercises, public information, land-use planning, etc., to support emergency preparedness, mitigation, and response efforts. To facilitate efficient emergency management operations, the City of Muskegon continues to implement the National Incident Management System (NIMS).

Authorities and References

1. Authority of local officials during an emergency:
 - a. 1976 PA 390, as amended, local Emergency Management resolution,
 - b. City of Muskegon adoption of the Support EOP,
 - c. Executive Directive No. 2005-09, the state adoption of the NIMS,
 - d. The Robert T. Stafford Disaster Relief and Emergency Assistance Act,
 - e. Emergency Planning and Community Right to Know Act of 1986 (EPCRA) also known as the Superfund Amendments and Reauthorizations Act (SARA), Title III,
 - f. Good Samaritan Law and Know Act of 1986.
2. References used to develop the Support EOP:
 - a. NIMS,
 - b. NRF,
 - c. Michigan Emergency Management Plan (MEMP), Michigan State Police, Emergency Management and Homeland Security Division (MSP/EMSHD),
 - d. Pub 204, MSP/EMHSD.

Plan Development and Maintenance

To ensure that this Support EOP addresses the needs of the community and is consistent with the Muskegon County EOP, this document was developed in a cooperative, whole community effort between municipal government, local community, and the County Emergency Management Program. The Support EOP is updated after every change of the municipal CAO or update to the County EOP. After the plan is adopted by resolution of the Muskegon City Commission and approved by the CAO, it is forwarded to the County Emergency Management Program. The plan will be implemented, tested through exercises in concurrence with county officials, and maintained in accordance with the standards of the Muskegon County EOP.

This plan has been provided to all municipal departments, local elected officials, the County Emergency Management Program and all agencies tasked within the document. It includes this Basic Plan, which provides an overview of the municipality's preparedness and response strategies, and functional annexes that describe the actions, roles and responsibilities of participating organizations.

Situation Overview:

- A. The City of Muskegon has taken various preparedness and incident management steps to enhance capabilities in responding to incidents including:
1. The mitigation of potential hazards.
 2. Identification of emergency response agencies and mechanisms that will protect life and property before, during and after an emergency.
 3. Tasking agencies, organizations, and individuals with specific functions and responsibilities relative to emergency operations. Assigned tasks are explained in further detail under the "Organization and Assignment of Responsibilities."
 4. Integration with the Muskegon County EOP, Muskegon County hazard mitigation plan, MEMP, etc.
 5. The following table shows the five mission areas outlined in the NPG and the examples of capabilities and activities that have been established to be executed by the EM organization and within the scope of this EOP:

Mission Area	Purpose	Capabilities/Actions
Prevention	Prevent, avoid, or stop an imminent, threatened, or actual act of terrorism.	Heighten security for potential targets, investigate the nature and source of threats, disrupt illegal activities, and apprehend perpetrator, etc.
Protection	Protect individuals and assets against threats and hazards.	Develop plans through systematic planning processes, establish effective public information and warning systems to communicate significant hazards, create partnerships and networks between protection elements, facilitate information sharing between stakeholders, etc.
Mitigation	Reduce the loss of life and property by lessening the impact of future incidents.	Identify and assess hazards and vulnerabilities, develop mitigation plans that includes mitigation strategies, implement mitigation measures in support of the strategies, provide community with information on relevant hazards and empower them to make informed decisions, etc.
Response	Respond quickly to save lives, protect property and the environment, and meet basic human needs during/following an incident.	Activate EOC and establish a command-and-control structure to support and coordinate response activities, deploy resources and supplies, activate Mutual Aid Agreements (MAA)/Memorandum of Understanding (MOUs, coordinate with multiple agencies and jurisdictions, facilitate the restoration of Community Lifelines, etc.
Recovery	Recover and restore communities affected by an incident.	Conduct Damage Assessment (DA), plan for recovery at the same time as response actions are taken, restore infrastructure, apply for disaster assistance and reimbursements, consider mitigation opportunities while

		implementing recovery projects, inform public of recovery programs, etc.
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B. Community profile:

The City of Muskegon is located in the south west portion of Muskegon County. The community has a population of 37,552 residents. Approximately 12.2 percent of residents have been recognized as individuals with Access and Functional Needs. Many of the residents that require Functional Needs Support Services (FNSS) reside in congregate care centers, while others reside in non-group homes where support is provided as needed or on-call. The City's major industries are medical services and automotive manufacturing employing approximately 5,000 people. Due to these industries, the City is concerned with potential displaced citizens, closed streets and bridges dividing the community and presenting general public health/safety concerns.

C. Hazard and threat analysis:

According to the Muskegon County Hazard Mitigation Plan, communities in the county are most vulnerable to: severe weather events including high winds, snow/ice/sleet storms, coastal erosion; hazardous chemical incidents at fixed sites, along rail and highways, and from commercial marine vessels on Muskegon Lake. Areas within the City of Muskegon that are especially vulnerable to these hazards are: residential areas on the western end of Muskegon near Lake Michigan and Muskegon Lake; the Industrial Park located on the eastern most portion of the City, and the Water Filtration Plant located along Lake Michigan on Beach St. Additional hazards that have been identified as unique to the City of Muskegon can be found in Muskegon County's Hazard Mitigation Plan/Analysis.

Ten (10) sites that contain extremely hazardous materials are located in the City of Muskegon. Facility owners have reported the types of hazardous materials that are stored on-site, as required by the Emergency Planning and Community Right-To-Know Act (EPCRA). Pursuant to SARA Title III requirements, off-site emergency response plans have been developed by the Local Emergency Planning Committee (LEPC) to prepare fire departments for responding to the release of the specific hazardous materials on these sites.

D. Relationship between municipality and County Emergency Management Program:

Emergency management and response are primarily local responsibilities. However, disasters and emergencies might exhaust the resources and capabilities of local governments. Therefore, the City of Muskegon has chosen to incorporate into the Muskegon County Emergency Management Program. To coordinate emergency management related matters with the County Emergency Management Program, the City of Muskegon has appointed the Public Safety Director to serve as the Emergency Management Liaison. The Emergency Management Liaison facilitates communication and coordination between the City of Muskegon and county, and is the local point of contact for the County Emergency Management Coordinator (EMC).

Planning Assumptions

- A. The proper implementation of this plan will result in saved lives, incident stabilization, and property protection in the City of Muskegon.
- B. Some incidents occur with enough warning that necessary notification can be issued to ensure the appropriate level of preparation. Other incidents occur with no advanced warning.

- C. Depending upon the severity and magnitude of the situation, local resources may not be adequate to deal with an incident. It may be necessary to request assistance through volunteer organizations, the private sector, memorandums of understanding (MOUs), and/or county, state and federal sources. When provided, these will supplement, not substitute for, relief provided by local jurisdictions.
- D. All emergency response agencies within the City of Muskegon that have been tasked in the plan are considered to be available to respond to emergency incidents. Agencies will work to save lives, protect property, relieve human suffering, sustain survivors, stabilize the incident, repair essential facilities, restore services and protect the environment.
- E. When a jurisdiction receives a request to assist another jurisdiction, reasonable actions will be taken to provide the assistance as requested.
- F. Emergency planning is a work-in-progress; the Support EOP is consistently reviewed and updated.
- G. During an emergency or disaster, parts of the plan may need to be improvised or modified, if necessary, based on the situation.

Concept of Operations

- A. Activation of the Support EOP and declaration of a local state of emergency:

When the potential of an emergency exists, at the request of the EM Liaison, the Support EOP is activated by the County EM and the local Emergency Operations Center (EOC) is opened to facilitate activities that ensure the safety of people, property and environment. Pursuant to 1976 PA 390, as amended, the municipal CAO may declare a local state of emergency for the City of Muskegon if circumstances indicate that the occurrence or threat of widespread or severe damage, injury, or loss of life or property exist. In the absence of the City Manager, pursuant to local legislation, the Mayor is authorized to declare a local state of emergency. Upon a local declaration, PA 390 authorizes the municipal CAO to issue directives as to travel restrictions on local roads. To facilitate activities that ensure the safety of people, property and environment, a local declaration also activates this Support EOP and the municipal Emergency Operations Center (EOC). A local state of emergency shall not be continued or renewed for a period in excess of seven days except with the consent of the governing body of the municipality.

- B. The following procedures are conducted and coordinated with the county in response to an incident:

1. The Emergency Management Liaison will perceive the emergency, assess the hazard and ensure that municipal emergency response agencies, elected officials and County EMC are notified of the situation.
2. Municipal agencies assess the nature and scope of the emergency or disaster.
3. If the situation can be handled locally, the following guidelines are used:
 - a. The Emergency Management Liaison advises the CAO and coordinates all local emergency response actions.

- II. The Emergency Management Liaison activates the EOC. The EOC is located at Muskegon City Hall, 933 Terrace Street. If this location is unavailable, the alternate EOC location is Muskegon Central Fire Station, 770 Terrace Street.

- b. The CAO declares a local state of emergency. The Emergency Management Liaison notifies the County EMC and forwards the declaration to the County Emergency Management Program.

- c. Emergency Response Agencies are notified via telephone, radio/dispatch or text messaging to report to the EOC by the Emergency Management Liaison.
 - d. The CAO directs departments/agencies to respond to the emergency in accordance with the guidelines outlined in this plan and its annexes, and issues directives as to protective actions and travel restrictions on local roads.
 - e. The Emergency Management Liaison keeps the County EMC informed of the situation and actions taken.
4. If the emergency is beyond local control, municipal resources become exhausted, or special resources are needed, county assistance is requested through the County EMC.
5. If county assistance is requested, the County EMC assesses the situation and makes recommendations on the type and level of assistance. The county will also take the following steps:
 - a. Activate County EOC and EOP
 - b. Respond with county resources
 - c. Activate MAA/MOUs to supplement county resources
 - d. Notify MSP/EMSHD District Coordinator
 - e. Make available incident information to MSP/EMSHD and statewide agencies via the Michigan Critical Incident Management System (MI CIMS) online platform, by submitting and maintaining applicable MI CIMS boards and logs.
6. If county resources and capabilities are exhausted, the county requests the Governor to declare a State of Emergency or State of Disaster in accordance with procedures set forth in 1976 PA 390, as amended. If the emergency occurs solely within the confines of the municipality, the county shall not request state assistance or the Declaration of a State of Disaster or Emergency unless requested to do so by the municipal CAO.

Organization and Assignment of Responsibilities

Emergency Management Organization:

- The City of Muskegon emergency management organization is comprised of a Public Safety Division that is responsible for conducting activities in response to emergencies within the community. To facilitate an effective emergency response, this Division has been assigned specific emergency functions. The Division is responsible for implementing pre-disaster activities to prevent, mitigate and prepare for the various hazards that the community is vulnerable to. These activities include awareness training and public education, exercising, preparing Standard Operating Procedures (SOPs) and job aides, hygienic practices to prevent spreading of infectious diseases, stockpiling equipment, regulating land-use, etc.
- The following table lists the established emergency support functions, assigned agencies, primary points of contact, and phone numbers.

Function	Agency	Primary Contact	Phone
Direction, Control, and Coordination	Muskegon City Manager	Jonathan Seyferth	Office-231-724-6724 Cell-231-286-8458

Communications and Warning	Muskegon County Central Dispatch	Jason Wolford	Office-231-332-6604 Cell-231-206-5741
Damage Assessment	Muskegon Department of Public Works	Dan VanderHeide	Office-231-724-6993 Cell-616-443-0829
Fire Services	Muskegon Fire Department	Timothy Kozal	Office-231-724-6954 Cell-269-929-3141
Mass Care, Emergency Assistance, Housing, and Human Services	Muskegon Division of Development Services	Jake Eckholm	Office-231-724-6993 Cell-616-443-0829
Public Health and Medical Services	Professional Med Team (Pro Med)	Chad Crook	Office-231-720-1410 Cell-616-259-2232
Public Information	Muskegon City Manager	Jonathan Seyferth	Office-231-724-6724 Cell-231-286-8458
Public Safety and Security	Muskegon Police Department	Timothy Kozal	Office-231-724-6954 Cell-269-929-3141
Public Works	Muskegon Department of Public Works	Dan VanderHeide	Office-231-724-6993 Cell-616-442-0829

- The following table lists the alternates designated to represent the emergency functions.

Agency	1 st Alternate	2 nd Alternate
Muskegon City Manager	Timothy Kozal	LeighAnn Mikesell
Muskegon County Central Dispatch	Nick Martin	
Muskegon Department of Public Works	Todd Myers	Joe Buthker
Fire Department	Jay Paulson	Jim Diffell
Police Department	Andrew Rush	Tim Bahorski
Pro-Med	Dan Young	

- The City of Muskegon maintains a Public Safety Division which consists of a Police and Fire Department. Each department contributes to the safety and welfare of the community. Each department employs qualified emergency personnel and maintains equipment that can be used in emergency response. A list of resources available for utilization during incidents can be requested through the Emergency Management Liaison. If resource needs exceed the capabilities of the community, the CAO may activate MAA/MOUs and pre-disaster contracts, or it may become necessary to request county assistance.

