



Planning Guide

for the Model

EMERGENCY OPERATIONS PLAN (EOP)

**The Pennsylvania Emergency Management Agency
Bureau of Plans**

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INTRODUCTION

The Pennsylvania Emergency Management Services Code (the Code) holds elected officials responsible for the protection of their citizens in case of a disaster. To accomplish this, the Code requires that each municipality have an Emergency Operations Plan (EOP), an Emergency Management Coordinator (EMC) and an Emergency Operations Center (EOC.) This emergency management infrastructure has been in place for decades, since the Code was enacted in 1978.

After the attacks of September 11, 2001, the President issued Homeland Security Presidential Directive #5 (HSPD-5). This directive required the federal government to develop a system that will standardize emergency response across the nation: the National Incident Management System (NIMS). HSPD-5 also required the issuance of a National Response Plan (NRP) that would provide a framework for emergency planning at all levels of government.

Recognizing that many of Pennsylvania's local governments have limited emergency resources, the Pennsylvania Emergency Management Agency (PEMA) has prepared a model local plan that incorporates the principles of NIMS and much of the format and language used in the Commonwealth of Pennsylvania State Emergency Operations Plan (SEOP), and in the NRP. The most important of these are the use of the Incident Command System (in an EOC context, we refer to it as Incident management System (IMS)) as prescribed by NIMS, and Emergency Support Functions (ESFs) to organize and coordinate emergency support. PEMA has published Emergency management Circular 2007-1 that lists requirements for promulgating and maintaining these plans.

The model plan has three components:

- a *Basic Plan* that includes a short discussion of hazards, vulnerabilities and responsibilities, so that a reader can understand who does what and why BEFORE an emergency happens;
- a series of *Functional Checklists* that actually provide procedures for implementing the plan; and
- a *Notification and Resource Manual (NARM)* that lists facilities/persons who may need special notification during an emergency, and equipment and personnel who may be needed to help during the emergency response.

The plan is a public document, but there is information in the checklists and the NARM that is personal and is not subject to the Pennsylvania Right-to-Know law.

The checklists are intended to help implement plan functions DURING an emergency. The checklists will allow persons who may not know the area intimately to function during the absence of a designated staff member; they should be updated after each real event or exercise where lessons are learned to improve them.

The Code (35 Pa C.S., § 7503 (1)) requires "That each political subdivision shall.....prepare, maintain and keep current" an EOP. A plan is considered current if it has been reviewed within the past two years.

It is recommended that concerted effort be put into the Notification and Resource Manual and, once complete, that it be reviewed/updated every three months (although daily is optimal) and any manual over a year old is unacceptable.

The model local EOP is designed to be a minimum standard that will satisfy the requirements of the law and comply with HSPD-5 and NIMS. Since there is such a wide variety of local governments and local resources, the plan allows for different staffing levels. Following IMS doctrine, the EMC/Incident Manager has all of the responsibilities until he or she delegates them.

The plan provides checklists for the IMS command structure and for fifteen branches that correspond to the fifteen ESFs in the SEOP and the NRP. The plan associates the branches with specific sections under IMS, but local needs may be better served if the branches are organized differently. There is nothing sacred about the organization, as long as all of the ESFs are considered.

The plan also provides a means of cataloging the "stand-alone" plans that may affect the municipality. Although a Nuclear/Radiological Plan or the Incident Action Plan for a high hazard dam are published separately, they support or rely on the All-Hazards EOP, and APPENDIX C provides a means to link them.

COMPLETING THE PLAN

BASIC PLAN

General: The plan provided needs to be configured for your municipality. Where you see underlines, some planning effort (and inserted content) is required in both the plan and checklists.

Formatting: Fonts, styles, colors, headers and footers, numbering methods and other format issues may be varied to fit local needs. Care should be taken to be consistent throughout each individual document.

Title Page: The title page provided has a photo on it for aesthetic purposes. You may want to substitute your own photo or artwork, or maybe have no artwork at all.

Page i: The table of contents must be changed to reflect additions made by your municipality.

Page ii: The Promulgation must be signed by the current board of elected officials. The plan will be re-promulgated whenever major changes in the plan indicate that re-promulgation by the elected officials is warranted.

