

Guide for the Review of State and Local Emergency Operations Plans

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Civil Preparedness Guide

Federal Emergency Management Agency

Washington, D.C. 20472

CPG 1-8A

September 20, 1988

Guide For The Review Of State And Local Emergency Operations Plans

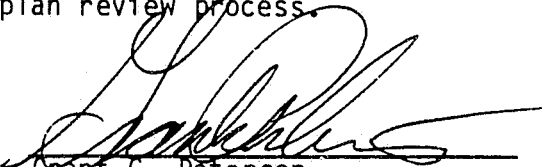
Foreword

This civil preparedness guide (CPG) provides State Emergency Management Agency personnel with a practical and uniform means to identify provisions to be addressed in State and local emergency operations plans (EOP's). Further, it provides the Federal Emergency Management Agency (FEMA) regional and State staffs with a standard, comprehensive, and practical instrument to use in reviewing and determining the consistency and completeness of draft EOP's submitted by and to States as end products under the Comprehensive Cooperative Agreements and for assessing the quality of EOP's that are developed to satisfy the eligibility requirement to receive Emergency Management Assistance (EMA) funding.

This CPG includes planning criteria from the 12 Federal Government publications that focus on preparedness/response planning considerations. Users of this CPG will be able to use the checklist in chapter 2 to examine and review the entire range of recommended and mandatory planning criteria that apply to the EOP. This approach will simplify the difficult task that State and local emergency managers and planners have in identifying and quantifying the entire gamut of planning considerations that should be addressed in each jurisdiction's EOP.

This CPG supports the Integrated Emergency Management System approach to multihazard emergency operations planning. It clarifies planning considerations that are common to multiple hazards, details mandatory nuclear attack planning provisions, and identifies unique planning considerations associated with natural and technological hazards. Further, it sets forth basic policy for the actions and activities associated with the preparation, content, and review of EOP's.

We believe that the policy, procedures, and provisions outlined in this CPG offer a practical and economic approach to emergency operations planning. Also, this CPG provides a means to enhance the quality of EOP's being produced while expediting the plan review process.


Grant C. Peterson
Associate Director
State and Local Programs
and Support

September 20, 1988

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Chapter 1

General Information

1-1. Purpose. This civil preparedness guide (CPG) provides State Emergency Management Agency personnel with a practical and uniform means to identify provisions to be covered when developing or updating State and local emergency operations plans (EOP's). In turn, the CPG serves the Federal Emergency Management Agency (FEMA) regional staff as a standard review instrument for determining the consistency and completeness of draft EOP's submitted by States as end products under the Comprehensive Cooperative Agreements (CCA's). It also provides a means to ensure that EOP's developed to satisfy the eligibility requirement associated with Emergency Management Assistance (EMA) funding contain those basic civil defense planning provisions that must be included in every EOP. This review process will substantially improve EOP content, contribute to the overall improvement of the emergency management capability of State and local governments, and complement Federal goals and objectives.

1-2. Applicability. The provisions of this CPG are intended primarily for use by the State Emergency Management Agency and FEMA regional staff personnel responsible for EOP review. FEMA's review of State and local EOP's should be looked upon as an integral part of a nationwide planning effort and an essential element of the FEMA/State CCA process. Section 205 of the Federal Civil Defense Act states that eligibility for financial contributions to States for emergency management personnel and administrative expenses is conditioned upon the development of State and local EOP's according to standards approved by the Director of FEMA.

1-3. Scope. This CPG describes the responsibilities and tasks that apply to State government for quality control and to the Federal Government for review of State and local EOP's. This CPG is divided into three chapters: chapter 1 contains general information; chapter 2 identifies State responsibilities for quality control of EOP content and includes a crosswalk for use in identifying the location of provisions in the plan; and chapter 3 identifies the responsibilities of the regional staff for review of the EOP and preparation of a written report to the States specifying plan deficiencies and recommended corrections.

a. This CPG uses a particular organizational scheme as a way of presenting content and criteria. This should not be construed as a design or format for EOP's. An EOP can be organized in different ways other than the format described in chapter 2. Accordingly, the crosswalk can be applied to any EOP format. Furthermore, this CPG expands upon and quantifies the criteria for plan content found in CPG 1-35. There is a close relationship between four of the six functional areas listed in CPG 1-35 and the nine areas listed in chapter 2. That relationship is as follows:

CPG 1-35

Emergency Authorities
and Management

Direction, Control,
and Warning

Population Protection

Contamination Monitoring
and Control

Chapter 2

- Basic Plan
- Emergency Support Services
- Direction, Control, Communica-
tions, and Warnings
- Emergency Public Information
- Evacuation
- Shelter (Reception and Care/
In-Place Protection)
- Emergency Public Information
- Radiological Defense
- Direction, Control, Communica-
tions, and Warning
- Emergency Support Services
- Shelter (Reception and Care/
In-Place Protection)

b. The remaining functions in CPG 1-35, Hazard Mitigation and Training and Exercising, represent essential parts of each jurisdiction's emergency management program but are inappropriate for inclusion in an EOP or as stand-alone areas in this CPG. The six functional areas in CPG 1-35 are designed to assess capability related to various elements of emergency management as well as gather information on current emergency management practices. In contrast, this CPG identifies those criteria (under the nine areas listed in chapter 2) that should be included in an EOP and serves as an instrument to determine the consistency and completeness of EOP's submitted to FEMA.

c. CPG 1-8, Guide for Development of State and Local Emergency Operations Plans, describes a recommended format, content, and process for State and local EOP's. It sets forth FEMA's policy on plans produced with Federal assistance. This CPG complements CPG 1-8 by providing a uniform, comprehensive, and practical means to determine the consistency and completeness of EOP's developed in accordance with CPG 1-8 or any other guidance selected by State and local governments.