Responsibilities:

- The following responsibilities have been assigned to each organization that has been assigned responsibility in this plan:
 - Assist in the development, review and maintenance of Support EOP and County EOP.
 - Report to the local EOC when activated for scheduled exercises or emergencies.
 - Build capabilities and develop/maintain SOPs for specific functions or actions identified in the plan. Continuously review and update procedures.
 - Maintain a list of resources available through the departments.
 - Establish MAA/MOUs and contracts with other jurisdictions and organizations to supplement municipal resources.
 - Activate MAA/MOUs and contracts with other organizations to supplement response activities when local resources become exhausted.
 - Train personnel in emergency management functions and NIMS/ICS concepts.
 - Protect vital records and other resources deemed essential for continuing government functions and each agency's emergency operations in accordance to procedures and policies.
 - Ensure compliance with this plan and the County EOP, and any pertinent procedures and documents that impact the provision of emergency services in the municipality.
- The annexes attached to this plan further describe nine emergency support functions and their associated responsibilities in mitigation, preparedness, prevention, response and recovery. Annexes include the organizations that are responsible for carrying out the emergency functions, and assign tasks associated with each function.

ANNEXES

The annexes attached to the Basic Plan describe all-hazard functions and include the roles and responsibilities that each responsible agency should consider during an emergency for which the Support EOP has been activated. Each annex contains: the agencies responsible for carrying out a function, their assigned tasks, and the concept of operations.

The annexes attached to this plan include the following functions:

Annex A, Direction, Control, and Coordination

Annex B, Damage Assessment

Annex C, Communications and Warning

Annex D, Fire Services

Annex E, Mass Care, Emergency Assistance, Housing, and Human Services

Annex F, Public Health and Medical Services

Annex G, Public Information

Annex H, Public Safety and Security

Annex I, Public Works

ANNEX A

DIRECTION, CONTROL, AND COORDINATION

The Direction, Control, and Coordination function is responsible for the activation, organization and operation of the local EOC, the facilitation of incident management, response, and recovery efforts, and coordination with the County Emergency Management Program.

Direction, Control, and Coordination officials will maintain liaison and coordinate emergency management and response activities with the Direction, Control and Coordination function at the county level.

Responsible Agency: City Manager's Office

Direction, Control, and Coordination Checklist

	Report to the EOC, when activated, for scheduled exercises and disasters, or delegate another representative from the agency to staff the EOC and implement the plan.
	EOC operations
	Activate the EOC and ensure that appropriate staff is notified.
	Establish a system of coordination, such as ICS (see Figure 1), within the EOC. (Field operations at the ICP are required to utilize ICS.)
	Maintain administrative materials for the EOC, i.e., pencils, paper, maps, and status boards.
	Ensure copies of the Support EOP and EOC SOPs are available to EOC staff.
	Coordinate with law enforcement officials for EOC security.
	Local authority
	Direct and coordinate response activities in accordance with this plan, including prioritizing allocation of scarce resources.
	Relieve jurisdiction employees of normal duties and temporarily reassign them to emergency duties, and employ temporary workers, as necessary.
	Declare a local state of emergency.
	Issue directives as to travel restrictions on municipal roads.
	Recommend appropriate protective measures to ensure the health and safety of people and property.
	Assistance to other agencies
	Advise the County Emergency Management Coordinator of the situation and maintain liaison with the County Emergency Management Program.
	Establish communications with and provide support to the Incident Command Post (ICP).
	Provide frequent staff briefings and ensure all groups function as planned.
	Inform legislative body of measures taken.
	Review and authorize the release of information to the public through the Public Information Officer (PIO).
	Logistics
	Ensure all resources are made available for response.
	Formulate specific assistance requests to adjacent jurisdictions and the county.
	Activate MAA/MOUs and contracts with other jurisdictions and organizations.
	Provide aid to other communities as provided for in MAA/MOUs.
	Ensure staff maintains list of actions taken and financial records.

DIRECTION, CONTROL, AND COORDINATION

The following agency is responsible for this annex:

AGENCY	TITLE OF CONTACT
City of Muskegon	Muskegon City Manager

The line of succession for the CAO for representing the Direction, Control, and Coordination function during a response to an emergency or disaster situation is:

TITLE	AGENCY
Director of Public Safety	Muskegon Department of Public Safety
Deputy City Manager	City of Muskegon

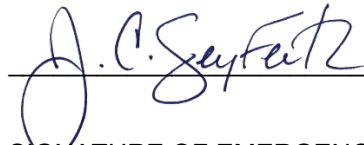
The line of succession for the Emergency Management Liaison for representing the Direction, Control, and Coordination function during a response to an emergency or disaster situation is:

TITLE	AGENCY
Deputy Director of Public Safety	Muskegon Department of Public Safety
Captain, Operations Division	Muskegon Department of Public Safety

The CAO and Emergency Management Liaison are responsible for reporting or delegating an individual from their agency to report to the EOC during scheduled exercises or emergencies to coordinate and represent the Direction, Control, and Coordination function.

SIGNATURE OF CHIEF ADMINISTRATIVE OFFICIAL


DATE



5/25/25

SIGNATURE OF EMERGENCY MANAGEMENT LIAISON

DATE



4/14/25

ANNEX B

COMMUNICATIONS AND WARNING

The Communications and Warning function is responsible for alerting and notification of key officials, receiving and disseminating warning and critical emergency information to the public, and the establishment, maintenance, and coordination of communication protocols and links between the EOC and other incident facilities.

The Communications and Warning Official will maintain liaison and coordinate emergency management and response activities with the Communications and Warning functions at the county level.

Responsible Agency: Muskegon County Central Dispatch

Communications and Warning Checklist

	Report to the EOC, when activated, for scheduled exercises and disasters, or delegate another representative from the agency to staff the EOC and implement the plan.
	Communication links
	Ensure lines of communication have been established between all agencies represented in the local EOC, their department offices and their staff at the incident site. Available channels for establishing communications includes radios, telephone and cellular phones.
	Coordinate communications between municipal and county EOC. Available channels for establishing communications include radios, telephone, and cellular phones.
	Establish communications links with the adjacent communities and higher levels of government.
	Coordinate warning frequencies and procedures with adjacent communities and other Government agencies.
	Disaster warning and information
	Activate public warning systems when instructed to do so by the CAO or Emergency Management Liaison. Warning methods include door to door, First Call (Central Dispatch), Nixie (MPD), and news media notifications.
	Ensure that warning messages received through the Law Enforcement Information Network (LEIN), National Warning System (NAWAS), Emergency Alert System (EAS), local weather spotters, or other verifiable means are issued in a timely manner.
	Determine which facilities are endangered by the incident and contact those facilities. Ensure they are contacted when protective actions are rescinded.
	Notify special locations (e.g., schools, hospitals, nursing homes, major industries, institutions, and places of public assembly).
	Ensure that public warning systems provide notification to residents with Access and Functional Needs, such as the elderly, hearing impaired, non-English speakers, individuals with mobility limitations, etc.
	Official notification
	Ensure that all necessary officials have been notified and/or updated about the incident.
	Notify neighboring jurisdictions of impending hazard or hazardous situations when instructed to do so by the Chief Executive Official or Emergency Management Liaison.

COMMUNICATIONS AND WARNING

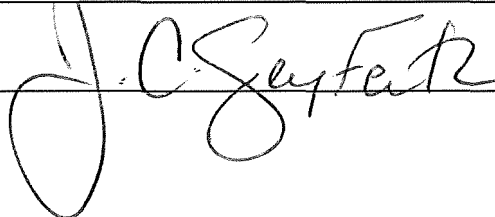
The following agency is responsible for this annex:

AGENCY	NAME OF CONTACT
Muskegon County Central Dispatch	Jason Wolford

The line of succession for representing the Communications and Warning function during a response to an emergency or disaster situation is:

NAME OF CONTACT	AGENCY
Jason Wolford	Muskegon County Central Dispatch
Nick Martin	Muskegon County Central Dispatch

Muskegon County Central Dispatch is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises or emergencies to coordinate and represent the Communications and Warning function.

IGNATURE OF COMMUNICATIONS AND WARNING OFFICIAL	DATE
	4-17-23

ANNEX C

DAMAGE ASSESSMENT

The Damage Assessment (DA) function is concerned with the process of documenting damage from emergencies in the community. Information gathered may be used to determine the extent of damage and impact on the community resulting from an incident to justify future federal funding, declarations of emergency, and disaster proclamations. An accurate damage assessment is a necessary part of the recovery phase and determines qualification for state and federal disaster aid.

The Damage Assessment Official will maintain liaison and coordinate emergency management and response activities with the DA function at the county level.

Responsible Agency: Muskegon Department of Public Works (DPW)

Damage Assessment Checklist

	Report to the EOC, when activated, for scheduled exercises and disasters, or delegate another from the agency to staff the EOC and implement the plan.
	Damage assessment
	Maintain current list of DA field team members.
	Maintain damage assessment field team supplies for contingency purposes, i.e., MSP/EMSHD Pub 901 Michigan Damage Assessment Handbook, blank forms, flashlights, cameras, pencils, Paper, maps, etc.
	Activate DA field teams.
	Collect both public and private damage assessment information.
	Record initial information on damages from first responders.
	Augment DA field teams, as the situation dictates.
	Dissemination of DA information
	Provide an initial DA to EOC staff.
	Provide and verify DA information to the CAO and, if necessary, assist in preparation of a local state of emergency declaration.
	Prominently display DA information in the EOC, including maps, situation updates and assessment data.
	Provide the PIO with current DA information for release to the public.
	Provide DA data to the Emergency Management Liaison. The Emergency Management Liaison will forward information to the County Emergency Management Program for submission in MI CIMS.
	Logistics
	Maintain a status list of requested resources.
	Compile and maintain a record of expenditures for personnel, equipment, supplies, etc.

DAMAGE ASSESSMENT

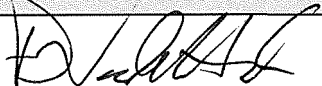
The following agency is responsible for this annex:

AGENCY	NAME OF CONTACT
Department of Public Works	Dan VanderHeide

The line of succession for representing the DA function during a response to an emergency or disaster situation is:

NAME	AGENCY
Dan VanderHeide	Muskegon Department of Public Works
Todd Myers	Muskegon Department of Public Works
Joe Buthker	Muskegon Department of Public Works

The Department of Public Works is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises or emergencies to coordinate and represent the DA function.

SIGNATURE OF DAMAGE ASSESSMENT OFFICIAL


DATE
4/14/23

ANNEX D
FIRE SERVICES

The Fire Services function is concerned with detecting and suppressing rural and urban fires and any that result from, or occur coincidentally with, an incident response.

The Fire Services Official will maintain liaison and coordinate emergency management and response activities with the Fire Services function at the county level.

Responsible Agency: Muskegon Fire Department

Fire Services Checklist

	Report to the EOC, when activated, for scheduled exercises and disasters, or delegate another representative from the Agency to staff the EOC and implement the plan.
	Response activities
	Coordinate fire response and search and rescue activities with appropriate personnel at the County Emergency Management Program, including assistance to regional special teams such as Regional Response Teams, Michigan Urban Search and Rescue (MUSAR), bomb squads, etc.
	Respond to hazardous materials spills.
	Coordinate with the County EMC and the State of Michigan in the decontamination of affected citizens and emergency workers after exposure to CBRNE hazards.
	Assist in searching for bombs and explosive devices in connection with terrorism or weapons of mass destruction (WMD) events.
	Assistance to other agencies
	Advise EOC staff about fire and rescue activities.
	Provide communications and other logistical supplies, as needed.
	Assist with evacuations.
	Assist in damage assessment operations.
	Assist in warning the population. Loud speakers on fire vehicles or door-to-door warning may be utilized.
	Assist in salvage operations and debris clearance.

FIRE SERVICES

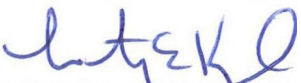
The following agency is responsible for this annex:

AGENCY	NAME OF CONTACT
Muskegon Public Safety Department	Timothy Kozal

The line of succession for representing the Fire Services function during a response to an emergency or disaster situation is:

NAME	AGENCY
Timothy Kozal	Muskegon Public Safety Department
Jay Paulson	Muskegon Fire Department
Battalion Chief	Muskegon Fire Department

The Fire Department is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises or emergencies to coordinate and represent the Fire Services Functions.

SIGNATURE OF FIRE SERVICES OFFICIAL	DATE
	04-14-23

ANNEX E

MASS CARE, EMERGENCY ASSISTANCE, HOUSING, AND HUMAN SERVICES

This function is concerned with issues related to the provision of mass care, emergency assistance, housing, and human services to disaster survivors, including those that require FNSS, throughout the prevention, preparedness, mitigation, response, and recovery phases of disasters and emergencies.

The Mass Care, Emergency Assistance, Housing, and Human Services Official will maintain liaison and coordinate emergency management and response activities with the Mass Care functions at the county level.

