

Guide for All-Hazard Emergency Operations Planning



September 1996

FOREWORD

One goal of the Federal Emergency Management Agency (FEMA) is to develop, in partnership with State and local governments, a national emergency management system that is comprehensive, risk-based, and all-hazard in approach.

Crucial to this system are emergency operations plans (EOP), which describe who will do what, as well as when, with what resources, and by what authority--before, during, and immediately after an emergency.

This State and Local Guide (SLG) provides emergency managers and other emergency services personnel with information on FEMA's concept for developing risk-based, all-hazard emergency operations plans.

This Guide clarifies the preparedness, response, and short-term recovery planning elements that warrant inclusion in State and local EOPs. It offers FEMA's best judgment and recommendations on how to deal with the entire planning process--from forming a planning team to writing the plan. It also encourages emergency managers to address all of the hazards that threaten their jurisdiction in a single EOP instead of relying on stand-alone plans.

This Guide should help State and local emergency management organizations produce EOPs that:

- serve as the basis for effective response to any hazard that threatens the jurisdiction;
- facilitate integration of mitigation into response and recovery activities; and
- facilitate coordination with the Federal Government during catastrophic disaster situations that necessitate implementation of the Federal Response Plan (FRP).

Emergency planners in the business and industry and animal care communities may find portions of this Guide useful in the development of their emergency response plans. Industry planners may also consult FEMA-141, *Emergency Management Guide for Business and Industry*.

FEMA welcomes recommendations on how this Guide can be improved to better serve the needs of the emergency management community. Comments should be addressed to FEMA, Attn: Preparedness, Training, and Exercises Directorate, State and Local Preparedness Division, Washington, DC 20472.

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About This Document

- Purpose** This Guide is meant to aid State and local emergency managers (also called "emergency management coordinators") in their efforts to develop and maintain a viable all-hazard emergency operations plan. **The Guide is a "toolbox" of ideas and advice, not a sample EOP.** Each community's EOP must reflect what *that community* will do to protect itself from *its* hazards with the resources *it* has or can obtain.
- Applicability and Scope** This Guide is intended primarily for use by personnel responsible for EOP development and maintenance in State and local emergency management agencies. It is strictly a guide. **It establishes no requirements, and its recommendations may be used, adapted, or disregarded.**
- Supersession** This SLG is new. It replaces Civil Preparedness Guide (CPG) 1-8, *Guide for the Development of State and Local Emergency Operations Plans* (dated September 10, 1990); CPG 1-8A, *Guide for the Review of State and Local Emergency Operations Plans*, (dated October 1992); and CPG 1-10, *Guide for the Development of a State and Local Continuity of Government Capability* (dated July 27, 1987), which have been rescinded.
- Authorities** This SLG is issued under authority of the *Robert T. Stafford Disaster Relief and Emergency Assistance Act*, as amended. In this law, Congress recognizes emergency management as a joint responsibility of Federal, State, and local government. For the Federal Government, Congress defines a role that includes providing "necessary direction, coordination, and guidance" (Sec. 601) for the Nation's emergency management system, to include "technical assistance to the States in developing comprehensive plans and programs for preparation against disasters" (para. 201(b)).
- Local governments should use this Guide to supplement guidance from their States.
- Overview of Contents** Chapter 1 explains what an EOP is at the State and local levels, why the EOP is a necessary part of a comprehensive approach to emergency management, and how the EOP relates to other aspects of the comprehensive, risk-based, all-hazard approach.
- Chapter 2 describes the approach FEMA recommends for a step-by-step process of risk-based, all-hazard emergency operations planning. Chapter 3 suggests how to format the results of the planning process in a written EOP.

Chapters 4 and 5 list and discuss elements that, if applicable for a jurisdiction, should be addressed in its all-hazard EOP.

Chapter 6 notes unique aspects of certain hazards, including associated regulatory requirements. It suggests how to address these unique aspects in the all-hazard EOP rather than in stand-alone plans. The chapter is not meant to replace hazard-specific planning guidance issued by the Radiological Emergency Preparedness (REP) Program of FEMA and the Nuclear Regulatory Commission (NRC), the Chemical Stockpile Emergency Preparedness Program (CSEPP), or the National Response Team (NRT).

Chapter 7 contains information on integrating State EOPs with the Federal Response Plan, so that all levels of government can provide a coordinated response to communities in need.

Please note that, unlike previous FEMA planning guidance, this Guide addresses animal care and control and gives extensive treatment to resource management (including donations management).

**Revision
Process**

To be relevant, FEMA's planning guidance had to reflect three basic changes: (1) Congress eliminated emphasis on the nuclear attack hazard and restated Federal Civil Defense Act authorities in the Stafford Act; (2) FEMA and the Federal Government have acquired a broader role in disaster response; and (3) emergency management planning in the States and many localities has matured beyond the sample plans FEMA provided in earlier planning guidance. Also, FEMA has taken a new approach to dealing with the States: Performance Partnership Agreements (PPA). With Performance Partnership Agreements, FEMA trades increased flexibility "up front" for increased attention to results. This Guide fits the new way of doing business.

In July 1995, FEMA convened a group of local, State, and Regional planners to offer suggestions on making all-hazard EOP guidance more useful given "conditions in the field." This Guide reflects many of their ideas.

FEMA will revise this SLG as needed. Change pages will be issued through the FEMA publication distribution system to organizations designated to receive this Guide. Other holders of this document should contact their State or local emergency management organization or the FEMA Printing and Publications Branch to get a copy of the change(s) or more copies of the Guide.

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