Page iii: The certification of review and record of changes needs to be maintained to show when the plan is changed, or receives periodic review. This is accomplished by the EMC, his/her designated representative, or a person selected by the elected officials and documented on this page. Some counties may require that copies of this certification of review be forwarded to the county EMA whenever it is updated.

Page 1, Para 2C: Before filling in the blank, think about and list the hazards that cause the most concern in your community because of their probability, their severity, or the difficulties they create due to their ability to impede response and recovery activities. If you have recently completed this process with your county, that should provide the needed material for this iteration of the plan, but be sure that you review the process during the next plan review. (See Appendix for assistance.)

Page 1, Para 2D: Use this space to list those parts of the community that require particular attention, such as residents within a floodplain, or near a chemical facility, or where the only evacuation route may be cut off by a specific hazard.

Page 3, Para 3B: Do not reveal the exact location of the EOC in the basic plan for security reasons. An alternate EOC should be identified too, in case the primary EOC is unavailable, affected by the hazard or could be a possible terrorist target. The location of the EOC is listed in the NARM, and that document is exempted from the Pennsylvania Right-to-Know Act.

Page 4: EOC Organizational chart: Feel free to manipulate this chart to reflect the realities of your EOC and staff. Perhaps a member of the staff can perform one or more additional functions, or maybe you determine that the threat doesn't justify filling a particular position.

Only the most complex local municipalities will need to staff all four sections and all fifteen branches.

The hazards that affect your community may require additional positions (e.g. a radiological officer). If so, add them, and create a checklist for those positions. Some functions aren't municipal responsibility at all (*county may do public information*, not municipality; *State Police may perform police services*, not municipality.) Ensure the plan denotes how the function is accomplished and put some steps in the EMC or Section Chief checklist that accomplish the coordination with whomever performs the function for you.

Page 21: APPENDIX C: There are multiple hazard-specific or limited scope plans that support or rely on the EOP. These are listed in Appendix C as "Related or Incident-Specific Plans." Several categories of plan are suggested in the model, but this list is not all-inclusive. While the EOC must have copies of all of these plans, each has a different distribution list which only includes those persons or organizations that need to maintain a copy

Citizen Corps and Community Emergency Response Teams (CERTs): If your community has developed a CERT, or has an active Citizen Corps, these resources should play major roles in the emergency response. The plan should reflect those responsibilities assigned to these organizations, and activation procedures should be reflected in the NARM (along with other voluntary agencies).

Once your plan outlines all the basic information provided in the "minimum standard" plan (i.e. *who does what* in a disaster; legal authorities and promulgation; continuity of government; alternate EOC; IMS), AND IT IS CURRENT, then develop checklists for implementation of the plan.

FUNCTIONAL CHECKLISTS:

The checklists are provided as a means to document all-hazard guidance for your response efforts and should be reduced or enhanced dependent upon the structure and needs of your municipal emergency management program. These checklists may be supplemented by any hazard-specific checklists you have (e.g. Nuclear/Radiological Plan), but if you find them redundant to what you have already or unsuitable for your municipality, just update your current checklists to include the homeland security measures found within the model checklists.

Blank Forms Section: A section of forms is included with the functional checklists. Much discussion went into the selection of forms. The forms support the reporting needs at the county and state EOCs.

NOTIFICATION AND RESOURCE MANUAL (NARM)

This manual is the most critical part of community preparedness in that it represents the ability of the municipality to respond immediately and effectively to any emergency AND that it requires consistent updating.

The personnel resources listed in the NARM have a space to record whether or not the individual is qualified to perform in that position. Qualifications are defined in the PEMA NIMS Integration Plan and in federal documents.

The manual uses resource typing nomenclature from NIMS. Definitions of the different Types can be found in the NIMS Resource Typing manual. For assistance contact the county Emergency Management Office. Because of the differences between political subdivisions, the items listed in each NARM will be different. Some municipalities have developed means to keep their resource lists electronically. In this case, the format of the NARM may need to be totally different. Coordination of resources with the county EMA and with mutual aid jurisdictions is critical.

If you need to add or delete resources, go ahead and modify it to fit your needs. Because of the information in it, the NARM is NOT subject to the RTKL.

