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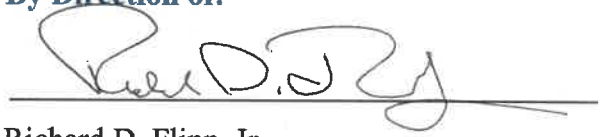
PEMA Directive

Subject:
Requirements for the Preparation, Review, and Update of County and Municipal Emergency Operations Plans (EOP) and Accompanying Documents

Scope:
Implementation of County and Municipal Emergency Operations Plans (EOP)
PEMA Guidance for Revision of County and Municipal EOPs

- Distribution:**
- www.pema.pa.gov
 - County EMA Coordinators
 - Area Office Directors
 - Director, Bureau of Planning, Training, and Exercise

By Direction of:



Richard D. Flinn, Jr.
Director, PA Emergency Management Agency

I. PURPOSE

The purpose of this Directive is to provide policy direction to counties and municipalities for the implementation of a planning process that includes the preparation, review and update of their county and municipal Emergency Operations Plans (EOP), Emergency Response Functional Checklists (ERFC) and Notification and Resource Manual (NARM). Section 7503(1) of the Emergency Management Services Code (the Code) (35 Pa. C.S. Section 7101 *et seq.*) mandates that “each political subdivision” in the Commonwealth “...prepare, maintain and keep current” an emergency operations plan “...for the prevention and minimization of injury and damage caused by disaster.”

The Pennsylvania Emergency Management Agency (PEMA) encourages all counties and municipalities to shift their attention and efforts away from the “plan” to a more comprehensive and meaningful “planning process” that includes not only an EOP, but a more dynamic set of ERFCs, and a complete and accurate NARM. By placing more emphasis on a planning process instead of on the preparation of its written plan, the Emergency Management Coordinator (EMC) and their staff will be better prepared to respond to, recover from, and mitigate actual or potential disaster emergencies within their jurisdiction.

This Directive permits the adoption of the county plan by municipalities as their own, provided both entities participate in the planning process, to include, but not limited to, the development of ERFCs, NARMs, and ensure a readied Emergency Operations Center (EOC) to support their jurisdictions. Regionalization between two like political subdivisions (municipal to municipal or county to county) is also encouraged, providing both entities participate in the planning process, to include, but not limited to, the

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Planning Division, Bureau of Planning, Training & Exercise, 717.346.4429

development of ERFCS, NARMS, and ensure a readied EOC to support coterminous jurisdictions. This practice will create a regional planning entity that may be coterminous with the county and/or surrounding municipalities, directly supporting the emphasis on regionalization as outlined in the National Incident Management System (NIMS) guidance.

II. AUTHORITY

Emergency Management Services Code (35 Pa. C. S. § 7101 *et seq.*)

III. DEFINITIONS

- A. A Current EOP – PEMA interprets the Code to mean that an EOP is current if it has been promulgated by a board of elected officials for the jurisdiction covered by the EOP and has been reviewed by a designated official (e.g., EMC) within the past two years. The NARM is current if reviewed within the past year. (See Comprehensive Preparedness Guide [CPG] 101 Version 2.0 dated November 2010).
- B. County EOP – The document promulgated by the county’s elected body, through the passage of a resolution, which describes the hazards, vulnerabilities, emergency management situations, and assumptions that affect the county, the concept of operations during an emergency, and the various roles and assignments of the elected officials, EMC, and other emergency response personnel, whether paid or volunteer. The county EOP is consistent with the National Incident Management System (NIMS) and the Commonwealth EOP (CEOP).
- C. ERFC – The ERFC comprise a separate document that is intended to supplement the EOP by establishing a detailed list of emergency response actions to be performed by elected officials, EMCs, and other emergency response personnel during the occurrence of an actual or potential disaster emergency within the community. The ERFC are reviewed and revised by the EMC or a designated official. This review will occur after the political subdivision, county, or state conducts an emergency management exercise or drill, or based upon recommendations contained in exercise or real event after action reports. The ERFC may contain personal information that is not subject to Pennsylvania’s Right-to-Know Law and does not need to be formally promulgated.
- D. Local EOP – The document promulgated by the municipality’s elected body, through the passage of a resolution, which describes the hazards, vulnerabilities, emergency management situations, and assumptions that affect the municipality, the concept of operations during an emergency, and the various roles and assignments of the elected officials, EMC and other emergency response personnel, whether paid or volunteer. The local EOP is consistent with NIMS and the CEOP.
- E. NARM – NARM is a separate document that is intended to supplement the EOP; it is consistent with and uses terminology from NIMS. NARM provides contact information for those who need to be notified during an emergency by establishing

a comprehensive list of emergency response personnel, equipment, supplies, and other resources that can be mobilized and used during an actual or potential disaster emergency. By its very nature thereafter, this document is subject to frequent content changes. The NARM is reviewed and updated by the EMC or designated official. It may contain personal information that is not subject to Pennsylvania's Right-to-Know Law and does not need to be formally promulgated.