1-4. Supersession. This CPG supersedes CPG 1-8a, Guide for the Review of State and Local Emergency Operations Plans (Interim), dated October 11, 1985.

1-5. References.

a. This CPG addresses the emergency operations planning requirements prepared by several different FEMA program offices. Each reference serves as the source document for the individual planning considerations that have been extracted from them and should be read when appropriate. These planning considerations were taken from the following publications:

- (1) CPG 1-8, Guide for Development of State and Local Emergency Operations Plans;
 - (2) CPG 1-10, Guide for the Development of a State and Local Continuity of Government Capability;
 - (3) CPG 1-20, Emergency Operating Centers Handbook;
 - (4) CPG 1-30, Guide for Design and Development of a Local Radiological Defense Support System;
 - (5) CPG 2-15, Transportation Planning Guidelines for the Evacuation of Large Populations;
 - (6) CPG 2-16, A Guide to Hurricane Preparedness Planning for State and Local Officials;
 - (7) CPG 2-17, Electromagnetic Pulse Protection Guidance;
 - (8) CPG 2-18, State and Local Earthquake Hazards Reduction Implementation of FEMA Funding and Support;
 - (9) National Response Team's Hazardous Materials Emergency Planning Guide;
 - (10) NIREG-0654/FEMA REP-1/Rev-1, Criteria for Preparation and Evaluation of Radiological Emergency Response Plans and Preparedness in Support of Nuclear Power Plants;
 - (11) Federal Insurance Administration 13, Flood Emergency and Residential Repair Handbook; and
 - (12) Nuclear Attack Planning Base 1990 (NAPB-90).
- h. Other publications:
- (1) CPG 1-35, Hazard Identification, Capability Assessment, and Multi-Year Development Plans for Local Governments; and
 - (2) CPG 1-36, Capability Assessment and Multi-Year Development Plan for State Governments.

1-6. Policy.

a. No jurisdiction can be considered safe from the effects of war. Consequently, attack, including strategic nuclear attack, planning is applicable to all jurisdictions. The provisions detailed in chapter 2 of this CPG reflect the planning criteria to be addressed when developing an EOP. The applicable civil defense planning provisions listed in chapter 2

must be included in each EOP. To facilitate complete coverage, mandatory nuclear attack planning requirements are noted by a dagger (†) in the cross-walk. An EOP that fails to include direction and control, radiological defense, warning, communication, emergency public information, evacuation, and shelter provisions for nuclear attack is incomplete and unacceptable as an end product under FEMA/State CCA's.

b. EOP's submitted as products under FEMA/State CCA's must be consistent with the guidelines set forth in CPG 1-8. This product is a single, multihazard plan that features evacuation and sheltering as the two basic protective measures available for protecting people from the life-threatening hazards a jurisdiction may face.

c. EOP's that only address a single hazard such as Hazardous Materials, Hurricane, Nuclear Attack, Earthquake, etc., or are incomplete (i.e., lack individual annexes, appendices, etc.) will not be accepted by the region for review.

d. The nonemergency operations, regulatory, and administrative planning requirements associated with hazard specific programs (radiological emergency preparedness, hazardous materials, hurricane, etc.) may not be included as part of the EOP's developed under FEMA/State CCA's. Specifically, the following types of program requirements may not be included in the EOP's: Private sector industry onsite planning requirements; provisions for mitigation, environmental restorations, long term site recovery, and disposal of hazardous materials; membership rosters for State and local planning commissions and committees; schedules for public meetings and hearings; and exercise and training schedules for current and future years.

e. EOP's submitted as end products through the Population Protection Planning (PPP) statement of work in the States' CCA must be reviewed. Also, at least 20 percent of the EOP's updated each year by FEMA participant jurisdictions must be reviewed. The regional staff is responsible for reviewing and evaluating EOP's in accordance with chapter 3. Only plans that contain major planning deficiencies which would preclude the jurisdiction from effectively responding to the hazards the community may face will be considered incomplete under the PPP statement of work in the States' CCA.

f. Use of PPP resources for final printing and distribution of EOP's prior to regional review and evaluation is prohibited.

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g. Official guides for EOP review developed by States may be used in lieu of this CPG provided the FEMA Regional Director stipulated in writing that the content of the State guide is substantially consistent with the provisions contained in this CPG. The Regional Director is responsible for ensuring that a copy of each approved State guide is forwarded to:

Federal Emergency Management Agency
ATTN: SL-CN-SD-PD
500 C Street, S.W.
Washington, D.C. 20472.

1-7. Reporting Requirements. Office of Management and Budget (OMB) approval number 3067-0123 has been assigned to State and Local Emergency Operations Plans and Crosswalks for the collection of information from State and local governments.

Chapter 2

State Responsibilities

2-1. EOP Review. State Emergency Management Agency personnel are required to review EOP's by completing the crosswalk specified in this chapter or other approved crosswalks as defined in subparagraph 1-6h for each EOP that is developed or updated by an EMA participant jurisdiction and for each EOP that is developed by a non-EMA participant jurisdiction. The following specific instructions apply:

a. EMA Jurisdictions. The State will submit a completed copy of each EOP crosswalk to the appropriate FEMA regional office. In addition, the State will provide a copy of the EOP (in accordance with chapter 3 of this CPG) for at least 20 percent of the EOP's updated in EMA jurisdictions. Each FEMA region will indicate which plans it wants to review.

b. Non-EMA Jurisdictions. The State will submit a copy of the draft EOP being submitted to the region as an end product, and a completed copy of the EOP crosswalk for that EOP.

2-2. EOP Crosswalk.

a. Description. The EOP crosswalk is a managerial tool that provides the user with a practical means to identify, in a logical order, those recommended peacetime and mandatory nuclear attack planning requirements and considerations that apply to each EOP. This crosswalk should provide a quick and accurate reference to regional staff reviewers as to the location of the essential planning provisions in the plan.