Responsible Agency: Development Services Division

Mass Care, Emergency Assistance, Housing, and Human Services Checklist

	Report to the EOC, when activated, for scheduled exercises and disasters, or delegate another representative from the agency to staff the EOC and implement the plan.
	Disaster-related needs
	Coordinate activities of municipal departments that provide human services.
	Coordinate with the County Emergency Management Program, the American Red Cross (ARC) and other agencies to distribute food, water, and clothing, and meet other basic needs of disaster survivors and emergency responders.
	Coordinate to provide transportation for disaster survivors and emergency responders.
	Arrange for the provision of crisis counseling to disaster survivors and emergency responders.
	Coordinate procedures for the tracking of family members and reunification of families.
	Identify and account for personal property that may be lost during a disaster.
	Coordinate with the County EOC to establish procedures for the registration and management of volunteers and donations.
	Coordinate with agencies in the community that work with individuals with access and functional needs to ensure disaster related needs are met.
	Protective action
	Coordinate the provision of transportation for evacuation.
	Provide staff and resources to manage open shelters.
	Coordinate care for individuals at shelters and for those who have been sheltered-in-place.
	Determine whether shelters must be opened long or short-term.
	Provide guidance/policies for the care of household pets that are brought to shelters by evacuees (only service animals are allowed into ARC shelters).
	Pre-identified shelter locations include: Muskegon Community College, 221 Quarterline Rd, Muskegon, MI 49442, (231) 773-9131 Muskegon Area Career Tech Center, 200 Harvey St., Muskegon, MI 49442, (231) 767-3600 Muskegon High School, 80 W. Southern Ave., Muskegon, MI 49441, (231) 720-2800 Muskegon Heights High School, 2441 Sanford St., Muskegon Heights, MI 49444, (231) 830-3700 Trinity Health Arena, 470 W. Western Ave, Muskegon, MI 49440, (231) 726-2400 McGraft Park Building, McGraft Park, (231) 724-4100 Sim Ray Community Building, Smith-Ryerson Park, 650 Wood St, (231) 724-4100

MASS CARE, EMERGENCY ASSISTANCE, HOUSING, AND HUMAN SERVICES

The following agency is responsible for this annex:

AGENCY	NAME OF CONTACT
Muskegon Development Services Division	Jake Eckholm

The line of succession for representing the Emergency Assistance, Housing, and Human Services function during a response to an emergency or disaster situation is:

NAME	AGENCY
Dan VanderHeide	City of Muskegon

The City's Development Services Division is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises or emergencies to coordinate and represent the Emergency Assistance, Housing, and Human Services function.

SIGNATURE OF MASS CARE, EMERGENCY ASSISTANCE, HOUSING, OFFICIAL	DATE
	4/29/2025



ANNEX F

PUBLIC HEALTH AND MEDICAL SERVICES

The Public Health and Medical Services function is responsible for assessing public health and medical needs, health surveillance, and provision of medical care personnel, supplies and equipment.

The Public Health and Medical Services Official will maintain liaison and coordinate emergency management and response activities with the Public Health and Medical Services function at the county level.

Responsible Agency: Trinity Health EMS

Public Health and Medical Services Checklist

	Report to the EOC, when activated, for scheduled exercises and disasters, or delegate another representative from the agency to staff the EOC and implement the plan.
	Patient care
	Coordinate with medical providers and shelter managers to staff medical personnel at shelters.
	Identify the transportation resources and personnel needs to transport disaster survivors to temporary care centers.
	Provide transportation of patients and assist hospitals with transfer of patients.
	Ensure identification and notification of disaster survivors and emergency responders in need of crisis counseling and/or debriefing.
	Coordinate the monitoring of disaster survivors and emergency responders for exposure to chemical, radiological, or biological contaminants, and assist in their decontamination.
	Public health
	If necessary, identify a site for a temporary morgue. NOTE: The medical examiner is responsible for identifying the deceased. Law enforcement and EMS may provide additional support in collecting and transporting.
	Assist with animal and pet control and support the county Animal Control Unit in the quarantine and disposal of diseased animals.

PUBLIC HEALTH AND MEDICAL SERVICES


The following agency is responsible for this annex:

AGENCY	NAME OF CONTACT
Trinity Health EMS	Chad Crook

The line of succession for representing the Public Health and Medical Services function during a response to an emergency or disaster situation is:

NAME	AGENCY
Chad Crook	Trinity Health EMS
Dan Young	Trinity Health EMS

Pro-Med is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises or emergencies to coordinate and represent the Public Health and Medical Services function.

SIGNATURE OF HEALTH AND MEDICAL OFFICIAL	DATE
	5/15/2023

ANNEX G

PUBLIC INFORMATION

The Public Information function ensures accurate, coordinated, timely, and accessible information is disseminated to governments, media, the general public, and the private sector throughout the prevention, preparedness, mitigation, response, and recovery phases of disasters and emergencies.

The Public Information Official will maintain liaison and coordinate emergency management and response activities with the Public Information function at the county level.

Responsible Agency: City Manager's Office

Public Information Checklist

	Report to the EOC, when activated, for scheduled exercises and disasters, or delegate another from the agency to staff the EOC and implement the plan.
	Pre-disaster public education
	Assist the Emergency Management Liaison in developing educational materials on the hazards facing the community and explaining what people can do to protect themselves to recover from incidents.
	Ensure that written materials are developed for non-English speaking individuals or others who require FNSS.
	Disaster warning and information
	Develop and release updated EAS messages based on incoming information.
	Document which EAS messages have been delivered over relevant communication platforms.
	Ensure that accurate information is disseminated describing such items as the locations of shelters, missing persons information hotline, volunteer hotline, rumor control hotline, etc.
	Distribute prepared public educational materials.
	Media coordination
	Establish and maintain contact with the EOC and/or the ICP.
	Prepare press releases and ensure that all press releases and official information is reviewed by the City Manager, Mayor, and the Muskegon County Emergency Manager if activated.
	Verify that information is accurate before releasing it to the media.
	Schedule media briefings.
	Establish a Public Information Center as the central point from which municipal news releases are issued at Muskegon City Hall, 933 Terrace Street.
	Assist the county in establishing a Joint Information Center (JIC; the JIC can be used by agency representatives for releasing information to the news media).
	Coordinate public information activities with the County PIO and the JIC.
	Schedule interviews between the CAO and media agencies.
	Where possible, monitor all forms of media, both traditional and social, for disinformation, and address as soon as possible.

PUBLIC INFORMATION

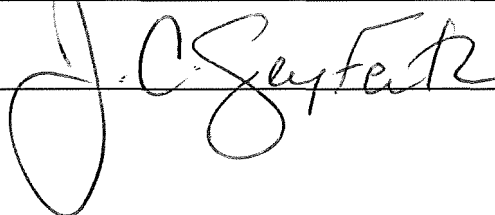
The following agency is responsible for this annex:

AGENCY	NAME OF CONTACT
City Manager's Office	Jonathan Seyferth

The line of succession for representing the Public Information function during a response to an emergency or disaster situation is:

NAME	AGENCY
Jonathan Seyferth	City Manager's Office
Timothy Kozal	Muskegon Public Safety Department
Ken Johnson	Mayor, City of Muskegon

The City Manager's Office is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises or emergencies to coordinate and represent the Public Information function.

IGNATURE OF COMMUNICATIONS AND WARNING OFFICIAL	DATE
	4-17-23

ANNEX H

PUBLIC SAFETY AND SECURITY

The Public Safety and Security function is concerned to ensuring the safety of all citizens, maintaining law and order, protecting public and private property and providing protection for essential industries, supplies and facilities.

The Public Safety Official will maintain liaison and coordinate emergency management and response activities with the Public Safety function at the county level.

Responsible Agency: Muskegon Police Department

Public Safety and Security Checklist

	Report to the EOC, when activated, for scheduled exercises and disasters, or delegate another from the agency to staff the EOC and implement the plan.
	Response activities
	Coordinate activities of municipal departments that provide mass care.
	Provide security and access control at critical facilities and incident sites.
	Implement any curfews ordered by the Governor or CAO.
	Enforce evacuation orders and assist in evacuations.
	Ensure prisons and jails are notified of potential threat and determine whether proper safety and security precautions are being taken.
	Implement urban search and rescue capabilities, including animals.
	Investigate incident and provide intelligence information to county, state and federal officials.
	Transportation
	Secure unusable roads. (Use Fire Services and Public Works for support, if necessary).
	Identify routes that need barricades and signs. Request necessary assistance from Public Works.
	Ensure vehicles on evacuation routes are removed. If necessary, request that Public Works agencies move vehicles off the road. Maintain record of where vehicles are being taken.
	Coordinate with the Road Commission or Public Works in rerouting traffic and putting the appropriate signs in place.
	Assistance to other agencies
	Assist Warning function in warning the public, when necessary.
	Assist the medical examiner with mortuary services.
	Assist families isolated by the effects of the disaster.

PUBLIC SAFETY AND SECURITY

The following agencies are responsible for this annex:

AGENCY	NAME OF CONTACT
Muskegon Department of Public Safety	Timothy Kozal

The line of succession for representing the Public Safety function during a response to an emergency or disaster situation is:

NAME	AGENCY
Timothy Kozal	Muskegon Department of Public Safety
Andrew Rush	Muskegon Police Department
Tim Bahorski	Muskegon Police Department

The Muskegon Police Department is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises or emergencies to coordinate and represent the Public Safety function.

SIGNATURE OF PUBLIC SAFETY OFFICIAL	DATE
	04.14.23

ANNEX I

PUBLIC WORKS

The Public Works function is responsible for conducting pre- and post-incident assessments, ensuring critical services are met through existing contracts, providing technical assistance and engineering expertise and construction management, providing emergency repair of damaged public infrastructure and critical facilities, and the clearing of debris from public roads.

The Public Works Official will maintain liaison and coordinate emergency management and response activities with the Public Works function at the county level.

Responsible Agency: Department of Public Works (DPW)

Public Works Checklist

	Report to the EOC, when activated, for scheduled exercises and disasters, or delegate another from the agency to staff the EOC and implement the plan
	Response activities
	Coordinate debris removal activities.
	Coordinate activities designed to control the flow of floodwater.
	Damage assessment
	Provide engineering expertise to inspect public structures and determine if they are safe to use.
	Provide DA information for roads, bridges, buildings, infrastructure, etc. to DA function.
	Transportation
	Provide barricades and signs for road closures and boundary identification (to include activating MAA/MOUs if additional barricades are needed).
	Provide technical expertise in road weight limits, road capacity, etc., to determine whether evacuation routes are adequate for traffic flow.
	Notify law enforcement of the location(s) of disabled vehicles.
	Contact appropriate Michigan Department of Transportation (MOOT) and county transportation officials to request travel restrictions on state and county roads, if necessary.
	Assistance to other agencies
	Assist in identifying access control areas.
	Assist with urban search and rescue activities, if necessary.
	Maintain contact with local utilities to determine the extent and cause of damage and outages. Report this information and restoration schedules to EOC staff.
	Coordinate with utility companies in the restoration of essential services.
	Logistics
	Provide vehicles and personnel to transport essential goods, such as food and medical supplies, when directed by the EOC staff.
	In conjunction with public health, help identify sources of potable water.
	Assist in identifying and obtaining the appropriate construction equipment to support disaster response and recovery operations.
	Provide emergency generators and lighting.

PUBLIC WORKS

The following agencies are responsible for this annex:

AGENCY	NAME OF CONTACT
Muskegon DPW	Dan VanderHeide

The line of succession for representing the Public Works function during a response to an emergency or disaster situation is:

NAME	AGENCY
Dan VanderHeide	Muskegon DPW
Todd Myers	Muskegon DPW
Kyle Karczewski	Muskegon Parks and Recreation

The Department of Public Works is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises or emergencies to coordinate and represent the Public Works function.

SIGNATURE OF PUBLIC WORKS OFFICIAL	DATE
	4/14/23

ATTACHMENT A: INCIDENT AND DECLARATION PROGRESSION

LEVEL	MAJOR ACTIONS
INCIDENT OCCURS	<ul style="list-style-type: none"> Initial incident intelligence collected / evaluated / reported by first responders. The IC established in accordance with situational circumstances. Initial life safety and property protection measures taken. Key officials notified.
LOCAL EM PROGRAM JURISDICTION. AFFECTED MSP POST	<ul style="list-style-type: none"> Jurisdiction and affected MSP Post submit initial incident information and updates as necessary. Jurisdiction collects / compiles assessment data per local procedures; field inspection teams collect data; local response agencies provide data through EOC. Jurisdiction may activate local EOC to monitor situation and coordinate response. Jurisdiction may declare local "state of emergency" and request state and federal assistance. Local PIO issues media releases and public advisories per local procedures. Jurisdiction submits detailed DA information within 72 hours of incident; updates initial incident information as necessary.
MSP/EMHSD	<ul style="list-style-type: none"> The SEOC may be activated to monitor situation and coordinate response. The MSP/EMHSD DC assists jurisdiction in assessing and analyzing situation; determines scope and magnitude of event; determines supplemental resource needs. The SEOC Recovery Section compiles and analyzes incoming assessment data. The PIOs issue media releases and public advisories per MEMP; JIC may be activated. Governmental agencies and private relief organizations are alerted to standby status; may provide immediate support to address threats to public health, safety, and welfare.
GOVERNOR	<ul style="list-style-type: none"> May declare "state of emergency" or "state of disaster" under 1976 Public Act 390, as amended; state assistance rendered to supplement local efforts. May activate MEMAC / EMAC, if appropriate. May request federal disaster relief assistance, if warranted, through FEMA Region V in Chicago, Illinois.
FEMA	<ul style="list-style-type: none"> May provide direct response assistance under NRF to save lives, prevent injuries, protect property and the environment. Conducts PDA, state and local personnel assist in PDA process. The FEMA Region V reviews and analyzes Governor's request; FEMA Headquarters (Washington, DC) makes recommendation to President.
PRESIDENT	<p style="text-align: center;">Issues Declaration:</p> <ul style="list-style-type: none"> Federal DA programs are activated. <p style="text-align: center;">OR</p> <p style="text-align: center;">Denies Declaration:</p> <ul style="list-style-type: none"> Limited federal assistance may still be available. Governor may provide assistance through State Disaster Contingency Fund under 1976 Public Act 390, as amended, if sufficient state resources (financial and/or materiel) are available.

ATTACHMENT B: FORMAT FOR DECLARING A LOCAL "STATE OF EMERGENCY"

Declaration date: (insert date)

To: Deputy State Director of Emergency Management and Homeland Security – Emergency Management and Homeland Security Division (EMHSD), Michigan State Police; District (#) EMHSD Coordinator

On (insert date the incident occurred), (insert name of political jurisdiction) sustained widespread or severe damage, injury or loss of life or property caused by (describe the type of incident – e.g., tornado, flood, ice storm, etc.). As a result of this situation, the following conditions exist: (describe the impact on the jurisdiction and the area affected – e.g., many homes and businesses destroyed; numerous deaths and injuries in the southern part of the county; high school and four elementary schools severely damaged; only bridge connecting the east and west sections of the county completely destroyed; etc.).