- F. NIMS – NIMS is a system prescribed by the President and the United States Department of Homeland Security that standardizes emergency response across the United States and its territories. This system includes standard command, control, and coordination structures; standard language and communication protocols; standard training and exercise procedures; and standard terminology for typing and requesting resources.
- G. Planning Process – The planning process set forth in this Directive enables a political subdivision's elected officials, EMC, and other designated officials to review, revise, update, and approve the jurisdiction's EOP, ERFC, and NARM in a fashion consistent with CPG 101 Version 2.0 dated November 2010.
- H. Regionalization of EOPs – The regionalization outlined in NIMS promotes a collaborative planning initiative between two like political subdivisions (municipal to municipal or county to county) who want to regionalize and go through the process together in an effort to pool their limited resources, resulting in effective and efficient mitigation against, preparation for, response to, and recovery from emergencies including natural disasters, acts of terrorism, or other human-caused disasters.

IV. RESPONSIBILITIES

A. PEMA

1. PEMA is responsible for aiding, at each level of government, in the development and promulgation of an EOP designed to respond to all hazards and such hazard-specific or supporting plans as may be deemed necessary. To aid in this assistance, PEMA developed a standard model planning program, which counties and municipalities are encouraged to adopt and use in their emergency management planning process. The program contains the necessary tools and templates to allow the counties and municipalities to complete their respective EOPs.
2. PEMA's standard model planning program utilizes the Previstar virtual planning tool, which is available to all counties and municipalities at no cost under license to the Commonwealth of Pennsylvania.
3. PEMA will provide "Train the Trainer" instruction for the Previstar virtual planning tool to the county and local governments. The training will be made available on an as-needed basis.

B. County EMC

This position is responsible, as specified in Section 7503(1) of the Emergency Management Services Code (the Code) (35 Pa. C.S. Section 7101 *et seq.*), to prepare, maintain, and keep current, as specified by the department, an EOP for the prevention and minimization of injury and damage caused by disaster; preparedness to counter any disaster; prompt and effective response to disaster; and disaster emergency relief and recovery in consonance with the CEOP, the NRF, and NIMS.

C. Municipal EMC

This position is responsible, as specified in Section 7503(1) of the Code (35 Pa. C.S. Section 7101 *et seq.*), to prepare, maintain, and keep current, as specified by the department, an EOP for the prevention and minimization of injury and damage caused by disaster; preparedness to counter any disaster; prompt and effective response to disaster; and disaster emergency relief and recovery in consonance with the CEOP, the NRF, and NIMS.

V. PROCEDURES

A. Standard Model Planning Program

1. PEMA will continue to maintain and revise the standard model planning program and the Previstar virtual planning tool, as required.
2. NIMS Compliance
 - a. In order to be NIMS compliant, PEMA has adopted the guidance put forth in the CPG - 101 Version 2.0. Failure to follow this guidance may result in the loss of EMPG funding.
 - b. Page 4-26 of the CPG - 101 Version 2.0 states the following:
 - i. “Reviews should be a recurring activity. Some jurisdictions have found it useful to review and revise portions of their EOPs every month. Many accomplish their reviews on an annual basis. In no case should any part of the plan go for more than two years without being reviewed and revised.”
 - ii. Counties and municipalities should also consider reviewing and updating the plan after the following events:
 1. A major incident
 2. A change in operational resources (e.g., policy, personnel, organizational structures, management processes, facilities, equipment)
 3. A formal update of planning guidance or standards
 4. A change in elected officials
 5. Each activation

6. Major exercises
7. A change in the jurisdiction's demographics or hazard or threat profile
8. A change in the acceptability of various risks
9. The enactment of new or amended laws or ordinances

B. Training

1. The PEMA Bureau of Planning, Training and Exercise, in coordination with PEMA's Area Offices, will provide "Train the Trainer" instruction for the Previstar virtual planning tool to the counties on an as-needed basis.
2. PEMA's Area Offices will assist the counties in deploying the tool to the municipal level. Training will be an ongoing process and available on an as-needed basis.