The crosswalk must be completed by entering in the reference (page number, paragraph, chapter, section, etc.) or not applicable (N/A) in the column provided for each planning consideration. If an item is not referenced by page number, paragraph, or N/A, the regional reviewer will assume it is not included in the EOP.

(1) Emergency management planning considerations for the special needs of the mentally and physically handicapped and the elderly have often been inadvertently omitted from a jurisdiction's EOP. Therefore, those provisions that are applicable to the special needs of the handicapped and elderly have been highlighted to emphasize their importance. Special consideration is also required for any non-English speaking groups who reside in the jurisdiction.

(2) Entry of a N/A in the page/reference column on the crosswalk is appropriate under the following circumstances:

(a) The planning criterion is associated with a hazard that does not threaten the jurisdiction.

(b) The planning criterion calls for the establishment of redundant warning or communications system or an emergency operations facility that is not available.

(c) The planning criterion is related to a special need of the handicapped, elderly, and/or non-English speaking group that is not applicable to the jurisdiction.

b. Content.

(1) Basic Plan. The basic plan contains eight elements and provides an overview of the jurisdiction's approach to emergency management. It cites the legal authority for the plan and summarizes the role of every organization, agency, or activity expected to contribute to an emergency response. The basic plan describes the general environment, including strategic nuclear attack, that would establish the preconditions and assumptions for execution of the plan; a concept of operations; organization and assignment of responsibilities; coordinating instructions; an explanation of how the plan is to be administered and logistically supported; and specifies the command, control, and communications systems, and procedures that will be relied upon to alert, notify, recall, and employ emergency response personnel, warn and protect citizens, protect property and the environment, and request aid/support from other local communities, the State and/or the Federal Government. Listed below are the planning provisions that are applicable to the basic plan.

(a) Introduction. The plan contains:

(i) Letters or memoranda that reflect:

	<u>Page/Reference</u>
a Laws and other source documents that establish the legal basis for planning and carrying out emergency responsibilities (e.g., Good Samaritan legislation).	_____
b Review and concurrence from all departments of government and private sector organizations assigned emergency responsibilities.	_____
c Approval and promulgation of the plan by the chief executive (CE) of the jurisdiction.	_____
d Plan approval date.	_____

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Page/Reference

(ii) A description of the planning process used in the jurisdiction.

(iii) A statement of the emergency management goals.

(iv) An abstract of the plan content.

(v) A table of contents that lists the sections in the guide plan, annexes, and appendices.

(vi) A summary of the jurisdiction's hazard identification process that includes:

a A statement on the nuclear attack risk condition that applies to the jurisdiction.†

b Maps which identify high hazard areas/sites and preselected monitoring points for emergencies. These maps show:

1 High risk areas (nuclear attack target areas, flood plains, flashflood areas, earthquake zones).†

2 Probable high risk sites (dams, nuclear power plants, hazardous materials production, storage, and disposal facilities, etc.)

3 Evacuation routes.†

4 Location of public shelters.†

5 Location of a primary/alternate EOC and other critical direction and control facilities.†

6 Major roads, railways, and waterways that are used to transport the extremely hazardous substances (EHS), as defined in Title III of the Superfund Amendments and Reauthorization Act of 1986, that are produced or stored in the jurisdiction.

†Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

Page/Reference

c If applicable, a listing of those facilities that use, produce, or store extremely hazardous substances. The listing should include the name, location, and quantity of the substance(s) on hand.

(vii) Statements that identify the intended audience for each major section of the plan.

(viii) A distribution list that shows all of the recipients of the plan.

(ix) A chart that can be used to record changes.

(b) Purpose. The plan includes a purpose statement that describes the reason for the development of the plan and its annexes and appendices.

(c) Authorities and References. The plan cites:

(i) The legal basis (statutes, ordinances, executive orders, regulations, proclamations) for emergency operations.

(ii) The basis for delegation of emergency authority, i.e., enabling measures sufficient to ensure that specific emergency-related legal authorities can be exercised by elected or appointed leadership or their designated successors.

(d) Situation and Assumption. The plan contains:

(i) A statement that describes the geographic characteristics, population at risk to specific hazards, and potential hazard considerations (based on NAPB-90, CPG 1-35, or 1-36, as appropriate, and the available community/State loss estimate studies conducted for specific hazards) on which the plan is based.[†]

[†]Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

Page/Reference

(ii) The assumptions that were used in developing the plan.

(e) Concept of Operations. The plan contains:

(i) A description of the relationships between city, county, district, State, or Federal response organizations and agencies that may support the jurisdiction emergency response operation. Include voluntary and private organizations/groups where appropriate.

(ii) A description of the overall concept of operations which communicates the essence of planned arrangements (e.g., what will occur, where, when who will be in charge, etc.), with respect to the operating time periods (e.g., pre, trans, and postdisaster/emergency conditions). Additional considerations include:†

a Identifying personnel and positions to ensure continuous leadership, authority, and responsibility in emergency positions during emergency situations.†

b Identifying the special procedures/arrangements that would be necessary to obtain mutual aid and related assistance from nearby jurisdictions and the State or the Federal Government.†

c Identifying the procedures/arrangements that would be necessary to obtain assistance from the private sector and voluntary organizations.†

(f) Organization and Assignment of Responsibilities. The plan:

(i) Contains a block diagram showing the total response system for the jurisdiction.

†Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

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Page/Reference

(ii) Identifies the individual by title who is responsible for implementing the plan and directing the emergency response (e.g., CE, mayor, governor, county executive).

(iii) Describes the functions and responsibilities that are assigned to each organization (to include private and volunteer organizations/groups, where appropriate) to support emergency response operations in the jurisdiction.

(iv) Describes the functions and responsibilities that are shared by more than one organization and clarifies lead and support roles.