Therefore, as (insert title of chief executive) of (name of political jurisdiction), in accordance with Section 10 of 1976 Public Act 390, as amended, I hereby declare that a "state of emergency" exists within our jurisdiction as of (insert date), and that local resources are being utilized to the fullest possible extent. The response and recovery elements of our emergency operations plan have been activated.

Authorized by: (insert name/title of chief executive)

Signature: _____

Submittal Instructions

1. This declaration must be promptly forwarded **(via the MI CIMS as an attachment to the EM Program Status board, or as a backup if the MI CIMS is inoperable or not accessible / available by email, facsimile, or Law Enforcement Information Network (LEIN))** to the Commanding Officer of the EMHSD, MSP (email address: MSP-EMHSD@michigan.gov; facsimile #: 517-284-3857; LEIN code: ELOP), and the appropriate MSP/EMHSD DC.
2. If the MI CIMS is inoperable or not accessible / available and using email, facsimile, or LEIN will delay the information, the telephone should be used. If telephone service is not available, radio may be used. MI CIMS or hardcopy confirmation must be forwarded as soon as possible.
3. A copy of this declaration should be kept on file with the local Clerk (County Clerk for counties; City or Township Clerk for municipal EM programs).

ATTACHMENT C: FORMAT FOR REQUESTING A GOVERNOR'S EMERGENCY OR DISASTER DECLARATION AND STATE ASSISTANCE

Submission date: [\(insert date\)](#)

To: Governor, State of Michigan

On [\(insert date\)](#), pursuant to Section 10 of 1976 Public Act 390, as amended, I declared that a "state of emergency" exists in [\(insert name of political jurisdiction\)](#) due to [\(describe the type of incident – e.g., tornado, flood, ice storm, etc.\)](#) which caused widespread and severe damage, injury or loss of life and property. The response and recovery elements of the [\(insert name of political jurisdiction\)](#) Emergency Operations Plan have been activated, and local resources are being utilized to the fullest possible extent. Despite these efforts, local resources are not sufficient to cope with the situation.

Therefore, in accordance with Section 12 of 1976 Public Act 390, as amended, I deem this incident to be beyond the control of this political subdivision and I respectfully request, for and on behalf of the residents of this political subdivision, that you declare that a "state of disaster" or "state of emergency" exists therein and that consideration be given, if conditions warrant, to petitioning the President of the United States for assistance provided by Public Law 93-288, as amended. In support of this request, we will submit specific damage assessment (DA) information through official channels and in accordance with the guidance provided by the Emergency Management and Homeland Security Division of the Michigan State Police (MSP/EMHSD). Furthermore, I understand that this request **will not** be acted upon without sufficient DA information to substantiate the need for assistance, and I acknowledge that it is the responsibility of [\(insert name of political jurisdiction\)](#) to provide that information in the manner prescribed by the MSP/EMHSD.

Specifically, I request the following state assistance to supplement local response and recovery efforts: [\(Describe the assistance needed to cope with the situation – e.g., state law enforcement officers to staff eight access control points; five dump trucks and front-end loaders plus operators for debris removal; 50 traffic barricades for traffic control; state law enforcement officers to provide 24-hour security for eight severely damaged schools; forestry crews to assist with hazard tree removal; engineers to assess damaged roads, bridges, and drains; etc.\)](#).

Accordingly, be advised that [\(insert name/title of local official – usually the Emergency Management Coordinator\)](#) will provide liaison and coordination with state and federal authorities for assistance related to this incident, and in accordance with Section 14 of 1976 PA 390, as amended, he/she is directed to transmit this request to the MSP/EMHSD.

Authorized by: [\(insert name/title of chief executive\)](#)

Signature: _____

Submittal Instructions

1. This request must be promptly forwarded (**via the MI CIMS as an attachment to the EM Program Status board, or as a backup if the MI CIMS is inoperable or not accessible / available by email, facsimile, or LEIN**) to the Commanding Officer of the EMHSD, MSP (email address: MSP-EMHSD@michigan.gov; facsimile #: 517-284-3857; LEIN code: ELOP, and the appropriate MSP/EMHSD DC, in the same manner as the local "state of emergency" declaration.
2. If the MI CIMS is inoperable or not accessible / available and using email, facsimile, or LEIN will delay the information, the telephone should be used. If telephone service is not available, radio may be used. MI CIMS or hardcopy confirmation must be forwarded as soon as possible.
3. This request **will not** be acted upon without sufficient information to substantiate the need for assistance.
4. In accordance with Section 12 of 1976 PA 390, as amended, the CEO of a county or municipality may initiate or authorize this request for their political subdivision(s).
5. A copy of this request should be kept on file with the local Clerk (County Clerk for counties; City or Township Clerk for municipal EM programs).

ATTACHMENT D: PRE-IDENTIFIED SHELTER LOCATIONS

Pre-identified shelter locations include:

Muskegon Community College, 221 Quarterline Rd, Muskegon, MI 49442, (231) 773-9131

Muskegon Area Career Tech Center, 200 Harvey St., Muskegon, MI 49442, (231) 767-3600

Muskegon High School, 80 W. Southern Ave., Muskegon, MI 49441, (231) 720-2800

Muskegon Heights High School, 2441 Sanford St., Muskegon Heights, MI 49444, (231) 830-3700

Trinity Health Arena, 470 W. Western Ave, Muskegon, MI 49440, (231) 726-2400

McGraft Park Building, McGraft Park, (231) 724-4100

Sim Ray Community Building, Smith-Ryerson Park, 650 Wood St, (231) 724-4100

FUNCTIONAL ANNEXES

The annexes attached to the basic plan are all-hazard functions that describe the roles and responsibilities of agencies responsible for implementing the EOP and should be considered during an emergency for which the plan has been activated. Each annex contains the agencies responsible for carrying out the functions, their assigned tasks, and concept of operations.

The annexes attached to this plan include the following ESFs:

- ESF #1 Transportation
- ESF #2 Communications
- ESF #3 Public Works and Engineering
- ESF #4 Firefighting
- ESF #5 Information and Planning
- ESF #6 Mass Care, Emergency Assistance, Temporary Housing, and Human Services
- ESF #7 Logistics Management and Resource Support
- ESF #8 Public Health and Medical Services
- ESF #9 Search and Rescue
- ESF #10 Public Safety and Security
- ESF #11 External Affairs

HAZARD-SPECIFIC APPENDICES

The appendices attached to this plan that provide hazard-specific considerations include:

Appendix 1, Severe Weather Events

EMERGENCY SUPPORT FUNCTIONS (ESF) #1 TRANSPORTATION

Purpose:

The ESF #1 Transportation is responsible for the management of transportation systems and infrastructure during disasters and emergencies and will coordinate the management and repair of aviation, maritime, surface, railroad, and pipeline transportation systems.

Scope:

The ESF #1 Transportation is responsible for the monitoring and reporting on the status of and damage to transportation systems and infrastructure, ensuring safety and security of local transportation systems, coordinating the restoration and recovery of transportation systems and infrastructure, and planning for alternate transportation solutions.

Responsible Agency: Department of Public Works

Supporting Agencies: Department of Public Safety; County EM, County Road Commission

Concept of Operations:

1. [\(Aviation, maritime, surface, railroad, and pipeline\)](#) incident management activities will be implemented by local law enforcement and EM agencies.
2. Alternate transportation solutions will be implemented to coordinate the flow of [\(maritime, ground, and aviation\)](#) traffic into and out of the affected areas.
3. The MSP has primary responsibility for traffic control on major highways and intersections during large-scale events and will support local law enforcement.
4. Emergency transportation will be provided by public and private bus services, local government resources, etc.).
5. In a WMD/terrorism incident, law enforcement officials will assess the safety of the alternate routes and determine if there are additional threats are potential to the area.
6. Communication will be established between local response agencies, including Public Safety and Public Works, and transportation infrastructure private sector partners through phone, text, radio, MI CIMS, etc.

Organization/Actions and Responsibilities:

Department of Public Works:

1. Monitor and report the status of transportation issues in the MI CIMS through the DA, EM Program Status, and Incident Creation boards.
2. Identify alternative transportation solutions.
3. Identify evacuation routes and ensure that they are clear and free of debris.
4. Assist law enforcement in providing resources to set up traffic control measures.
5. Coordinate and communicate with Michigan Department of Transportation (MDOT) and private sector transportation infrastructure partners.
6. Assist in the restoration and recovery of transportation systems.

County EM:

1. Monitor impacts on transportation infrastructure.
2. Coordinate DA activities.
3. County EM will assist to ensure transportation infrastructure status and damage is reported in the MI CIMS.
4. Establish and maintain communication with public and private sector transportation infrastructure partners.
5. Assist in the restoration and recovery of transportation systems.
6. Request transportation assistance from the state, if necessary.

Department of Public Safety

1. Maintain traffic control and assist MSP, as needed.
2. Secure critical transportation facilities and infrastructure.
3. Implement maritime and aviation incident management procedures.

EMERGENCY SUPPORT FUNCTIONS (ESF) #1 TRANSPORTATION


The following agencies are responsible for this ESF:

AGENCY	TITLE OF CONTACT
Department of Public Works	Dan VanderHeide, Director
Department of Public Safety	Timothy Kozal, Director

The line of succession for representing ESF #1 Transportation during a response to an emergency or disaster situation is:

TITLE	AGENCY
Director	Department of Public Works
Deputy Director	Department of Public Works
Director	Muskegon Department of Public Safety

(Public Works Director) is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises (when applicable), emergencies, or disasters to coordinate and represent ESF #1 Transportation:

SIGNATURE OF TRANSPORTATION OFFICIAL	DATE
	4/14/25

EMERGENCY SUPPORT FUNCTIONS (ESF) #2 COMMUNICATIONS

Purpose:

The ESF #2 Communications is responsible for the coordination of communications support to response efforts and the maintenance or restoration of impacted communications infrastructure.

Scope:

The ESF #2 Communications provides communications support to the EOC and other coordinating facilities, establishes communication links between incident locations and stakeholders, provides backup systems, and assists in restoring communication infrastructure.

Responsible Agency: Muskegon County Central Dispatch
Supporting Agency: City Manager

Concept of Operations:

1. The following systems are used to communicate between agencies and personnel at different incident locations: (cell phone, pager, LEIN, MI CIMS, telephone, satellite phones, fax, 800 MHz radio system, alert notification system, etc.).
2. Communication will be established between on-scene and off-site response personnel and facilities. Mobile communications may be established, if necessary.
3. Alternate communication methods will be established if primary communication systems are affected or will likely be impacted by the emergency or disaster (, as outlined in the primary, alternate, contingency, emergency (PACE) communications plan – if applicable).
4. The AUXCOMM organizations may provide additional equipment and personnel support to the EOC.
5. Communication channels used during incident response will be established at time of incident.
6. Radio frequencies used during incident response will be established at time of incident.

Organization/Actions and Responsibilities:

1. Serve as the 24-hour warning entry point for the jurisdiction.
2. Receive notification of incidents and disseminate to appropriate response agencies and critical facilities.
3. When prompted, activate sirens and/or issue public alerts in the following communities: City of Muskegon
4. Support on-scene personnel/agencies, if necessary.
5. Monitor and report the status of communications and network issues.
6. Establish and set up communications between responding agencies and responders through radio frequencies, cell phones, mobile communication hubs, etc.
7. Augment existing communication capabilities of emergency response agencies and critical facilities.
8. Establish and operate communications capabilities for coordination between on-scene and off-site facilities and personnel (e.g., shelters, local and state EOC, incident facilities, hospitals, etc.).

1. Test, maintain, and ensure protection of communication systems on a regular basis.
2. Monitor communications and notification systems.
3. Survey the status of the communications system, determine residual capabilities, and assess the extent of damage to the system.
4. Provide representatives to support DA groups.
5. Identify and address communication shortfalls and provide alternate methods, if necessary.
6. Develop and maintain an interoperability plan and a PACE communications plan.
7. Coordination of communications will originate from the Muskegon City Hall until relocated to Central Dispatch.

Muskegon County Emergency Management

1. Ensure that communications issues and status are reported through MI CIMS.
2. Assist in the development of interoperability plans and PACE communications plans.
3. Request communications assistance from the state, if necessary.

(Applicable AUXCOMM groups, e.g., local amateur radio operators, etc.):

1. Provide technical assistance, equipment, and personnel to support the EOC with communications or other activities.
2. Integrate plans/procedures with state and regional communications plans.

EMERGENCY SUPPORT FUNCTIONS (ESF) #2 COMMUNICATIONS


The following agencies are responsible for this ESF:

AGENCY	TITLE OF CONTACT
Muskegon Department of Public Safety	Director
Muskegon County Central Dispatch	Director
City Manager's Office	City Manager

The line of succession for representing the ESF #2 Communication during a response to an emergency or disaster situation is:

TITLE	AGENCY
Timothy Kozal	Muskegon Department of Public Safety
Jason Wolford	Muskegon Co Central Dispatch
Captain, Operations Division	Muskegon Police Department

Public Safety Director is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises (when applicable), emergencies, or disasters to coordinate and represent the ESF #2 Communications:

SIGNATURE OF COMMUNICATIONS OFFICIAL	DATE
	04-08-2025

EMERGENCY SUPPORT FUNCTIONS (ESF) #3 PUBLIC WORKS AND ENGINEERING

Purpose:

The ESF #3 Public Works and Engineering provides public works and engineering support to the prevention, preparedness, mitigation, response, and recovery phases of disasters and emergencies.