MAINTAINING THE PLAN

The Emergency Management Services Code requires that “each political subdivision” in the Commonwealth “...prepare, maintain and keep current” an emergency operations plan . PEMAs Emergency management Directive 2007-1 defines “keep current” to mean that “...a plan is current if it has been promulgated by a board of elected officials and its major components must have been reviewed by a designated official (e.g. the Emergency Management Coordinator) within the past two years (one year for the Notification and Resource Manual) and that review appropriately documented. “

LOCAL EOP

Persons responsible for review and approval/promulgation: municipal elected body.

- A local EOP must be re-promulgated when a majority of the municipality’s elected body decides to make any substantive changes to the municipal EOP.
- The local EOP must be reviewed at least every 24 months, if not re-promulgated sooner. The review may be done by the elected board or any person designated by the board (e.g. the Emergency Management Coordinator) to do the review. The review will assure that the plan is consistent with current laws and doctrine, that assumptions in the plan are still valid and that the plan is still workable. The review will be appropriately documented. Should the review indicate that substantive changes to the plan are in order, a recommendation to this effect will be made to the board of elected officials.

FUNCTIONAL CHECKLISTS

Person responsible for review: municipal emergency management coordinator, her/his designee, or another person selected by the elected officials.

Updates and revisions: even if circumstances do not warrant a change in the local EOP, the person responsible for evaluating the effectiveness of the municipality’s functional checklists must review the checklists and make any necessary updates and revisions based upon the following:

- At least every 24 months, a review of the checklists for changes in personnel, procedures, doctrine, demographics or available resources.
- Observations or lessons learned after a state, county and/or municipality-sponsored exercise or drill and/or any recommendations contained in an after-action report of an exercise or drill
- Observations or lessons learned during or after the occurrence of an actual emergency response incident within the municipality or county.
- Changes identified during exercises or an actual response must be documented in an After Action Review (AAR) and initiated within 90 days after the event.

NOTIFICATION AND RESOURCE MANUAL

Person responsible for maintenance and update: emergency management coordinator, his/her designee, or another person selected by the municipality's elected officials.

Updates and revisions: even if circumstances do not warrant a change in the EOP, the person responsible for evaluating the effectiveness of the municipality's NARM must review the checklists and make any necessary updates and revisions based upon the following:

- At least every three months, an update of the manual for any changes, additions or deletions to the notification and resource lists is conducted. Changes are reported to the elected officials when deemed appropriate.
- At least every 12 months, a thorough review of the notification and resource manual for any serious deficiencies, lack of personnel or other resources or other related problems is conducted. These are reported to the elected officials and the appropriate county emergency management agency.

WHERE TO GO FOR HELP

If you have questions in completing this plan, the first place to go for help is your county Emergency Management Agency (EMA.)

A general description of PEMA, as well as an electronic copy of this plan and planning guidance may be found at: <http://www.pema.state.pa.us/>

PEMA has published guidance that outlines how agencies can become compliant with the NIMS. This is taken from the federal NIMS integration Center and includes individual training requirements by duty position. This guidance is also available on the PEMA website.

The Appendix is extracted from a document that can be found at:
<http://www.fema.gov/library/viewRecord.do?id=1880>

You can also find help at: <http://www.fema.gov> or at <http://www.ready.gov>

Or, contact PEMA at:

PEMA Eastern Area Office: Anthony J. Camillocci, Director ph: (610) 562-6884
E-mail: acamillocc@state.pa.us

PEMA Central Area Office: Fern Harmon Director ph: (717) 651-7060
E-mail: fharmmon@state.pa.us

PEMA Western Area Office: Timothy Baughman, Director ph: (724) 357-2990
E-mail: tbaughman@state.pa.us

PEMA Bureau of Plans: Evalyn L. Fisher, Director, ph: (717)651-2196
E-mail: evfisher@state.pa.us

PEMA Bureau of Recovery and Mitigation: Maryellen Myslewicz, Director. ph (717)651-2146
E-mail: mimyslewicz@state.pa.us

APPENDIX: HAZARD IDENTIFICATION: The following few pages are copied from FEMA planning guidance for writing Hazard Mitigation Plans. The procedures may also be followed to identify what should be in the blanks in Para 2B, (Page 1.)

1

identify hazards

The first step in doing a risk assessment answers the question:

What kinds of natural hazards can affect your planning area?

In this step, you will simply identify all the natural hazards that *might* affect your community or state and then narrow your list to the hazards that are most likely to impact you.