(v) Includes tasking for the individuals assigned to emergency response organizations to prepare and maintain current standard operational procedures (SOP's) and checklists which detail how their assigned responsibilities will be performed to support implementing the plan.

(vi) References mutual aid and other written agreements with voluntary organizations and other Federal, State (to include State Defense Forces), local, and private organizations.

(vii) Includes provisions for providing handicapped and elderly persons medical, transportation, and other related support during emergency situations.

(g) Administration and Logistics. The plan:

(i) Describes the administrative authorities and fiscal procedures necessary for supporting response organizations during emergency conditions.

(ii) Describes sources and methods for obtaining and using facilities, equipment, supplies, services and other resources to support emergency operations.

(iii) Describes procedures for inventory, storage, maintenance, and replacement of administrative and logistical support items during emergency conditions.

Page/Reference

(iv) Describes methods for receiving and managing the donations and services of individual citizens, private sector organizations, and others not included in the formal response structure.

(v) Identifies, as appropriate, special or critical resources required for radiological and chemical analysis, environmental assessment, biological sampling, plume movement tracking, contamination surveys, etc.

(vi) Identifies the availability and accessibility of resources from neighboring jurisdictions, military installations, the State, and the Federal Government.

(h) Plan Development and Maintenance. The plan:

(i) Identifies the official (by title) who is responsible for ensuring that necessary changes and revisions to the plan are prepared, coordinated, published, and distributed.

(ii) Requires each task organization/agency to update its portion of the plan as needed based on experience in emergencies, deficiencies identified through drills and exercises, and changes in government structure and emergency organizations.

(iii) Describes how revisions to the plan will be forwarded to all organizations/agencies assigned responsibility for implementation of the plan.

(i) Definition of Terms. The plan contains the definition of words, phrases, abbreviations, and acronyms that have special meaning.

(2) Direction and Control. State and local governments must be able to direct and control those activities of government that are essential to saving lives, protecting property, and restoring government services during and after a major emergency. The direction and control function describes how emergency response personnel will be used to protect citizens and property when it is necessary to respond, contain (if possible), and recover from the hazards the jurisdiction faces. This description details command and control relationships, response and recovery procedures, and use of emergency facilities and response

personnel to obtain and analyze emergency management information and to provide the command and control needed for each disaster response operation on a 24-hour basis. The plan:

Page/Reference

(a) Describes the arrangements for the provision of direction and control within each of the organizations and agencies that have been tasked to provide response personnel.

(b) Tasks organizations and agencies that provide response personnel to include in their SOP's the specific emergency authorities that may be assumed by a designated successor during emergency situations.

(c) Tasks organizations and agencies that provide response personnel to identify circumstances under which successor emergency authorities would become effective, and when they would be terminated.

(d) Identifies the official (and at least two successors) responsible for activating the jurisdiction's response personnel and directing emergency response operations.

(e) Describes the arrangement for the activation and release of emergency response personnel and providing for continuous (24-hour) manning of emergency response jobs (EOC staff, emergency support services, shelter teams, etc.) during emergency conditions.

(f) Describes the direction and control relationship between the overall response manager, EOC staff, the individual responsible for on-scene management when response personnel are dispatched to a specific disaster location.

(g) Describes the direction and control arrangements to follow upon the arrival of State and/or Federal officials.

(h) Describes the disaster effects monitoring and reporting system that the jurisdiction uses.†

†Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

Page/Reference

(i) Lists the location of the primary and alternate EOC's.[†]

(j) Identify by title or position the official responsible for maintaining the operational readiness of the primary and alternate EOC.

(k) Describes functions, layout, concept of operations, duties of staff, use of displays and message forms, and procedures for bringing the primary EOC to full readiness on a continuous 24-hour basis. Primary planning needs include:

(i) Identifying the official responsible for managing the EOC during emergency periods.

(ii) Identifying, by title or position personnel assigned to the primary and alternate EOC in the event of a crisis situation.

(iii) Identifying the specific functions and responsibilities of each EOC staff position.

(iv) Describing increased readiness actions to be taken during periods of heightened risk.

(v) Establishing a central point for coordinating the operational, logistical, and administrative support needs of response personnel at the disaster site, public shelters, EOC, and agency work/control/dispatch centers. Principal responsibilities include:

a Making provisions for collecting, analyzing, reporting, disseminating information to, from, and between response personnel, State/Federal Government officials, and the public.

b Providing for logistical and administrative support to response personnel deployed to the disaster site(s).

[†]Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

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Page/Reference

c Making provisions for starting a significant events log for the duration of the emergency situation. The log would be used to record key disaster related information (casualty information, health concerns, property damage, fire status, size of risk area, scope of the hazard to the public, number of evacuees, radiation dose, etc.)†

d Establishing a procedure for acknowledging and authenticating reports.

e Making provisions for the display of damage assessment information.†

(1) Describes the arrangements that have been made for the use of an alternate (fixed or mobile) EOC including the conditions (primary EOC is damaged, inaccessible, and/or evacuation of EOC staff members becomes necessary) under which it would be activated and staffed. Primary planning concerns include:†

(i) Identifying the official responsible for managing the alternate EOC during emergency period.†

(ii) Describing the operational capabilities of the alternate EOC.†

(iii) Making provisions for relocating staff members to the alternate EOC.†

(iv) Making provisions for transferring direction and control authority from the primary EOC.†

(v) Coordinating the operational and logistical support needs of response personnel directed by, but not located in the alternate EOC.

(3) Communications. This function describes the primary and backup communication systems and procedures that will be used by response organizations/agencies during emergency response and recovery. The plan:

†Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

Page/Reference

(a) Tasks one organization/agency to coordinate all communication activities.