Scope:

The ESF #3 Public Works and Engineering is responsible for conducting pre- and post-incident assessments, ensuring critical services are met through existing contracts, providing technical assistance, and engineering expertise and construction management, providing emergency repair of damaged public infrastructure and critical facilities, and the clearing of debris from public roads or properties.

Primary Agency: Public Works

Supporting Agency: Public Safety, County Road Commission, County EM

Concept of Operations:

1. Certified engineers will be identified used to assess the damage of public infrastructure and will report the safety of its current capability.
2. Law enforcement will provide security at affected sites and will verify proper credentials before permitting access to the site/facility.
3. Clearing of debris will only be conducted on public properties, roads, and rights-of-ways. Clearing of private property will be the responsibility of the property owner.
4. Damage assessments will be conducted by public works and EM representatives post disaster.
5. In a WMD/terrorism incident, law enforcement officials will assess safety and determine if there is potential for additional incidents to occur before damages can be assessed.

Damage Assessments (DA):

1. Extensive DA is necessary for securing assistance from state and federal agencies.
2. The EMP must collect and submit DA data to the state within 72 hours of incident occurrence (if possible). DA will begin as soon as conditions warrant.
3. A DA report will be entered on MI CIMS DA Board.
4. Individual DA includes damage to:
 - a. Homes/personal property - City will refer to the County's Hazard Mitigation Plan for guidance as to proper method of conducting DA – City will assist the County Local Emergency Planning Committee in revising Emergency Action Guidelines detailing the response requirements of emergency responders. Requirements could include the DA team speaking to resident, view damage, and fill out DA report/questions.
 - b. Businesses - City will refer to the County's Hazard Mitigation Plan for guidance as to proper method of conducting DA – City will assist the County Local Emergency Planning Committee in revising Emergency Action Guidelines detailing the response requirements of emergency responders. Requirements could include the DA team speaking to resident, view damage, and fill out DA report/questions.

5. The PDA includes damage to: **(Refer to County HMP for guidance)**
 - a. Roads (insert method to collect DA, e.g., EMC navigates DA team to area of concern, views damage, and fills out DA report/questions).
 - b. Bridges (insert method to collect DA, e.g., EMC navigates damage DA team to area of concern, views damage, and fills out DA report/questions).
 - c. Public Utilities (insert method to collect DA, e.g., EMC navigates DA team to area of concern, views damage, and fills out DA report/questions).
 - d. Public Buildings (insert method to collect DA, e.g., EMC speaks to appropriate building staff, views damage, and fills out DA report/questions).
 - e. Schools (insert method to collect DA, e.g., EMC speaks to appropriate building staff, views damage, and fills out DA report/questions).
 - f. Hospitals (insert method to collect DA, e.g., EMC speaks to appropriate building staff, views damage, and fills out DA report/questions).
6. Damaged public infrastructure is inspected following a disaster to determine if it is safe for use or re-occupancy.
7. Consultants may be hired to perform further engineering evaluation of buildings and other structures.
8. The DA coordinator will brief assembled DA personnel on the situation, assignments, and other operating information necessary to conduct DA of all buildings in a specified area.

Debris Management:

1. Debris removal from private property is the responsibility of the owner. The City of Muskegon may assist owners by collecting debris they have removed from their property (e.g., through pickup, at collection sites, etc.).
2. Impacted area(s) will be surveyed to identify debris quantity and types (e.g., construction and demolition waste, household solid waste, vegetative debris, soil/mud/sand, white goods, vehicles and vessels, household and commercial/industrial hazardous waste, electronic waste, infectious waste).
3. A debris management team and one or multiple Temporary Debris Storage Reduction Sites (TDSRs) may be established to perform debris management, clearance, and removal.
4. Debris management team(s) and TDSR site(s) will be staffed with (City of Muskegon personnel, volunteers, private contractors, or a combination thereof).
5. The following information will be documented during debris management operations:
 - a. Quantity and type of debris (hailed to a TDSR site, reduced debris, and reduction method, hauled to a final disposal site, recycled),
 - b. Utilized debris pick-up locations,
 - c. Disposal locations (temporary staging, recycling, final disposal),
 - d. Utilized force account (owned) equipment (equipment type and attachments used, year/make/model/size and capacity, days and hours used, operator names),
 - e. Contracted equipment (including certifications for truck size/capacity), and

- f. Labor (names, days and hours worked, work performed).
6. Debris is reduced and processed at TDSR site(s) before final disposal.
7. The local health department, in conjunction with the Michigan Department of Health and Human Services (MDHHS), will address health issues (e.g., insect infestation, dead/diseased animal carcasses, hazardous and infectious wastes, etc.) related to the removal of debris.
8. Critical locations that need immediate debris clearance or removal to allow for emergency services will be identified by first responders.
9. EGLE and county health department will provide technical assistance to the debris removal process.
10. Structures that are deemed unsafe for public health will be condemned, demolished, or disposed of.
11. The following waste collection companies operate in City of Muskegon: Republic Services
12. The following potential TDSR sites have been identified: Sites could include city disposal area near the Causeway and use of Restlawn Cemetery and the former Farmer's Market.

Organization/Actions and Responsibilities:

Public Works Department:

1. Provide personnel to assess damage to public infrastructure and determine safety.
2. Identify road closures and alternative transportation solutions.
3. Identify, prioritize, and coordinate work to repair local roads, bridges, and culverts.
4. Ensure there are no impediments to prevent technicians from restoring utilities.
5. Assist law enforcement in providing resources to set up traffic control measures.
6. Monitor and report the status of public works issues (e.g., downed power lines, wastewater discharges, and ruptured underground storage tanks) in MI CIMS.
7. Monitor and assign tasks for engineering and public works functions.
8. Provide resources for assisting with traffic control measures.
9. Ensure debris removal equipment is maintained and capable of snow/debris removal and clearing debris and ice from streams.
10. Remove debris from City of Muskegon public properties and public right of ways and transport debris to TDSR site(s).
11. Remove debris from roadways in the order of: Prioritization
 1. [Emergency access and evacuation routes.](#)
 2. [Access routes to critical facilities and infrastructure.](#)
 3. [Principal arterial routes and major highways/interstates.](#)
 4. [Minor arterial routes.](#)
 5. [Major collectors.](#)
 6. [Minor collectors.](#)
12. During debris management operations, ensure mixing of debris types is limited to avoid costs for landfilling of materials that can be reduced, recycled, or landfilled at lower costs when separated.

13. Develop and implement contracts with contractors offering recovery/restoration services.
14. Assist in the repair of local water and wastewater systems.
15. Assist with gas/electricity shut off, restoration of critical systems, and the controlling of water/gas main breaks, if needed.
16. Assist in structure stabilization and emergency repairs and/or demolitions.

(Responsible EM agency, e.g., County EM program:

1. Ensure that public works issues and status are reported in MI CIMS.
2. Provide personnel to assess damage to public infrastructure and determine safety.
3. Facilitate the submission of DA information to the state through MI CIMS within 72 hours of incident occurrence (if possible).
4. Establish pre-disaster debris management contracts with waste collectors and owners of potential TDSR sites.
5. For debris management operations, in coordination with Public Works
 - a. Assess if debris management activities can be accomplished by City of Muskegon personnel (e.g., (Public Works Department), volunteers, the use of external debris removal contracts, or a combination thereof.
 - b. Determine appropriate debris collection methods based on incident conditions (i.e., curbside pickup, collection/drop-off centers, or combination).
 - c. Determine if environmental monitoring is needed to measure impacts debris may have on air, water, and soil quality.
 - d. Select appropriate TDSR location(s) based on debris types, incident conditions, and logistical considerations (e.g., available space for unloading, staging, and loading of outgoing debris; environmental concerns/permitting),
 - e. Evaluate appropriate methods to reduce collected debris based on debris types and incident conditions (e.g., incineration, chipping/grinding, recycling, etc.), and
 - f. Identify appropriate disposal methods (such as landfilling, recycling, composting, etc.) for the applicable types of debris.
6. During debris management operations, assign monitors to contracted debris operations and TDSR sites/debris staging areas to ensure eligibility for potential federal reimbursement. Monitors should be able to estimate quantities, differentiate debris types, and properly fill out load tickets.
7. If needed, request a temporary disposal authorization for waste that poses a threat or substantial nuisance to the public and/or environment from EGLE. This can be facilitated through the DC and/or SEOC (if activated).

Public Information Officer (PIO):

1. Provide information to the public on upcoming or ongoing DA activities.

2. Ensure the public can differentiate legitimate DA activities from potential activity of scammers (e.g., inform public of credentials official DA teams will carry, DA methods that are being utilized, etc.).
3. For debris management operations, provide information to the public on the following items:
 - a. Debris removal/collection methods and accepted types of debris,
 - b. For curbside collection, information on how to properly place and source-segregate debris by type and material at the curb,
 - c. How residents can minimize debris, and
 - d. Methods for reporting illegal dumping.

EMERGENCY SUPPORT FUNCTIONS (ESF) #3 PUBLIC WORKS AND ENGINEERING


The following agencies are responsible for this ESF:

AGENCY	TITLE OF CONTACT
Muskegon DPW	Dan VanderHeide, Director
Muskegon DPW	Todd Myers, Deputy Director
Muskegon DPW	Joe Buthker

The line of succession for representing ESF #3 Public Works and Engineering during a response to an emergency or disaster situation is:

TITLE	AGENCY
Dan VanderHeide, Director	Muskegon DPW
Todd Myers, Deputy Director	Muskegon DPW

Public Works is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises (when applicable), emergencies, or disasters to coordinate and represent ESF #3 Public Works and Engineering:

SIGNATURE OF PUBLIC WORKS AND ENGINEERING OFFICIAL	DATE
	4/14/25

EMERGENCY SUPPORT FUNCTIONS (ESF) #4 FIREFIGHTING

Purpose:

The ESF #4 Firefighting provides support for the detection and suppression of urban fires, and any of these that result from or occur coincidentally with an incident and its response and require a coordinated response.

Scope:

The ESF #4 Firefighting will manage and coordinate firefighting activities, detect and suppress fires, and provide personnel, equipment and supplies in support of incident response.

Primary Agency: Muskegon Fire Department
Supporting Agency: County EM

Concept of Operations:

1. Incident management will be in accordance with NIMS and response will be organized utilizing ICS.
2. If an MAA/MOU is initiated, IC will remain with the fire department in whose jurisdiction the incident occurs. If multiple jurisdictions are affected, a UC structure will be established by those jurisdictions.
3. The responsibilities of fire services during a disaster situation are often similar to daily operations. The primary responsibility is fire control, followed by providing first response EMS, ambulance transport, rescue, water rescue operations, HAZMAT incident stabilization, and support for radiological and biological protection activities.
4. During wildland fires, the Michigan Department of Natural Resources (MDNR) will assume authority and will coordinate with local fire departments.
5. All fire departments in the City include: Muskegon Fire Department

Roles and Responsibilities:

Muskegon Fire Department:

1. Monitor and report the status of fire issues in MI CIMS.
2. Utilize ICS.
3. Assist in warning the public and operating warning sirens.
4. Conduct a hazard analysis of vital facilities and the impact of fire on those facilities.
5. Control and contain hazardous materials.
6. Activate MAA/MOUs as necessary. Fire-related MAA/MOUs include [\(Insert MAA/MOUs\)](#).
7. Conduct search and rescue operations.
8. Support shelter and mass care operations.
9. Support radiological and biological protection.
10. Assist with evacuations.

11. Support other public safety operations, e.g., rescue/water rescue operations, as necessary.
12. Assist in the search, rescue, and evacuation of household pets and their care during a disaster.
13. Provide fire code enforcement.

County EM:

1. Exchange pertinent information with on-scene personnel.
2. Mobilize and coordinate county resources to assist local fire departments with wild land fire suppression.
3. Assist with the coordination of MAA/MOUs.
4. Assist local fire departments with documenting the incident and billing for reimbursement costs using information from the MI CIMS.

EMERGENCY SUPPORT FUNCTIONS (ESF) #4 FIREFIGHTING


The following agencies are responsible for this ESF:

AGENCY	TITLE OF CONTACT
Muskegon Department of Public Safety	Timothy Kozal, Director
Muskegon Department of Public Safety	Jay Paulson, Deputy Director

The line of succession for representing ESF #4 Firefighting during a response to an emergency or disaster situation is:

TITLE	AGENCY
Timothy Kozal, Director	Muskegon Department of Public Safety
Jay Paulson, Deputy Director	Muskegon Department of Public Safety

Public Safety is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises (when applicable), emergencies, or disasters to coordinate and represent ESF #4 Firefighting:

SIGNATURE OF FIREFIGHTING OFFICIAL	DATE
	04-08-2025

EMERGENCY SUPPORT FUNCTIONS (ESF) #5 INFORMATION AND PLANNING

Purpose:

The ESF #5 Information and Planning is responsible for the collection, analysis, processing, and disseminating information throughout the prevention, preparedness, mitigation, response, and recovery phases of disasters and emergencies.

Scope:

The ESF #5 Information and Planning ESF supports overall incident management activities of the jurisdiction, facilitates coordination for all agencies across the emergency management, identifies resources for alert, activation, and subsequent deployment, ensures activation and coordination of the EOC and all other activated facilities, and coordinates with state and federal response agencies and personnel.