Bear in mind that although a hazard may not have affected you recently, it doesn't mean it won't in the future. You should look at the full range of potential hazards and assess whether they may affect the area you're including in your plan. While this might sound daunting, there is a relatively small list of hazards to consider.

Remember that all subsequent steps in the Planning Process are built on the information gathered during risk assessment. As you proceed, remember to keep records of what you've found and where you've found it. Your records may include copies of documents or maps, notes on whom you talked to and when you talked to them, Website references, and so forth. You may need these later.



St. Louis tornado damage, May 27, 1896.

Use Worksheet #1: *Identify the Hazards* to keep track of your research, and when you're finished with this step, you'll have a list of hazards that could affect your community.

 **Remember**, for now you are simply compiling information about what hazards affect your state or community, but later you will be assessing the risks they pose. It's a good idea to read through the whole guide before starting to gather information, so you can get everything you need from the various sources and not have to return later for additional data.

Procedures & Techniques

Task A. List the hazards that may occur.

There is no one source for identifying which hazards may affect your state or community. However, the following techniques are methods that have worked for others and should at least provide you with a good starting point.

1. Research newspapers and other historical records.

These records will often contain dates, magnitudes of the events, damages, and further evidence of past natural disasters in your community or state. A public library may also have documentation on these events in the "local history" section. Local historical societies may also be good sources of information.

2. Review existing plans and reports.

The preceding technique is focused on local sources of information that will likely provide a good start to the process. However, to ensure you are covering all of the possible hazards, you will want to broaden the contacts you make. There are many types of plans and documents that may have information on natural hazards in your community or state. Many states will already have mitigation plans, hazard identification reports, and/or risk assessment reports. State transportation, environmental, dam, or public works reports or plans may also contain relevant information. Although these may not contain a lot of details about local hazard conditions, they offer a good starting point for communities, and using them improves consistency among communities within the state. Review the plans for a list of hazards that can occur in the state or for a list of disasters that have occurred in the past.

Local comprehensive plans, land use plans, capital improvement plans, as well as building codes, land development regulations, and flood ordinances may contain hazard provisions that indicate the presence of local hazards. You should review these to determine whether a local hazard exists.

3. Talk to the experts in your community, state, or region.

There are many sources of hazard information in government, academia, and the private sector. Many local floodplain managers, departments of public works, engineering, planning and zoning, and transportation departments maintain information about natural hazards. Those who would have been involved with past natural hazard events such as the police and fire departments or the local emergency management staff are also excellent sources of information on past hazard events. Furthermore, state agencies, including water or natural resources, geological survey, and emergency management will have detailed knowledge about the nature and extent of hazards in your state. University departments, including planning, landscape architecture, geography, and engineering may already have hazard maps or can help you obtain them. Many local businesses that provide hazard related services might be willing to assist you.

Your best source of hazard information will often be your state. The County and PEMA know what hazards affect your state, and are good sources for suggestions about where to go for more detailed information. Bear in mind that they may not have specific information about non-declared severe hazards that affect a particular community but are knowledgeable about your area of the state. You should inquire to suggest other people to talk to or additional resources. into the types of hazards that have occurred in the adjoining states as well



The information you discover in the newspapers and on the Internet will help you when you talk to hazard experts in your community. It will provide you with technical terms and general factual information about the various hazards, in addition to helping you identify the appropriate experts to contact.



State emergency management departments are sometimes housed in larger agencies such as state police, military, or public safety.



Research past Presidentially declared disasters, as well as non-declared severe events that have occurred in your state and in other states within your region. You should inquire into the types of hazards that have occurred in the adjoining states as well. Communicate this information to your communities.



Search database or computerized archives with the following list of hazards as keywords. Narrow the search by using the name of your community, state, or surrounding states as keywords (the following list not meant to cover all known natural hazards).

- Avalanche
- Coastal Erosion
- Coastal Storm
- Dam Failure
- Debris Flow
- Drought
- Earthquake
- Expansive Soils
- Extreme Heat
- Flood
- Hailstorm
- Hurricane
- Land Subsidence
- Landslide
- Severe Winter Storm
- Tornado
- Tsunami
- Volcano
- Wildfire
- Windstorm

4. Gather information on Internet Websites

Communicate this information to your community. These may be hazard-specific sites that provide general information about why particular hazard events happen, what the probabilities of occurrence are, and how hazards are measured. Other Websites will have state-specific or even site-specific information about the hazards in a particular area and about the characteristics of the hazards, such as the probability, history of events, and expected severity.