(b) Describes the primary and backup methods of communication (radio, telephone, teletype, runner, etc.) between emergency response organizations/agencies to include the EOC, response units deployed to specific disaster sites, shelter/lodging/feeding facilities, private sector and voluntary organizations, adjacent jurisdictions, and State/Federal authorities, as appropriate.

(c) Describes methods for expanding communication capabilities, e.g., augmenting telephone services, utilizing amateur communication networks, etc. during emergencies.

(d) Describes the arrangement to ensure prompt and continuous staffing of communication facilities during emergencies.

(e) Describes the emergency measures that will be taken to protect radio equipment from the electromagnetic pulse caused by a nuclear explosion.†

(4) Warning. This function describes the jurisdiction's warning systems and the responsibilities and procedures for using them. The plan:

(a) Assigns responsibilities to organizations/agencies and describes methods used to notify key government officials and emergency response organizations/agencies.

(b) Describes the different warning devices, the meaning of each warning signal, and the and the geographical area each device covers.

(c) Assigns organizations and agencies responsibilities for activation of public warning systems.†

(d) Identifies officials authorized to activate the Emergency Broadcast System.†

†Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

Page/Reference

(e) Describes methods used to disseminate alerts and warnings to the public concerning the occurrence of an emergency situation. Special warning requirements include:†

(i) Warning special locations, such as schools, hospitals, nursing homes, major industries, institutions, and places of public assembly.†

(ii) Warning the hearing impaired and non-English speaking groups where appropriate.†

(f) Describes the arrangements for alerting government officials when emergency situations requiring public warning occur at industrial sites that use, produce, or store hazardous materials; commercial nuclear power plants; dams; etc.

(5) Emergency Support Services (ESS). This function describes the policies, roles, and responsibilities applicable to the organizations and agencies that perform core lifesaving, directional control, and recovery activities that facilitate the jurisdiction's ability to react to and recover from disaster events. The organizations and agencies include: Law Enforcement, Fire and Rescue, Health and Medical, Public Works, and Emergency Management. They provide the personnel, management oversight, equipment, and resources that ensure vital government services to the public continue during emergency situations. The plan:

(a) Tasks each emergency support service as appropriate to:

(i) Maintain current internal personnel notification/recall rosters and a means to implement them. This should include a communication system to implement call-down rosters for personnel assigned to the EOC, organization/agency work control/dispatch center(s) and other response personnel/teams. Normally these rosters should be an integral part of the organizations'/agencies' SOP's.

(ii) Designate and establish a work/control/dispatch center to manage organizational resources and response personnel and maintain contact with the EOC during emergency situations.

†Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

Page/Reference

(iii) Designate a representative to report to the EOC during an emergency to advise decision makers and coordinate its own service's response effort with other responding organizations/agencies.

(iv) Report the appropriate information (casualties, damage observations, evacuation status, radiation levels, chemical exposure, etc.) to the EOC during emergency operations.†

(v) Obtain the necessary protective respiratory devices, clothing, equipment, and antidotes for personnel to perform assigned tasks in hazardous radiological or chemical environments.

(vi) Obtain and maintain radiological defense and hazardous materials detection devices.†

(vii) Maintain dose records for response personnel and ensure that dosimeters are read at appropriate frequencies, if necessary, during emergency operations.†

(viii) Establish procedures for radiological decontamination of response personnel, equipment, supplies, instruments, and facilities.†

(ix) Protect records deemed essential for continuing government functions and the conduct of emergency operations.

(x) Provide necessary logistical support for food, water, emergency power and lighting, fuel, etc. for work/control/dispatch center(s) and response personnel during emergency operations.

(xi) Negotiate, coordinate, and prepare mutual aid agreements.

(xii) Support cleanup and recovery operations during disaster events.

†Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

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Page/Reference

(xiii) Train assigned response staff and volunteer augmentees to perform emergency functions.

(b) Tasks individual emergency support service to:

(i) Law Enforcement.

a Establish a chain of command to integrate and manage the law enforcement organizations from other jurisdictions that may respond to a disaster situation.

b Assist in the dissemination of warning to the public.

c Protect prisoners in custody.

d Relocate and house prisoners in custody, if necessary, during emergency situations.

e Provide protection and security for critical facilities and resources.

f Provide traffic control during an emergency.

g Provide security in the disaster and other affected areas to ensure that private and public property are protected.

h Provide law enforcement in reception centers, lodging and feeding facilities, and emergency shelters.[†]

i Assist in the evacuation of disaster areas during emergency operations.

j Limit access to the incident scene and evacuated area(s) during response and recovery operations.

[†]Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

Page/Reference

(ii) Fire and Rescue.

a Establish a chain of command to integrate and manage fire and rescue resources from other jurisdictions that may respond.

b Deploy fire/rescue personnel and equipment to the location of greatest need in the event of an emergency.

c Provide fire protection in public shelters.[†]

d Advise decision makers of the risks associated with hazardous materials, as well as the circumstances for using water, foams, dispersants, or fog for extinguishing, diluting, or neutralizing hazardous materials.

e Rescue injured people during emergency operations.

f Alert all emergency support services to the dangers associated with hazardous materials and fire during emergency operations.

g Assist in the dissemination of warning to the public.

h Assist in search operations, if practical.

(iii) Health/Medical.

a Identify medical facilities that have the capability to decontaminate injured individuals that have been radiologically or chemically contaminated.

b Inoculate individuals, if warranted, from the threat of disease.