Primary Agency: Public Safety

Supporting Agency: All other agencies

Concept of Operations:

Initial Notification:

1. 911 will receive initial notification of incident occurrence and will notify the appropriate personnel.
2. Notification/dissemination of incident will occur via Emergency Alert System (EAS), door-to-door warnings, sirens, cable/TV messages, etc. Emergency condition levels snow emergencies, HAZMAT incident, nuclear power plant incidents, etc. will be provided to the public.
3. Personnel reporting to the EOC will be notified via SmartMSG, phones, etc.
4. The EMC will notify surrounding jurisdictions of potential impacts from disaster, e.g., flash flood, chemical release, terrorist act, etc.

Initial Assessment:

1. The EM program will collect and process incident information from local jurisdictions and share through MI CIMS systems.
2. The EM program (or EOC, when activated) will share and assess information with appropriate agencies (e.g., law enforcement, nuclear/chemical plants, the MSP/EMHSD, etc.) to determine protective action decisions and declarations.
3. The progression of the incident and its potential future impacts will be monitored by the EM program (or EOC, if activated) and response personnel. Relevant information will be shared in MI CIMS.

Incident Command (IC):

1. Appropriate responding organizations can establish ICPs to manage localized incidents utilizing the ICS. They will be located in the vicinity of incident sites.
2. The EOC will provide support and coordination to ICPs and serve as a resource ordering point.
3. Communication and information sharing between the EOC and ICP will occur via the phone, radio, MI CIMS, etc.

4. The IC will request additional resources through the EOC, when necessary.

Emergency Operations Center (EOC):

1. The EOC may be activated by the County EM when:
 - a. Multiple jurisdictions are responding to an incident.
 - b. An incident is escalating quickly, or multiple incidents occur simultaneously.
 - c. The CAO requests the activation of the EOC.
 - d. Emergency warnings and/or watches are issued.
 - e. Exhaustion or scarcity of resources and supplies require jurisdiction-wide allocation and prioritization and/or the obtainment of external resources/supplies.
2. The primary EOC is located at Muskegon City Hall, and the alternate EOC is located at Muskegon County Central Dispatch.
3. The main functions of the EOC include:
 - a. Resource management, tracking, and allocation.
 - b. Collect, analyze, and disseminate information.
 - c. Establish response priorities.
 - d. Provide legal and technical assistance, and financial support.
 - e. Coordinate with other local jurisdictions and their EOCs, and with the MSP/EMHSD.
4. All personnel working in the EOC will be trained in NIMS and incident management concepts and principles.
5. The EOC is structured according to: ICS-like, Incident Support Model, departmental structure, etc.
6. Communications to and from the EOC will be established through various methods including phone, 800 MHz radio, mobile phone, and MI CIMS.
7. The EOC has adequate position coverage to ensure 24-hour operations, if necessary.
8. Local elected officials will be briefed through reports, meetings, etc.
9. Local declarations of a state of emergency will be declared by the CAO.
10. The purchase of new equipment and/or requests for state assistance will be authorized by County EM.
11. Public information will be managed by the PIO and the JIC (if activated). JIC procedures can be located at [\(insert location, e.g., MI CIMS, physical locations, computer drive, etc.\)](#).

Roles and Responsibilities:

Public Safety:

1. Assist CAO in all decision making for managing the incident.
2. Manage the EOC and ensure necessary security of the EOC when activated.
3. Use proper procedures to notify key EOC personnel to report to the EOC. This includes the staffing of command and general staff positions.
4. Assist personnel in identifying and requesting resources for managing the incident.

5. Ensure that personnel reporting to the EOC have been trained in NIMS and incident management concepts.
6. Maintain situational awareness.
7. Collect and process local incident information through the MI CIMS and submit to the MSP/EMHSD when necessary.
8. Verify that accurate public information is distributed including information on evacuations and sheltering.
9. Coordinate DA activities with ESF #3 stakeholders and the state.
10. Warn neighboring jurisdictions of incident through [\(insert method, e.g., MI CIMS, phone call, etc.\)](#).

Public Information Officer (PIO):

1. Establish and maintain contact with the EOC and, if applicable, the ICP(s).
2. Establish and manage the JIC.
3. Work with the EM program, EOC, and ICP(s) to collect and disseminate information, including information on evacuations and sheltering.
4. Liaison with the media (print, radio, and television), ensuring dissemination of emergency public information and materials.
5. Prepare news releases, review, edit, and clear material for public release, under established policies, and coordinate with other organizations represented in the JIC.
6. Monitor all forms of media, both traditional and social, and address rumors as soon as possible

Incident Command/ Incident Command Posts (IC(s)/ICP(s)):

1. Assess the incident situation, current status, incident objectives, notify impacted areas.
2. Ensure ICS and NIMS principles are always practiced.
3. Establish communications with the EOC.
4. Assist the safety officer in determining safety issues related to the incident to protect responders.
5. Prepare incident reports and conduct closedown operations at the scene.
6. Allow for unified and area command to be established, if needed.
7. Coordinate the activities of all responders at the scene.
8. Determine resource needs and make requests to the EOC.

All Other Agencies:

1. Implement and support the use of NIMS.
2. Use chain of command at all times.
3. Develop and execute SOPs for specific tasks.

4. Prepare agency reports in the MI CIMS.
5. Provide accurate and timely information related to the incident.

EMERGENCY SUPPORT FUNCTIONS (ESF) #5 INFORMATION AND PLANNING


The following agencies are responsible for this ESF:

AGENCY	TITLE OF CONTACT
Public Safety	Director
County EM	Director
Manager's Office	City Manager

The line of succession for representing ESF #5 Information and Planning during a response to an emergency or disaster situation is:

TITLE	AGENCY
Director	Public Safety
Director	County EM
City Manager	Manager's Office

Public Safety is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises (when applicable), emergencies, or disasters to coordinate and represent ESF #5 Information and Planning:

SIGNATURE OF INFORMATION AND PLANNING OFFICIAL	DATE
	04-08-2025

EMERGENCY SUPPORT FUNCTIONS (ESF) #6 MASS CARE, EMERGENCY ASSISTANCE, TEMPORARY HOUSING, AND HUMAN SERVICES

Purpose:

The ESF #6 Emergency Assistance, Temporary Housing, and Human Services coordinates life-sustaining resources, essential services, and programs to meet the needs of disaster survivors.

Scope:

The ESF #6 Emergency Assistance, Temporary Housing, and Human Services annex includes the following functions:

Mass Care: At the direction and delegation of the EM Liaison - Responsible for sheltering, feeding operations, emergency first aid, bulk distribution of emergency items, and collecting and providing information of disaster survivors to family members.

Emergency Assistance: Provides support to evacuations and sheltering (including registration and tracking), reunification of families, provision of aid and services to individuals with access and functional needs.

Temporary Housing: Supports available housing options including rental assistance, repair, loan assistance, replacement, temporary housing, and identification of accessible housing.

Human Services: Includes assistance for survivors regarding loans, food stamps, crisis counseling, disaster unemployment, disaster legal services; and other state and federal benefits.

Primary Agency: Development Services Division
Supporting Agency: County EM

Concept of Operations:

1. Initial response activities will focus on immediate needs of disaster survivors.
2. Shelter-in-place may be assigned for certain emergencies and home-bound individuals.
3. Transportation, sheltering, and delivery of services will be provided to individuals who require FNSS.
4. The human services department is responsible for maintaining communication with the EMC and local private volunteer organizations for resource needs.
5. In a WMD/terrorism incident, law enforcement officials will search for bombs and other threats to mass care facilities, shelters, and other gathering locations.
6. Recovery efforts are initiated concurrently with response activities.

Shelters:

1. Upon a declaration by the Governor, he/she can provide for the availability and use of temporary emergency housing for persons that have been evacuated or rendered homeless.
2. The ARC is responsible for operating and staffing shelters.
3. Shelters will be accessible for all individuals, including those with access and functional needs, in accordance with the ADA.

4. Service animals will be permitted in shelters unless the animal is not cared for properly by its owner, or it is deemed a threat to other people.
5. Each shelter facility will be assigned a manager who will be a point of contact for those who are housed in the shelter facility.
6. Law enforcement personnel will be assigned in shelters to provide security and safety of individuals and property.
7. Proposals for sheltering and mass care facility locations will be assessed to ensure that they are upwind or out of range of HAZMAT release.
8. Non-conventional sheltering may include:
 - a. Hotels, motels, and other single-room facilities.
 - b. Temporary facilities such as tents, prefab module facilities, trains, and boats.
 - c. Specialized shelters and functional and medical support shelters.
 - d. Places of worship.
9. Pre-identified shelter locations include:

Muskegon Community College, 221 Quarterline Rd, Muskegon, MI 49442, (231) 773-9131
 Muskegon Area Career Tech Center, 200 Harvey St., Muskegon, MI 49442, (231) 767-3600
 Muskegon High School, 80 W. Southern Ave., Muskegon, MI 49441, (231) 720-2800
 Muskegon Heights High School, 2441 Sanford St., Muskegon Heights, MI 49444, (231) 830-3700
 Trinity Health Arena, 470 W. Western Ave, Muskegon, MI 49440, (231) 726-2400
 McGraft Park Building, McGraft Park, (231) 724-4100
 Sim Ray Community Building, Smith-Ryerson Park, 650 Wood St, (231) 724-4100

Roles and Responsibilities:

Development Services Division:

1. Assess and implement emergency relief programs in coordination with volunteer agencies based on the resources available to assist all disaster survivors.
2. Coordinate with volunteer agencies (insert applicable organization(s), e.g., ARC, faith-based organizations, etc.) regarding evacuation and sheltering.
3. Assist in coordinating the provision of care for individuals with AFN at shelters and for those who have been sheltered-in-place. Coordinate support related to overall care and assistance, childcare, transportation, and interpreters, to institutionalized populations and individuals with access and functional needs.
4. Work with the EM program to develop plans and procedures that address the distribution of emergency relief items.
5. Identify available non-conventional sheltering facilities.
6. Work with the ARC to verify that staff, medicines, durable medical equipment, and consumable medical supplies will be made available for children and individuals with access and functional needs.
7. Assist with emergency childcare services, providing for unaccompanied minor, family reunification, tracking affected family members, and information on missing or injured relatives.
8. Identify and address any unmet human needs during the disaster.

In consultation with local shelter support agencies:

1. Open shelters during an emergency and provide staff and resources to manage shelters.
2. Assist disaster survivors with needs while staying at the shelters.
3. Assist in the delivery of food, water, and supplies to evacuees throughout the evacuation process.
4. Ensure adequate shelter space allocation is provided for children, as well as to individuals with access and functional needs.
5. Coordinate operations with on-scene and other off-site support agencies.
6. Assist in providing food and water at identified feeding sites or mobile feeding operations.
7. Provide emergency childcare services and provide for unaccompanied minors in shelters.

County EM:

1. Form partnerships with animal control agencies, mass care providers, shelter managers, and pet shelter facilities.
2. Work with local shelter support agencies to ensure shelters are accessible, communications are maintained, emergency services are provided, and programs or policies are modified, when necessary.
3. Develop arrangements with surrounding jurisdictions for providing/receiving sheltering needs.
4. Inform evacuees and the general public, about the status of the disaster, including information about actions evacuees may need to take when returning home.
5. Activate mass causality, sheltering, and evacuation plans.
6. Develop and implement procedures for identifying and accounting for personal property that may be lost during a disaster or an emergency.

**EMERGENCY SUPPORT FUNCTIONS (ESF) # 6 MASS CARE, EMERGENCY ASSISTANCE,
TEMPORARY HOUSING AND HUMAN SERVICES**


The following agencies are responsible for this ESF:

AGENCY	TITLE OF CONTACT
City of Muskegon Development Services Division	Director
County EM	Director

The line of succession for representing ESF #6 Mass Care, Emergency Assistance, Temporary Housing, and Human Services during a response to an emergency or disaster situation is:

TITLE	AGENCY
Director	City of Muskegon Development Services Division
Director	County EM

Development Services Division is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises (when applicable), emergencies, or disasters to coordinate and represent ESF #6 Mass Care, Emergency Assistance, Temporary Housing, and Human Services:

SIGNATURE OF MASS CARE, EMERGENCY ASSISTANCE, TEMPORARY HOUSING AND HUMANS SERVICES OFFICIAL	DATE
	4/29/25

EMERGENCY SUPPORT FUNCTIONS (ESF) #7 LOGISTICS

Purpose:

The ESF #7 Logistics facilitates planning and processes for timely and effective delivery of equipment, supplies, services, and facilities in support of the City of Muskegon emergency functions, responders, and disaster survivors.

Scope:

The ESF #7 Logistics is responsible for emergency resource support through identification and inventorying of available resources, resource and supply sourcing and acquisition, and delivery of supplies, equipment, and services.

Primary Agency: Public Safety Division
Supporting Agency: All other agencies

Concept of Operations:

1. The management of resources during the emergency will be in accordance with NIMS standards.
2. It is the responsibility of the City of Muskegon to protect the lives and property of its residents and visitors. Resources will be allocated to protect lives and property and relieve hardship and suffering.
3. The MAA/MOUs will be activated in the event that local resources are exhausted.
4. Reimbursement of resource support through the MAAs or emergency resource compacts will be in accordance with their established agreements.
5. The City of Muskegon has inventoried and typed its emergency response resources in accordance with the NIMS typing standards.
6. Requests to the SEOC for resources or supplies will be made through the [EOC Logistics Section Chief – if using ICS-like organizational structure; if other, please specify position responsible for resource ordering](#) through the MI CIMS Resource Request board.
7. When activated, the EOC will serve as the resource ordering point for ICPs or other local response structures within the City of Muskegon.
8. For scarce resources, the EOC will their allocation of scarce resources and supplies to ICPs and other local response structures.