Task B. Focus on the most prevalent hazards in your community or state.

If your preliminary research reveals that your community or state has been affected by a particular hazard or that experts consider your area to be threatened by that hazard, you will concentrate further research on it in later steps.

If your planning area has not experienced a hazard event in recent memory but one of the sources indicates it is a possibility, it may be worth a little extra effort to confirm that a particular hazard type is relevant.

1. Search the Internet for major hazards to help you determine whether your community or state can be affected by the hazard.
2. Locate the approximate location of your community or state on the Website map.
3. Examine the map to determine whether you are located in a high-risk area for that hazard and to determine the chance it will occur in your planning area.
4. You may find that you can delete some hazards from your list at this time; however, if you are unsure or uncomfortable with the chance of the hazard occurring, it's better to keep all potential hazards on the list, until you are certain that it is appropriate to remove it.

Date:

What kinds of natural hazards can affect you?

Task A. List the hazards that may occur.

1. Research newspapers and other historical records.
2. Review existing plans and reports.
3. Talk to the experts in your community, state, or region.
4. Gather information on Internet Websites.
5. Next to the hazard list below, put a check mark in the Task A boxes beside all hazards that may occur in your community or state.

Task B. Focus on the most prevalent hazards in your community or state.

1. Go to hazard Websites.
2. Locate your community or state on the Website map.
3. Determine whether you are in a high-risk area. Get more localized information if necessary.
4. Next to the hazard list below, put a check mark in the Task B boxes beside all hazards that pose a significant threat.

	Task A	Task B
Avalanche	<input type="checkbox"/>	<input type="checkbox"/>
Coastal Erosion	<input type="checkbox"/>	<input type="checkbox"/>
Coastal Storm	<input type="checkbox"/>	<input type="checkbox"/>
Dam Failure	<input type="checkbox"/>	<input type="checkbox"/>
Drought	<input type="checkbox"/>	<input type="checkbox"/>
Earthquake	<input type="checkbox"/>	<input type="checkbox"/>
Expansive Soils	<input type="checkbox"/>	<input type="checkbox"/>
Extreme Heat	<input type="checkbox"/>	<input type="checkbox"/>
Flood	<input type="checkbox"/>	<input type="checkbox"/>
Hailstorm	<input type="checkbox"/>	<input type="checkbox"/>
Hurricane	<input type="checkbox"/>	<input type="checkbox"/>
Land Subsidence	<input type="checkbox"/>	<input type="checkbox"/>
Landslide	<input type="checkbox"/>	<input type="checkbox"/>
Severe Winter Storm	<input type="checkbox"/>	<input type="checkbox"/>
Tornado	<input type="checkbox"/>	<input type="checkbox"/>
Tsunami	<input type="checkbox"/>	<input type="checkbox"/>
Volcano	<input type="checkbox"/>	<input type="checkbox"/>
Wildfire	<input type="checkbox"/>	<input type="checkbox"/>
Windstorm	<input type="checkbox"/>	<input type="checkbox"/>
Other _____	<input type="checkbox"/>	<input type="checkbox"/>
Other _____	<input type="checkbox"/>	<input type="checkbox"/>
Other _____	<input type="checkbox"/>	<input type="checkbox"/>

Use this space to record information you find for each of the hazards you will be researching. Attach additional pages as necessary.

Hazard or Event Description (type of hazard, date of event, number of injuries, cost and types of damage, etc.)	Source of Information	Map Available for this Hazard?	Scale of Map

Note: **Bolded hazards** are addressed in this How-To Guide.

Date: _____ How-Bad-Can-It-Get? _____

Task A. Obtain or create a base map.