[†]Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

Page/Reference

c Determine radiation levels of exposed individuals and methods for their decontamination, treatment, and care.† _____

d Expand mortuary services in an emergency. _____

e Establish and operate emergency medical care centers for essential workers in the hazardous area following the evacuation of the general population. _____

f Provide health/medical care at shelter/congregate care facilities. _____

g Distribute antidotes, drugs, vaccines, etc. to shelters. _____

h Obtain emergency medical support and hospital care during and after an emergency. _____

i Reduce the patient population in hospitals, nursing homes, and other health care facilities if evacuation is necessary, and continue medical care for those that cannot be evacuated. _____

j Identify hospitals, nursing homes, and other facilities that could be expanded into emergency treatment centers for disaster victims. _____

k Obtain crisis augmentation of health/medical personnel, e.g., nurses' aides, paramedics, American Red Cross personnel and other trained volunteers. _____

l Identify sources of supply to augment and/or satisfy expanded medical needs during emergency operations. _____

m Provide transportation and care of individuals from the disaster site to medical facilities. _____

n Track patients injured during the emergency situation. _____

Page/Reference

(iv) Public Works.

a Clear debris in an emergency.

b Provide backup electrical power to the EOC.

c Prepare and maintain a resource list that identifies source, location, and availability of earthmoving equipment, dump trucks, road grades, fuel, etc., that could be used to support disaster response/recovery operations.

d Ensure potable water supply during an emergency.

e Restore utilities to critical and essential facilities.

f Provide sanitation services during an emergency.

g Inspect, designate, and demolish hazardous structures.

h Protect the water supply and sewage system from the effects of hazardous materials incidents.

i Drain flooded areas.

j Determine the safety of emergency operations facilities, public shelters, and reception and care centers in a postearthquake environment.

k Determine the safety of evacuation routes (including airstrips/airports) in postearthquake environment.

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Page/Reference(v) Emergency Management.

a Manage Radiological Defense (RADEF) activities during emergency situations. Primary tasks include:†

i Preparing EPI materials that address survival tips for the nuclear attack hazard.†

ii Training people to perform Radiological Defense Officer (RDO), radiological monitor, shelter management, and weapons effects reporting duties.†

iii Maintaining an inventory list that identifies source and quantity of available RADEF instruments.†

iv Distributing bulk-stored RADEF instruments.†

v Staffing the EOC reports section with RDO(s), recorder(s), analysts, and plotters, as appropriate, during emergency situations.†

vi Receiving, displaying, analyzing weapons effects data from the weapons effects reporting network.†

vii Advising/briefing senior decision makers on the emergency situation and recommending actions to protect the public (i.e., activation of public warning/alert system, evacuation of risk area, activation of shelters, request for State/Federal assistance, etc.).†

viii Preparing weapons effects (damage assessment) reports for submission to the State or Federal Government, as appropriate.†

b Assign and manage fallout shelter and reception center teams.†

†Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

Page/Reference

c Coordinate EOC operations.†

d Organize, manage, coordinate, and channel the donations and services of individual citizens and volunteer groups during emergency situations.†

(6) Radiological Defense. This function describes the jurisdiction's concept of operations for dealing with the nuclear attack hazard. It addresses the attack hazard by time phase (pre/trans/post) and describes policies, roles, responsibilities, and procedures for radiological monitoring, exposure control, decontamination, weapons effects reporting, and training of the people to perform these responsibilities. It addresses methods to minimize/reduce the effects of the fallout radiation hazard on people and the actions necessary to facilitate the recovery effort in a postattack radiological environment. When appropriate, this function also addresses the emergency response planning considerations associated with peacetime radiological hazards. The plan:

(a) Describes the provisions made to obtain use of aircraft to perform aerial radiological monitoring and damage assessment (State EOP only).†

(b) Describes staffing and duties of radiological monitoring team.†

(c) Describes the duties of the RDN's, recorders, analysts and plotters tasked to report to the EOC during emergency situations.†

(d) Describes the jurisdiction's weapons effects reporting network. The description includes information requirements, frequency of reports, and reporting methods used by emergency support services and shelter teams.†

(e) Tasks emergency support services organizations/agencies to appoint people to perform radiological monitoring, weapons effects reporting, and decontamination duties during emergency situations.†

†Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

Page/Reference

(f) Describes the arrangements that have been made to train emergency support services personnel and shelter teams to perform radiological monitoring, weapons effects reporting, and decontamination duties.† _____

(g) Describes the triggering mechanism and methods that will be used to distribute from storage radiological instruments to emergency support services organizations/agencies and public fallout shelters.† _____

(7) Emergency Public Information. This function describes policies, roles, responsibilities, and procedures for increasing public awareness of hazards and provides a means to inform and advise the public on the appropriate protective actions that should be taken before, during, and after an emergency. The plan:

(a) Designates an authoritative spokesperson as the public information officer (PIO). _____

(h) Designates an information office which is the single official point of contact for the media during an emergency. _____

(c) Tasks response organizations to coordinate with the PIO and to clear press releases with the jurisdiction chief executive before releasing information to the media for public consumption. _____

(d) Contains or references agreements with the information media (TV, radio, print) for the dissemination of EPI. _____

(e) Assigns responsibility to organizations/agencies for the preparation of:

(i) Materials that describe the health risks associated with each hazard, the appropriate self-help or first aid actions, and other appropriate survival measures.† _____

(ii) Materials for the visually impaired and non-English speaking groups, if appropriate. _____

†Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

Page/Reference

(iii) Instructions for people who must evacuate from a high-risk area (nuclear attack target areas, nuclear power plant accident, flood, etc.) These materials include the following for each threat: definition of the population at risk, evacuation routes, suggestions on the types and quantities of clothing, food, medical items, etc., evacuees should take with them, locations of reception areas/shelters, and safe travel routes for return to residence.†

(iv) Instruction that identifies centrally located staging areas and pickup points for evacuees without private automobiles or other means of transportation.†

(v) Instruction for evacuee's use upon arrival in a hosting area which shows the location of reception centers, shelters and lodging, feeding facilities, and medical clinics.†

(f) Describes the media methods that will be used to disseminate EPI to the public.

(g) Specifies when EPI will be disseminated to the public.

(h) Describes methods for responding to inquiries and informing families on the status of relatives that are injured or missing, emergency services, and damaged/restricted areas due to a disaster event.