Roles and Responsibilities:

Public Safety Division:

1. Manage the jurisdictions resources in accordance with NIMS. Maintain an inventory of NIMS typed resources **in the MI CIMS Resource Inventory Board** and verify annually for viability and accuracy.
2. Staff the EOC Logistics Section to provide for resource support during incidents.
3. Identify potential resource shortfalls based upon preliminary incident information, the DA, and situational awareness. Make recommendations regarding activation of the MAA/MOUs to the executive office.

4. Identify facilities as staging areas to be used to stage/store resources and supplies, including donations.
5. Staff a donations/volunteer management desk. Identify, deploy, use, support, dismiss, and demobilize affiliated or spontaneous unaffiliated volunteers and unsolicited donations.
6. Coordinate public and private transportation resources.
7. Develop plans for establishing points of distribution across the City of Muskegon.
8. Request resource assistance from the state, if necessary.
9. Ensure critical resources are transported through restricted areas, quarantine lines, and access control points.

Finance Division:

1. Monitor and track expenditures for resources being utilized (operational costs, purchase costs rental fees, etc.).
2. Maintain documentation, process reimbursement requests from external resource providers, and prepare requests for reimbursement from state or federal agencies, if applicable.

Public Safety Division:

1. Provide security for movements of critical resources and supplies, if needed (particularly during WMD/Terrorism incidents).

All other agencies:

1. Assist the EMC in inventorying and typing agency resources in accordance with NIMS.
2. Ensure resource information is accurate and up to date.

EMERGENCY SUPPORT FUNCTIONS (ESF) #7 LOGISTICS


The following agencies are responsible for this ESF:

AGENCY	TITLE OF CONTACT
Muskegon Department of Public Safety	Director, Timothy

The line of succession for representing ESF #7 Logistics during a response to an emergency or disaster situation is:

TITLE	AGENCY
Timothy Kozal, Director	Public Safety
Andrew Rush, Captain	Public Safety
Tim Bahorski, Captain	Public Safety

Public Safety is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises (when applicable), emergencies, or disasters to coordinate and represent ESF #7 Logistics:

SIGNATURE OF LOGISTICS OFFICIAL	DATE
	04-08-2025

EMERGENCY SUPPORT FUNCTIONS (ESF) #8 PUBLIC HEALTH AND MEDICAL SERVICES

Purpose:

The ESF #8 Public Health and Medical Services is responsible for coordinating capabilities to minimize and/or prevent health-related issues to occur during incidents or specific health emergencies to emerge.

Scope:

The ESF #8 Public Health and Medical Services is responsible for assessing public health and medical needs/ health surveillance during incidents, provision of medical care to those affected, reduction of public health effects on the community, and enhancement of community resilience to health emergencies.

Primary Agency: County Health Department

Supporting Agency: City Department of Public Safety

Concept of Operations:

1. Medical care is a concern during all phases of emergency management.
2. First responder emergency medical care will be supplied by local ambulance service and trained first responders throughout the jurisdiction.
3. Ambulance services will be responsible for first responder medical care, as well as patient transport.
4. Other support, if needed, will come from the fire and rescue services within the jurisdiction.
5. Requests for outside medical assistance (e.g., EMS MAA/MOUs, medical assistance, etc.) will be sent through the EOC.
6. Mental health services will be provided at hospitals and local counseling agencies.
7. The county coroner or chief medical examiner determines when bodies of deceased are to be removed from an incident scene.

Roles and Responsibilities:

County Health Department:

1. Monitor the status and capacity of hospitals and other healthcare facilities.
2. Issue relevant public health orders (e.g., establish quarantines) having widespread effect on the community, or any incident involving the occurrence or significant threat of widespread illness, injury, epidemic, food contamination, or other potential acute public health condition.
3. Establish contact with hospitals in neighboring communities.
4. Coordinate delivery of health and medical services during incidents.
5. Ensure health and medical services are provided in shelters and to the general public, including individuals affected by an incident.
6. Identify existing medical facilities that could be expanded into emergency treatment centers for disaster survivors.

7. Establish hospitals, nursing homes, and/or other facilities as emergency treatment centers or as mass casualty collection points.
8. Coordinate health and medical activities with state and federal teams, if deployed.
9. Obtain necessary protective respiratory devices, clothing, equipment, and antidotes for response personnel, if applicable.
10. Maintain efficient surveillance systems that can provide early detection, reporting, mitigation, and evaluation of predictable and unpredictable public health concerns.
11. Identify and describe the actions that will be taken to assess and provide vector control services (e.g., insect and rodent controls, biological wastes/contamination, use of pesticides).
12. Identify shortfalls in medical supplies and durable medical equipment.
13. Identify potential sources for medical and general health supplies that will be needed during a disaster (e.g., medical equipment, pharmaceutical supplies, laboratories, toxicologists).
14. Coordinate distribution of antidotes, drugs, vaccines, etc., to the general public and shelters.
15. Coordinate with private agencies to support on-scene medical operations (e.g., air ambulance, private EMS), including staging and integrating assets at the scene.
16. Coordinate with hospitals, within or outside of the jurisdiction, and establish their role in providing medical operations for on-scene personnel (e.g., prioritize patient arrival, divert patients to other sites when current site is full/less capable, provide triage team support, etc.).
17. Decontaminate patients, individuals, and household pets and service animals exposed to chemical, biological, nuclear, and radiological hazards both at the scene of the incident and at treatment facilities.
18. Describe plans for recovering human remains, transferring them to the mortuary facility, establishing a family assistance center, assisting with personal effects recovery, conducting autopsies, identifying the deceased and returning remains to their families for final disposition.
19. Coordinate with health professionals from outside agencies to support local response teams. Work with MDHHS and through the health representatives at the SEOC to receive support from federal agencies, if needed.
20. Coordinate behavioral health and crisis counselling services in support of responders and disaster survivors.
21. Ensure that agricultural safety services are conducted including investigation of food and agricultural emergency events or animal disease outbreaks.
22. Assist the county Animal Control Unit in the quarantine and disposal of diseased animals.

County Medical Examiner or Coroner:

1. Assist with identification of the deceased, morgue expansion, mortuary services, and mortuary response team activation.
2. Respond to gravesites/cemeteries that are impacted by the disaster (e.g., recover and replace unearthed/floating/missing coffins, review records to confirm identification, manage closed/historical gravesites).

Trinity Health EMS:

1. Provide for patient transport to hospitals, shelters, or other facilities.
2. Coordinates triage, medical rescue/evacuation, treatment, and transport operations at the scene.
3. Track patients that have been injured (e.g., hospital, clinic, shelter). Ensure that tracking systems are interoperable with other state and federal systems.
4. Inoculate individuals if warranted by the threat of disease.
5. Coordinate with other area EMS agencies and local/regional private ambulance companies for ground and air ambulance assistance.

County EM:

1. Coordinate with health professionals, ICs, and PIOs to issue public health media releases and alert the media.
2. Initiate, maintain, and demobilize medical surge capacity, including MAA/MOUs for medical facilities and equipment.
3. Activate mass casualty/fatality plans.
4. Coordinate with appropriate agencies (e.g., state agencies, local animal control, environmental/natural resources, humane society, etc.) to ensure that animal care services are provided.

County EM

1. Ensure health and medical support is received by individuals with access and functional needs.
2. Identify children and families who will need additional assistance, as well as individuals with access and functional needs.
3. Provide potable water, bulk water, and temporary water distribution systems to jurisdictions whose water systems are not functioning (e.g., private sources, boil orders, private wells).

EMERGENCY SUPPORT FUNCTIONS (ESF) #8 PUBLIC HEALTH AND MEDICAL SERVICES

The following agencies are responsible for this ESF:

AGENCY	TITLE OF CONTACT
County Health Department	Director
County EM	Director
City Department of Public Safety	Director

The line of succession for representing ESF #8 Public Health and Medical Services response to an emergency or disaster situation is:

TITLE	AGENCY
Director	County Health Department
Director	County EM
Director	City Department of Public Safety

County Health Department is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises (when applicable), emergencies, or disasters to coordinate and represent ESF #8 Public Health and Medical Services:

SIGNATURE OF PUBLIC HEALTH AND MEDICAL SERVICES OFFICIAL	DATE
TK – CAN YOU GET SIGNATURE	

EMERGENCY SUPPORT FUNCTIONS (ESF) #9 SEARCH AND RESCUE

Purpose:

The ESF #9 Search and Rescue is responsible for deploying search and rescue capabilities to provide lifesaving assistance during and after emergencies and disasters.

Scope:

The ESF #9 Search and Rescue is responsible for structural collapse, waterborne, inland/wilderness, and aeronautical search and rescue operations during and after a disaster or emergency. Search and rescue operations include locating, accessing, stabilizing, and transporting lost, missing, stranded, or trapped individuals.

Primary Agency: City Department of Public Safety
Supporting Agency: County EM

Concept of Operations:

1. Search and rescue operations may be necessary to locate missing, injured, or trapped individuals regardless of the cause or size of the incident or disaster.
2. Search and rescue operations may be supplemented with trained personnel from other agencies, such as the Civil Air Patrol.
3. For instances involving collapsed structures, the National Urban Search & Rescue Response System may be initiated.
4. In a WMD/terrorism incident, law enforcement will assess buildings before first responders enter the scene of the incident to ensure security. In addition, scene security will be established at search and rescue locations to prevent unauthorized individuals from entering the area.

Roles and Responsibilities:

City Department of Public Safety:

1. Monitor the distress of, communications with, and location of individuals affected by the incident.
2. Coordinate and execute the extrication or evacuation of persons and property in potential or actual distress.
3. Prioritize the assignment of personnel and equipment to emergency sites. Provide medical assistance when needed.
4. Provide incident reports, assessments, and situation reports.
5. Develop policies and procedures for the effective use and coordination of all types of search and rescue assets. Maintain a NIMS typed list of search and rescue equipment.
6. Perform and/or attend specialized search and rescue training courses.
7. Dispatch one or more search and rescue teams to the affected areas.
8. Conduct structural collapse, waterborne, inland/wilderness, and aeronautical search and rescue operations during and after an incident.

Department of Public Safety:

1. Assist law enforcement search and rescue personnel, as needed.
2. Provide supplemental resources, as needed.
3. Provide medical assistance, when necessary.

County EM:

1. Ensure that necessary training courses are being provided and taken by appropriate personnel.
2. Request additional statewide search and rescue capabilities through MSP/EMHSD or the SEOC (if activated).
3. Organize and deploy CERT teams.

EMERGENCY SUPPORT FUNCTIONS (ESF) #9 SEARCH AND RESCUE


The following agencies are responsible for this ESF:

AGENCY	TITLE OF CONTACT
Muskegon Department of Public Safety	Director, Timothy Kozal

The line of succession for representing the ESF #9 Search and Rescue response to an emergency or disaster situation is:

TITLE	AGENCY
Director	Public Safety
Deputy Director	Public Safety

Department of Public Safety is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises (when applicable), emergencies, or disasters to coordinate and represent ESF #9 Search and Rescue:

SIGNATURE OF SEARCH AND RESCUE OFFICIAL	DATE
	04-08-2025

EMERGENCY SUPPORT FUNCTIONS (ESF) #10 PUBLIC SAFETY AND SECURITY

Purpose:

The ESF #10 Public Safety and Security coordinates public safety, security and mass care assistance during disasters and emergencies.

Scope:

The ESF #10 Public Safety and Security is responsible for the provision of public safety and law enforcement services during incidents, including traffic and crowd control measures, scene security, evacuation assistance, securing evacuated areas, enforcing curfew hours, etc.

Primary Agency: Public Safety
Supporting Agency: County EM

Concept of Operations:

1. The Director of Public Safety is the primary representative for public safety, security, and mass care functions.
2. Law enforcement personnel will provide security and mass care support during all incidents that threaten life and property.
3. Local law enforcement agencies will primarily perform law enforcement functions, while outside and support agencies will be used for traffic and crowd control.
4. The Department of Public Safety will control law enforcement operations in all unincorporated areas of the county, while the municipal police departments will control operations within the boundaries of their respective jurisdictions.
5. In the event that an incident is believed to be terrorist-related, care must be taken to preserve the crime scene, while at the same time allowing rescue operations to be performed.
6. In a WMD/terrorism incident, law enforcement and additional agencies will provide extra security at locations where people congregate, nuclear power plants and other energy facilities, and health and medical supply locations.
7. Additional information related to response to/recovery from power outage incidents can be found in the hazard specific WMD/Terrorism Incident appendix to this plan.

Roles and Responsibilities:

Department of Public Safety:

1. Provide an on-scene commander and establish an ICP in collaboration with other primary response agencies.
2. Control access by both pedestrians and vehicles to the incident scene(s) or hazardous area(s) in coordination with the fire department and other jurisdictional agencies.
3. Assist in crowd and traffic control measures.
4. Control traffic and establish alternate and evacuation routes.

5. Implement civil disturbance and looting control procedures, as needed.
6. Manage bomb threats and dispose of bomb devices and explosives.
7. Provide status information on severe weather and its effects to the EOC.
8. Operate the 9-1-1 communications center and augment staffing and resources to meet the emergency needs.
9. Conduct evacuation of the affected area, in coordination with the fire department. Evacuation includes warning residents, arranging and coordinating transportation, identifying mass transportation collection points, establishing evacuation routes, and securing the evacuation zone.
10. Develop and maintain a credentialing system to prevent unauthorized responders from entering the scene.
11. Provide extra protection for prisoners in custody.
12. Coordinate with public safety agency representatives from other local, state, or federal agencies.