C. County Planning

1. County Basic Plan, Annexes, and Appendices
 - a. Persons responsible for review and approval/promulgation: County Commissioners/County Executive.
 - b. A County EOP must be re-promulgated when a majority of the county's elected body changes, or when the elected body decides to make any substantive changes to it.
 - c. The County EOP (Basic Plan, Annexes, and Appendices) must be reviewed at least every 24 months, if not re-promulgated sooner. The review may be done by the elected body or any person designated by the board (e.g., the EMC) 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.
2. Functional Checklists
 - a. Person responsible for review: EMC, her/his designee, or another person selected by the elected officials.
 - b. Updates and revisions: Even if circumstances do not warrant a change in the county EOP, the person responsible for evaluating the effectiveness of the functional checklists must review the checklists

and make any necessary updates and revisions based upon the following:

- i. At least every 24 months, a review of the checklists is conducted for changes in personnel, procedures, doctrine, demographics, or available resources
- ii. 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 are considered
- iii. Observations or lessons learned during or after the occurrence of an actual emergency response incident within the county are considered

3. Notification and Resource Manual

- a. Person responsible for maintenance and update: EMC, his/her designee, or another person selected by the county's elected officials.
- b. Update and revisions: Regardless of the format (electronic or paper), even if circumstances do not warrant a change in the County EOP, the person responsible for evaluating the effectiveness of the county's NARM must review the information and make any necessary updates and revisions based upon the following:
 - i. At least every three months, an update of the manual for any necessary changes, additions, or deletions to the notification and resource lists is conducted
 - ii. 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 related problems is conducted

4. Submission to PEMA

- a. When promulgated, a current copy of the plan, annexes, and appendices will be forwarded to and retained at the appropriate PEMA Area Office. The county NARM would be made available upon request.
- b. As the plan and its elements are reviewed (see above), copies of the review will be forwarded to the Area Office in either hard copy or electronic .pdf format, or given view rights through the Previstar virtual planning tool.

- c. PEMA's Area Office may provide comments on and suggested improvements to the County EOP to the county EMC for inclusion in future versions of the plan.

D. Municipal Planning

1. Local EOP

- a. Persons responsible for review and approval/promulgation: municipal elected body.
- b. A local EOP must be re-promulgated when a majority of the municipality's elected body changes or when the elected body decides to make any substantive changes to it.
- c. The local EOP must be reviewed at least every 24 months, if not re-promulgated sooner. The review may be done by the elected body or any person designated by the board (e.g., the municipal EMC) 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.

2. Functional Checklists

- a. Person responsible for review: EMC, her/his designee, or another person selected by the elected officials.
- b. Updates and revisions: Even if circumstances do not warrant a change in the Local EOP, the person responsible for evaluating the effectiveness of the functional checklists must review the checklists and make any necessary updates and revisions based upon the following:
 - i. At least every 24 months, a review of the checklists is conducted for changes in personnel, procedures, doctrine, demographics, or available resources
 - ii. 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 are considered
 - iii. Observations or lessons learned during or after the occurrence of an actual emergency response incident within the county are considered

3. Notification and Resource Manual

- a. Person responsible for maintenance and update: EMC, his/her designee, or another person selected by the county's elected officials.
- b. Updates and revisions: Even if circumstances do not warrant a change in the Local EOP, the person responsible for evaluating the effectiveness of the county's NARM must review the information and make any necessary updates and revisions based upon the following:
 - i. At least every three months, an update of the manual for any necessary changes, additions, or deletions to the notification and resource lists is conducted. Changes are reported to the elected officials when deemed appropriate
 - ii. 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

4. Submission to the County

- a. When promulgated, a current copy of the plan, annexes, and appendices will be forwarded to and retained at the appropriate County EMA Office. For this purpose, the County EMA is the office of record and will maintain a record, in a format of their choice, of the promulgations or adoptions with activity dates as a verification of existence and currency of said plans, annexes, and appendices. Upon request, the county will provide a NARM to the appropriate PEMA Area Office.
- b. As the plan and its elements are reviewed (see above), copies of the review will be forwarded to the appropriate County EMA Office.
- c. The County EMA Office may provide comments on and suggested improvements to the Local EOP to the Municipal EMC for inclusion in future versions of the plan.

VI. DISTRIBUTION

- A. This Directive will be published on PEMA's website in .pdf. Individuals experiencing technical difficulties are encouraged to visit the Adobe website at www.adobe.com to download the free, current version of Adobe Reader.

- B. PEMA's Area Offices will distribute this Directive to their respective County EMC via email. Each County EMC will then provide a copy to their respective municipalities utilizing their preferred distribution method.

Carbon Copy:

- Office of the Director
- Deputy Director for Preparedness
- Deputy Director for Response
- Deputy Director for Administration
- Deputy Director for 9-1-1
- Chief Counsel's Office
- Legislative and Policy Office
- Special Assistant to the Director
- Communications Office
- External Affairs Office
- Area Office Directors
- Director, Bureau of Planning, Training and Exercise
- County EMA Coordinators