(i) Assigns the PIO responsibility for rumor control.

(j) Contains instructions for coordinating with State, Federal, or private sector agencies to obtain technical information (health risks, weather, etc.) for release to the public and media.

†Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

(8) Evacuation. This function describes policies, roles, responsibilities, and procedures, for evacuating people and critical resources (food, medical supplies, RADEF instruments, etc.) from a risk area, when emergencies or threats necessitate such action. Plan content should address the full spectrum of evacuation considerations that apply to the jurisdiction. The fundamental assumption for evacuation is that sufficient warning time will be available to evacuate the threatened population. The evacuation function addresses the assortment of evacuation options that have been tailored to meet the different types of hazards (nuclear attack, natural disaster, and hazardous materials) the jurisdiction faces. The plan:

	<u>Page/Reference</u>
(a) Identifies the known risk area(s) to be evacuated and rationale for evacuation. If applicable, the plan should identify:†	_____
(i) Areas associated with a potential blast overpressure of 2.0 pounds per square inch or more (in accordance with NAPR-90).†	_____
(ii) Coastal and inland areas vulnerable to storm surge inundation associated with hurricanes and tropical storms.	_____
(iii) Areas and population distribution around nuclear power plants.	_____
(iv) Areas around hazardous materials production/storage facilities and along transportation routes used for the transport of hazardous materials.	_____
(v) Flood plains.	_____
(b) Identifies the individual(s) responsible for determining the need to evacuate and for issuing evacuation orders.†	_____
(c) Identifies on maps the primary and alternate evacuation routes for the established risk area(s) in the jurisdiction.†	_____
(d) Identifies traffic capacity estimates for the designated evacuation routes.†	_____

†Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

Page/Reference

(e) Explains transportation policy and quantifies transportation resources (i.e., movement, control, use of public and private vehicles, etc.).†

(f) Describes the methods for relocating essential resources (personnel, critical supplies, equipment) to the reception area.†

(g) Identifies the number of people requiring transportation to reception areas, designated assembly points, and the means to get these people to the reception areas.†

(h) Identifies the individual by title or agency responsible for the coordination of all public transportation resources planned for use in an evacuation.†

(i) Designates rest areas along movement routes where evacuees can obtain fuel, water, medical aid, vehicle maintenance, information, and comfort facilities.†

(j) Describes the methods for:†

(i) Providing transportation for essential workers to and from the risk area.†

(ii) Countering potential impediments (physical barrier, time, lack of transportation resources, etc.) to evacuation.

(iii) Handling vehicles with mechanical problems.

(iv) Providing vehicle security and parking in the reception area.

(v) Evacuating persons with mobility impairments.

(k) Describes methods for evacuating the handicapped, elderly, and persons in institutions (i.e., prisoners, hospital patients, students, etc.).

†Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

Page/Reference

(1) Describes the procedures for reentry into evacuated and/or hazardous area(s), including systems for determining when hazardous materials plume has sufficiently dissipated.

(9) Shelter (Reception and Care and In-place Protection). This function describes the policies, procedures, roles, and responsibilities associated with the protection and care of evacuees and those people who rely on in-place shelter in lieu of evacuation. It addresses shelters that protect people from the effects of a disaster, temporary housing, food, clothing, and other essentials that a large number of people who have been displaced from their homes would need. It explains the conditions under which people should be placed in protective shelter and how this process would be implemented. Further, it describes the in-place protection options tailored to meet the different hazards (nuclear attack, natural, and hazardous material) the jurisdiction faces. The plan:

(a) Identifies suitable shelter to protect people from the risk conditions assumed. Specifically the plan should identify:

(i) Facilities (schools, churches, motels, restaurants) that are appropriate for short term use as lodging and/or feeding facilities for evacuees who do not require fallout shelter protection.

(ii) Facilities suitable as public fallout shelters (including shelter capacities, protection factors, fire vulnerability codes, and relative blast protection codes and spaces) from the national facility survey or best available estimates.[†]

(b) Allocates specifically defined segments of the population to specifically identified shelters or shelter complexes.[†]

(c) Tasks public works to identify shelter/reception and care facilities that are safe to use in postearthquake environments.

(d) Describes the fallout shelter system or organization, duties, staffing, and logistics.[†]

[†]Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

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Page/Reference

(e) Tasks the RDO to make provisions for the crisis training of radiological monitors for all public fallout shelters designated for use.†

(f) Identifies upgradable facilities (including shelter capacity, protection factor, if known, and the allocation of shelter spaces to the public) which can be used as a resource to cover shelter deficits.†

(g) Describes use of the expedient fallout shelters to meet shelter deficits, if required.†

(h) Tasks an organization/agency to develop a crisis shelter stocking plan for the jurisdiction's public shelter.†

(i) Designates space within lodging/shelter facilities to house institutionalized or special needs groups.†

(j) Designates facilities within commuting distance of the hazardous area for essential workers and their families.†

(k) Assigns responsibilities (individual(s), organization(s)) for emergency mass feeding operations.†

(l) Identifies facilities for mass feeding.†

(m) Tasks an organization/agency to be responsible for crisis upgrade of shelters.†

(n) Describes the procedure for crisis marking of unmarked facilities.†

(o) Tasks an organization/agency to manage reception and care center teams.†

(p) Describes the methods for managing reception and care activities (registration, staffing, lodging, feeding, pertinent evacuee information, etc.).†

†Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

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Page/Reference

(q) Tasks an organization/agency to manage the jurisdiction's fallout shelters and to assign trained managers and staff to all public fallout shelters when opened to the public.†

(r) Describes the methods used to assign people to lodging, shelters, and feeding facilities.†

(s) Describes the methods used to keep public fallout shelter free from contamination (monitoring, decontamination, quarantine, etc.).†

(t) Describes the methods for limiting the exposure of individuals within the jurisdiction to gamma radiation and hazardous materials.†

†Denotes mandatory civil defense (including strategic nuclear attack) planning requirements.