Department of Public Safety:

1. Assist law enforcement personnel in scene security.
2. Provide traffic control and crowd control measures.

County EM:

1. Ensure the WMD/Terrorism Incident appendix to this plan is utilized during applicable incidents.
2. Provide pertinent information to the command organization(s) for on-scene personnel.
3. Assist law enforcement with resource coordination and MAA/MOU activation.
4. Coordinate with law enforcement to assess the incident and its resource needs.
5. Request additional resources from the state, if necessary.

EMERGENCY SUPPORT FUNCTIONS (ESF) #10 PUBLIC SAFETY AND SECURITY


The following agencies are responsible for this ESF:

AGENCY	TITLE OF CONTACT
Muskegon Public Safety	Director, Timothy Kozal

The line of succession for representing ESF #13 Public Safety, Security, and Mass Care during an emergency or disaster situation is:

TITLE	AGENCY
Timothy Kozal, Director	Muskegon Public Safety
Jay Paulson, Deputy Director	Muskegon Public Safety

Public Safety is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises (when applicable), emergencies, or disasters to coordinate and represent the ESF #10 Public Safety and Security:

SIGNATURE OF PUBLIC SAFETY AND SECURITY	DATE
	04-08-2025

EMERGENCY SUPPORT FUNCTIONS (ESF) #11 EXTERNAL AFFAIRS

Purpose:

The ESF #11 External Affairs ensures accurate, coordinated, timely, and accessible information is disseminated to media, the general public, and the private sector throughout the prevention, preparedness, mitigation, response, and recovery phases of disasters and emergencies. This ESF is supplemental to and supports the City of Muskegon EOP.

Scope:

The ESF #11 External Affairs is responsible for the provision of public Information, coordinating communication protocols to various audiences, integrating with public affairs, intergovernmental affairs, media relations, community relations, and the private sector.

Primary Agency: City Manager's Office
Supporting Agency: Public Safety

Concept of Operations:

1. The following methods will be used to notify the public about the incident, its secondary effects, and recovery activities:
 - a. Media Briefings.
 - b. Press releases – issued via email, social media platforms
 - c. The EAS/Integrated Public Alert and Warning System.
 - d. Door-to-door.
 - e. Social Media.
2. A PIO will be assigned by City Manager to coordinate public information. The PIO will review information for accuracy and validity.
3. A JIC may be established with the recommendation of the PIO to coordinate multi-agency news releases.
4. News releases, instructions, or official information originated by various participating organizations will be channeled through, verified, and approved by the JIC.
5. The JIC will serve as a location where most incident-related inquiries from the public may be directed.
6. Local media contacts include broadcast and radio stations; they will provide the following warnings including but not limited to EAS, special bulletins, etc.
7. The JIC will control rumors by correcting misinformation as soon as possible and validating it through the normal review and approval process.
8. Whenever possible, appropriate information will be provided in languages other than English.
9. Information will be made available to individuals with AFN that may restrict their access to incident-related information through TDD, direct warning of specific special locations, etc.

10. Local agencies involved in emergency response operations will coordinate news releases regarding their operations with the PIO/JIC.

Roles and Responsibilities:

Public Information Officer (PIO):

1. Establish and maintain contact with the EOC and/or the IC.
2. Establish and manage the JIC.
3. Work with the EMC and local governments to collect and disseminate information, including information on evacuations and sheltering.
4. Liaison with the media (print, radio, and television), ensuring dissemination of emergency public information and materials.
5. Prepare news releases, review, edit, and clear material for public release, under established policies, and coordinate with other organizations represented in the JIC.
6. Monitor all forms of media, both traditional and social, and address rumors as soon as possible.
7. Provide information on household pet evacuation and shelters.
8. Upon receipt of information for release, the PIO will:
 - a. Verify the authenticity of the information.
 - b. Verify a duplicate release has not already been issued.
 - c. Prepare the release in accordance with effective journalistic practices and ensure accurate and timely release of the news or information.
 - d. Seek authorization of the appropriate agency or jurisdiction before issuing the release.

City Manager's Office:

1. Assess public affairs implications related to the incident and assist with disseminating information.
2. Work with the media to schedule briefings and coordinate precautions to control access to the scene, responders, and disaster survivors.
3. Coordinate the release of information to the media and public with the PIO/JIC.
4. Disseminate 24-hour emergency warnings to the public and emergency response personnel.
5. Warn special locations including schools, hospitals, nursing homes, major industries, institutions, and places of public assembly.
6. Ensure warnings and notifications are received by individuals with access and functional needs.
7. Request additional support from the state, when necessary.

Other agencies:

1. Coordinate with the PIO, EOC and EMC regarding the release of information to public sources. Responding agencies should not disseminate any information to the public without prior approval of the JIC (if activated) or ICP or EOC management structure.

2. Appoint and send a representative to the JIC, as requested.

EMERGENCY SUPPORT FUNCTIONS (ESF) #11 EXTERNAL AFFAIRS


The following agencies are responsible for this ESF:

AGENCY	TITLE OF CONTACT
City Manager	Jonathan Seyferth

The line of succession for representing ESF #15 External Affairs from an emergency or disaster situation is:

TITLE	AGENCY
City Manager	Office of City Manager
Director	Public Safety

City Manager is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises (when applicable), emergencies, or disasters to coordinate and represent ESF #11 External Affairs:

SIGNATURE OF EXTERNAL AFFAIRS OFFICIAL	DATE
	5/12/25

APPENDIX 1

SEVERE WEATHER EVENT

Purpose: This Severe Weather Event appendix will identify and describe concerns, capabilities, training, agencies, and resources that will be used to mitigation against, prepare for, respond to, and recover from severe weather emergencies or disasters such as high wind and severe temperature events.

Primary Agency: Public Safety
Supporting Agency: Public Works

Situation:

As referenced in the Muskegon County Hazard Mitigation Plan, the Plan is intended to protect the health, safety, and economic interests of residents by reducing the impacts of natural and technological hazards through hazard mitigation planning, awareness, and implementation. Hazard mitigation is any action taken to permanently eliminate or reduce the long-term risk to human life and property from natural and technological hazards. It is an essential element of emergency management along with preparedness, response and recovery.

A component of the Plan includes a hazard analysis that provides understanding of the potential threats facing the community. By pinpointing the location, extent, and magnitude of past disasters or emergency situations, and by examining knowledge of new or emerging risks, it is possible to determine the probability of such events occurring and the vulnerability of people and property. When this information is viewed alongside relevant land use, economic, and demographic information from a well prepared “community profile,” emergency managers can make assumptions about those segments of the community that might be impacted by various types of incidents. This, in turn, allows them to set priorities and goals for resource allocation and response, recovery, and mitigation activities prior to an incident occurring. Collectively, these decisions are the cornerstone of the community’s emergency management program, and should guide all decisions pertaining to community emergency management activities.

The development of a community profile is accomplished by identifying and mapping, where appropriate, information that is relevant to hazard mitigation, such as the community’s present land use and development patterns, geography and climate, transportation network, demographic information, key industries, major organizations active in the community, the locations and nature of important community facilities, emergency warning system coverage, and other information that is relevant to the community’s safety and smooth functioning.

Refer to the HMP as to how a severe weather event could impact the jurisdiction.

Severe Weather is referenced in the HMP – page 3, 131

- Thunderstorms – Thunderstorm, lightning, hail
- Severe Winter Weather – snowstorms, ice and sleet storms, page 166, 175, 179
- Tornadoes – tornados, severe winds, page 131
- Drought and Extreme Temperatures – page 244
- Urban Forestry – page 463

Concerns:

1. All municipalities in City of Muskegon may be affected by a severe weather event.
2. There may be little advanced warning of a severe weather event and some people may ignore the severe weather warning.

3. Response and recovery efforts may be hampered due to critical infrastructure being destroyed.
4. Responders may have critical needs of their own due to the severe weather event.

Concept of Operations:

1. The EAS will broadcast weather watches and warnings issued by the National Weather Service. Methods are in place to warn populations and individuals with access and functional needs.
2. Notification of the event should be sent to the MSP/EMHSD DC and entered into the MI CIMS.
3. Assessment of severe weather should focus on determining the following:
 - a. Location, scope, magnitude, and expected duration of event.
 - b. Number of injuries and deaths.
 - c. Property, environmental, and agricultural damage incurred.
 - d. Impacts to critical infrastructure, facilities, and services.
 - e. Economic and social consequences.
 - f. Anticipated resources needs of the response and recovery operations.
4. The local EOC may be activated to support the ICP(s), if activated, and responding agencies will report to the EOC.
5. The County EM should warn adjacent or nearby jurisdictions that may be affected by the severe weather event.
6. Requested equipment, materials, supplies and personnel will be secured through local resources and/or MAA/MOUs. If local resources are exhausted, state assistance may be requested.

Prevention/Mitigation:

1. The City EM Liaison will work in collaborate with the County EM and Central Dispatch to provide for and use all necessary methods of notifications to the public, including those for populations and individuals with access and functional needs.
2. Educate public on severe weather warning systems, home safety, personnel preparedness kits, checklists, evacuation routes, and pre- and post-weather safety procedures.
3. Publicize Severe Weather Awareness Week and Winter Weather Hazards Awareness Week.
4. Modify vulnerable buildings to resist water penetration and/or wind damage.

Preparedness:

1. Continuously update, maintain, train, and exercise on this annex and other severe weather plans, policies, and procedures.
2. Develop pre-scripted warnings for radio stations and ensure that individuals with AFN can receive the message. Test emergency communications systems on a regular basis.
3. Monitor weather reports.

4. Review resource lists and availability of road-clearing equipment, four wheel-drive vehicles, emergency generators, fuel, chainsaws, etc.
5. Pre-position equipment such as snow/debris-clearing equipment, generators, light sets, fuels, food, cots, and blankets.
5. Pre-identify locations of potential warming/cooling centers for severe temperature events.

Muskegon Community College, 221 Quarterline Rd, Muskegon, MI 49442, (231) 773-9131

Muskegon Area Career Tech Center, 200 Harvey St., Muskegon, MI 49442, (231) 767-3600

Muskegon High School, 80 W. Southern Ave., Muskegon, MI 49441, (231) 720-2800

Muskegon Heights High School, 2441 Sanford St., Muskegon Heights, MI 49444, (231) 830-3700

Trinity Health Arena, 470 W. Western Ave, Muskegon, MI 49440, (231) 726-2400

McGraft Park Building, McGraft Park, (231) 724-4100

Sim Ray Community Building, Smith-Ryerson Park, 650 Wood St, (231) 724-4100

Response/Agency Roles and Responsibilities:

Public Safety:

1. Establish and maintain contact with the MSP/ EMHSD DC, SEOC, and other state facilities.
2. Activate the local EOC and notify response agencies.
3. Ensure that the safety officer assess the scene before permitting responders to enter.
4. Request state assistance, if necessary.
5. Present coordinated and accurate information to the public.
6. Coordinate with area shelter support agencies for any sheltering needs and determine if shelters can be used as warming/cooling centers, if needed.
7. Coordinate disaster debris clearance and management activities, as required.
8. Coordinate DA activities and complete the DA board in the MI CIMS. This includes damage to bridges, streets, buildings, dams, etc.

County Health Department:

1. Provide public health information and education concerning the effects of the severe weather event.
2. Inspect food and water supplies after a severe weather event, if necessary.
3. Develop public health regulations and orders. Provide this information to EGLE and MDHHS.

Muskegon Department of Public Safety:

1. Assist with search and rescue operations, including animals.

2. Provide units for route alerting and door-to-door warnings.
3. Assist with evacuations.
4. Assist debris removal activities.

Muskegon Department of Public Safety:

1. Provide units for route alerting and door-to-door warnings.
2. Coordinate evacuations.
3. Coordinate search and rescue operations, including animals.
4. Provide security for evacuated areas.
5. Establish road closures and evacuation routes.
6. Coordinate road closure and debris information with public works department. Emphasize reporting of debris and blocked roads, power outages, power lines, and possible electrical and fire hazards.

Public Works Division:

1. Review resource inventory lists. Provide fuel, potable water, generators, etc., when requested.
2. If debris and snow is voluminous, target private trucking partners for coordination, loading, hauling, etc.
3. Assist in conducting DA, including damage to bridges, streets, buildings, dams, etc.
4. Collect damage data from electric utilities and assist in the restoration of power during and after high wind events.
5. Oversee the repair and restoration of key facilities. Repairs to water and sewer mains, streets, and bridges should be made in order of priority.
6. Identify certain locations that may be useful for debris and snow staging if large spaces are needed for temporary storage/melting
7. Identify contractors who can provide heavy and specialized equipment support during emergencies and individuals and businesses that may lease equipment during emergencies.
8. Review current snowplowing priority system.

Recovery:

1. Conduct debris removal activities.
2. Verify that essential services have been restored.
3. Provide public information regarding safe re-entry to damaged areas.
4. Conduct DA and determine if any disaster funds are available (e.g., public or IA, Section 19, etc.)

SEVERE WEATHER EVENT


The following agencies are responsible for this appendix:

AGENCY	TITLE OF CONTACT
Public Safety	Director, Timothy Kozal
Public Works	Director, Dan VanderHeide

The line of succession for representing the Severe Weather Event functions during a response to an emergency or disaster situation is:

TITLE	AGENCY
Director	Public Safety
Deputy Director	Public Safety
Director	Public Works

Public Safety is responsible for reporting or delegating another individual from their agency to report to the EOC during scheduled exercises (when applicable), emergencies, or disasters to coordinate and represent the Severe Weather Event functions:

SIGNATURE OF SEVERE WEATHER EVENT OFFICIAL	DATE
	04-08-2025