You can use existing maps from:

- Road maps
- USGS topographic maps or Digital Orthophoto Quarter Quads (DOQQ)
- Topographic and/or planimetric maps from other agencies
- Aerial topographic and/or planimetric maps

OR you can create a base map using:

- Field surveys
- GIS software
- CADD software
- Digitized paper maps

Title of Map	Scale	Date

 Flood	<input type="checkbox"/> 1. Get a copy of your FIRM. _____ <input type="checkbox"/> 2. Verify the FIRM is up-to-date and complete. _____	<input type="checkbox"/> 1. Transfer the boundaries from your FIRM onto your base map (floodway, 100-yr flood, 500-yr flood). <input type="checkbox"/> 2. Transfer the BFEs onto your base map.
 Earthquake	<input type="checkbox"/> 1. Go to the http://geohazards.cr.usgs.gov Website. <input type="checkbox"/> 2. Locate your planning area on the map. <input type="checkbox"/> 3. Determine your PGA.	<input type="checkbox"/> 1. Record your PGA: _____ <input type="checkbox"/> 2. If you have more than one PGA print, download or order your PGA map.
 Tsunami	<input type="checkbox"/> 1. Get a copy of your tsunami inundation-zone map. _____	<input type="checkbox"/> 1. Copy the boundary of your tsunami inundation zone onto your base map.
 Tornado	<input type="checkbox"/> 1. Find your design wind speed. _____	<input type="checkbox"/> 1. Record your design wind speed: _____ <input type="checkbox"/> 2. If you have more than one design wind speed, print, download, or copy your design wind speed zones, copy the boundary of your design wind speed zones on your base map, then record the design wind speed zones on your base map.
 Coastal Storm	<input type="checkbox"/> 1. Get a copy of your FIRM. _____ <input type="checkbox"/> 2. Verify that the FIRM is up-to-date and complete. _____ <input type="checkbox"/> 3. Determine the annual rate of coastal erosion. _____ <input type="checkbox"/> 4. Find your design wind speed. _____	<input type="checkbox"/> 1. Transfer the boundaries of your coastal storm hazard areas onto your base map. <input type="checkbox"/> 2. Transfer the BFEs onto your base map. <input type="checkbox"/> 3. Record the erosion rates on your base map: _____ <input type="checkbox"/> 4. Record the design wind speed here and on your base map: _____
 Landslide	<input type="checkbox"/> 1. Map location of previous landslides. _____ <input type="checkbox"/> 2. Map the topography. _____ <input type="checkbox"/> 3. Map the geology. _____ <input type="checkbox"/> 4. Identify the high-hazard areas on your map. _____	<input type="checkbox"/> 1. Mark the areas susceptible to landslides onto your base map.
 Wildfire	<input type="checkbox"/> 1. Map the fuel models located within the urban-wildland interface areas. _____ <input type="checkbox"/> 2. Map the topography. _____ <input type="checkbox"/> 3. Determine your critical fire weather frequency. _____ <input type="checkbox"/> 4. Determine your fire hazard severity. _____	<input type="checkbox"/> 1. Draw the boundaries of your wildfire hazard areas onto your base map.
Other	<input type="checkbox"/> 1. Map the hazard. _____	<input type="checkbox"/> 1. Record hazard event info on your base map.

Date: _____ What will be affected by the hazard event? _____

Task A. Determine the proportion of buildings, the value of buildings, and the population in your community or state that are located in hazard areas.

Hazard _____

Type of Structure (Occupancy Class)	Number of Structures			Value of Structures			Number of People		
	# in Community or State	# in Hazard Area	% in Hazard Area	\$ in Community or State	\$ in Hazard Area	% in Hazard Area	# in Community or State	# in Hazard Area	% in Hazard Area
Residential									
Commercial									
Industrial									
Agricultural									
Religious/ Non-profit									
Government									
Education									
Utilities									
Total									

Task B. Determine whether (and where) you want to collect additional inventory data.

- | | Y | N |
|---|-------|-------|
| 1. Do you know where your greatest damages may occur in your hazard areas? | _____ | _____ |
| 2. Do you know whether your critical facilities will be operational after a hazard event? | _____ | _____ |
| 3. Is there enough data to determine which assets are subject to the greatest potential damages? | _____ | _____ |
| 4. Is there enough data to determine whether significant elements of the community are vulnerable to potential hazards? | _____ | _____ |
| 5. Is there enough data to determine whether certain areas of historic, environmental, political, or cultural significance are vulnerable to potential hazards? | _____ | _____ |
| 6. Is there concern about a particular hazard because of its severity, repetitiveness, or likelihood of occurrence? | _____ | _____ |
| 7. Is additional data needed to justify the expenditure of community or state funds for mitigation initiatives? | _____ | _____ |