Chapter 3

Regional Responsibilities

3-1. EOP Review. The region must ensure that each EOP submitted is consistent with CPG 1-8 and includes the mandatory coverage for nuclear attack. Accordingly, review of EOP's will require the combined efforts of several regional staff members. The staff responsible for Population Protection Planning must ensure that each review is conducted as soon as possible after a State or local EOP is received in the regional office. In addition to the PPP, staff members responsible for management of program activities associated with EMA and RADEF must be relied upon to help evaluate the content of these EOP's. EOP review will be accomplished by completing the review worksheet contained in appendix A. The region should reproduce the worksheet on page A-1 to meet staff needs. The EOP review worksheet will be used for each of the nine major sections of the plan. If the plan sections differ from this format by title or number of sections, the region has the discretion to modify the EOP worksheet. Comments recorded on the worksheets must identify deficiencies in the EOP and suggest specific corrective actions or recommendations for improvement where appropriate.

a. EMA Jurisdictions. The regional EMA staff is responsible for examining the crosswalk for each EMA participant jurisdiction's EOP that is updated. Further, the staff must review at least 20 percent of the EOP's updated during each fiscal year. The regional EMA staff will identify for the State(s) which EOP's they wish to receive and will request each State to forward a copy of those EOP's. When deemed appropriate, plan elements associated with hazardous materials will be referred to the Natural and Technological Hazards Division staff for review and comment.

b. Non-EMA Jurisdictions. The regional PPP staff is responsible for reviewing every draft EOP offered as an end product from non-EMA jurisdictions. When deemed appropriate, plan elements associated with hazardous materials will be referred to the Natural and Technological Hazards Division staff for review and comment.

c. Additional Plan Review Requirements.

(1) Radiological Defense Annexes. The regional RADEF program manager is responsible for reviewing RADEF planning requirements in those EOP's that are offered as end products under the CCA. Also, the RADEF manager must complete the RADEF worksheet on each EOP reviewed and turn it in to the EMA or PPP program manager, as appropriate, for inclusion in the Summary Report that is forwarded to each State.

(2) Hazardous Materials. The regional hazardous materials staff assists State and local governments to satisfy the hazardous materials planning requirements specified in Title III of the Superfund Amendments and Reauthorization Act (SARA) of 1986. The staff may be called upon to review the hazardous materials portions of the EOP's from those jurisdictions that include the operational planning considerations required by SARA.

3-2. Reporting Requirements. Subsequent to the review of each EOP, the regional Chief, Emergency Management and National Preparedness Division, will ensure that a formal written summary report (appendix B) is forwarded to the State. The summary report will contain the region's evaluation as to the completeness and compliance of the EOP, identify major deficiencies, and suggested corrective actions. Plans that do not contain the required attack, to include strategic nuclear attack, planning provisions will be considered incomplete and will not be accepted under a State's CCA statement of work. For non-EMA jurisdiction EOP's that are accepted, Federal resources may be used to print and publish these plans. A copy of the summary report will be retained in the regional file. The following procedures must be used in the preparation of the summary report.

a. EOP Review Worksheet(s). The individual(s) tasked to complete the EOP review worksheet(s) for one or more sections of the EOP are responsible for making a determination as to the completeness of the section(s) reviewed.

b. EMA Jurisdictions. The regional EMA staff is responsible for determining the overall completeness and for preparing the summary report on every EMA jurisdiction EOP that is reviewed. The staff should work closely with the individual who completes one or more of the EOP review worksheets to ensure that the suggestions, recommendations, and other appropriate comments are included in this report.

c. Non-EMA Jurisdictions. The regional PPP staff is responsible for determining the overall completeness and preparing the summary report for every non-EMA jurisdiction's EOP that is reviewed. The staff should work closely with the individual who completes one or more of the EOP review worksheets to ensure that the suggestions, recommendations, and other appropriate comments are included in this report.

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Appendix A

Emergency Operations Plan
Review Worksheet

State: _____ Date Reviewed: _____

Name of County/Emergency Operational Area: _____ Reviewer(s): _____

Date of Plan: _____

Check only the section of the plan that has been reviewed on the worksheet.
The region should reproduce this page as often as necessary.

<input type="checkbox"/> Basic Plan	<input type="checkbox"/> Direction & Control	<input type="checkbox"/> Communications
<input type="checkbox"/> Warning	<input type="checkbox"/> Emergency Support Services	<input type="checkbox"/> Radiological Defense
<input type="checkbox"/> Emergency Public Information	<input type="checkbox"/> Evacuation	<input type="checkbox"/> Shelter
<input type="checkbox"/> Other _____		

I. CPG 1-8a Deficiencies

<u>Page/Paragraph</u>	<u>Crosswalk Criteria Item</u>	<u>Problem/Comment/ Recommendation</u>
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II. Other Deficiency Notes

<u>Page/Paragraph</u>	<u>Problem/Comment/Recommendation</u>
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III. General Comments/Suggestions

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Appendix B

Summary Report on EOP Review Worksheets

Plan Reviewed: _____
Title of Plan

Reviewed By: _____
FEMA Region

State: _____

County/Emergency Operational Area: _____

FEMA Region Reviewer(s)

Date of Plan: _____

Developed by: _____

Date of Review: _____

Narrative statement on completeness and consistency of the EOP:

Listing of Major Planning Deficiencies (if any) and Suggested Changes:

CPG 1-8a Deficiencies

<u>Page/Paragraph</u>	<u>Crosswalk Criterial Item</u>	<u>Problem/Comment/ Recommendation</u>
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Other Deficiency Notes

<u>Page/Paragraph</u>	<u>Problem/Comment/Recommendation</u>
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General Comments If Appropriate