



DIRECTIVE

Pennsylvania Emergency Management Agency
2605 Interstate Drive
Harrisburg, PA 17110-9364

Subject: Requirements for the Preparation, Review and Update of Municipal Emergency Operation Plans (EOPs) and Accompanying Documents	Number: D2007-1
Date Published: May 1, 2007 Expiration Date:	By Direction of: James R. Joseph Director

I. PURPOSE

The purpose of this Directive is to provide policy direction to boroughs, townships and cities for the implementation of a planning process that includes the preparation, review and periodic update of their local emergency operations plans and accompanying documents.

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” within the municipality. Each municipality shall prepare and adopt its own emergency operations plan or, through an Inter-governmental Cooperation Agreement (ICA – sample attached), prepare and adopt an emergency operations plan with one or more other political subdivisions located within the same county. This directive highly encourages multi-jurisdiction planning and ICAs.

PEMA also wants to encourage all 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 also a more dynamic set of checklists and a complete and accurate notification and resource manual. By placing more emphasis on a municipality’s planning process instead of on the preparation of its written plan, PEMA believes that all elected officials, emergency management coordinators and their staffs will be better prepared to respond to, recover from and mitigate actual or potential disaster emergencies within their municipalities. This will, in turn, better protect the health, safety and welfare of the municipality’s citizens.

II. AUTHORITY

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

III. DEFINITIONS

- A. *A Current Plan* – PEMA interprets the Code to mean that a plan is current if it has been promulgated by a board of elected officials. Additionally, to be considered current, a plan 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.

- B. *Local Emergency Operations Plan* – The document promulgated by a 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, emergency management coordinator and other emergency response personnel, whether paid or volunteer. The local EOP is consistent with the National Incident Management System (NIMS) and the Pennsylvania State Emergency Operations Plan. The local EOP is a public document.
- C. *Local emergency response functional checklists* – A separate document that is intended to supplement the local EOP by establishing a detailed list of emergency response actions to be performed by elected officials, the emergency management coordinator and other emergency response personnel during the occurrence of an actual or potential disaster emergency within the community. The checklists are reviewed and revised by the emergency management coordinator or another individual selected by the elected officials. 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 checklists may contain personal information that is not subject to Pennsylvania’s Right-to-Know Law and does not need to be formally promulgated.
- D. *Notification and Resource Manual* – A separate document that is intended to supplement the local EOP and the local emergency response checklists by providing contact information for those who need to be notified during an emergency, and 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. The Notification and Resource Manual is consistent with and uses terminology from the NIMS. The Notification and Resource Manual is periodically reviewed and updated by the emergency management coordinator or another individual selected by the elected officials. As a result, this document is subject to frequent content changes. It may contain personal information that is not subject to Pennsylvania’s Right-to-Know Law and does not need to be formally promulgated.
- E. *National Incident Management System (NIMS)* – A system prescribed by the President and the federal Department of Homeland Security that standardizes emergency response across the United States. 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.
- F. *Planning process* - The planning process set forth in this Directive which enables a local municipality’s elected officials, emergency management coordinator and other selected individuals to review, revise, update and approve the municipality’s EOP, emergency response checklists and Notification and Resource Manual.

IV. **MUNICIPAL PLANNING**

- A. PEMA’s Bureau of Plans developed minimum standard model planning documents which local municipalities shall adopt and use in their emergency management planning process. Those documents include:

- A model local EOP;
- A model set of functional checklists for the various positions in the Emergency Operations Center; and
- A model Notification and Resource Manual.

PEMA has adopted the following “planning process” for the preparation, review and update of every municipality’s EOP, functional checklists and Notification and Resource Manual.

B. Local EOPs

1. Persons responsible for review and approval/promulgation: municipal elected body.
2. 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.
3. 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.

C. Functional Checklists

1. Person responsible for review: municipal emergency management coordinator, her/his designee, or another person selected by the elected officials.
2. 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:
 - a. At least every 24 months, a review of the checklists for changes in personnel, procedures, doctrine, demographics or available resources.
 - b. 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
 - c. Observations or lessons learned during or after the occurrence of an actual emergency response incident within the municipality or county.

D. Notification and Resource Manual

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

2. 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:
 - a. 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.
 - b. 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.

V. **SUPERCESSION**

This directive supersedes PEMA Directive D-2002-5 dated November 25, 2002.

VI. **EFFECTIVE DATE**

This Directive is effective on May 1, 2007.

James R. Joseph
Director

ATTACHMENT: Sample ICA

Distribution:
County EMA Coordinators
PEMA Regional Directors
PEMA Bureau Directors
PEMA Chief Counsel

ATTACHMENT: Sample Municipal ICA

CITY/BOROUGH/TOWNSHIP OF _____
_____ COUNTY, PENNSYLVANIA *
ORDINANCE NO. ____

**AN ORDINANCE OF THE CITY/BOROUGH/TOWNSHIP OF _____,
_____ COUNTY, PENNSYLVANIA, PROVIDING FOR ENTERING INTO AN
INTERGOVERNMENTAL COOPERATION AGREEMENT WITH OTHER MUNICIPALITIES
LOCATED WITHIN _____ COUNTY, PENNSYLVANIA, FOR THE PURPOSE OF
ESTABLISHING ONE JOINT EMERGENCY OPERATIONS PLAN FOR THOSE
PARTICIPATING MUNICIPALITIES.**

WHEREAS, certain municipalities located within _____ County, Pennsylvania, desire to enter into an Intergovernmental Cooperation Agreement to adopt a joint Emergency Operations Plan as their municipal operations plan; and

WHEREAS, said municipalities, for the purpose of carrying the provisions of the Intergovernmental Cooperation Act into effect, deem it appropriate to enter into such agreement; and

WHEREAS, said municipalities have determined that the residents of each municipality will be best served by adopting the joint Emergency Operations plan as their own plan rather than having numerous, separate emergency operations plans in each of the respective municipalities.

NOW THEREFORE, be it Ordained and Enacted by the Council/Board of Supervisors/Commissioners of the City/Borough/Township of _____, of _____, County, Pennsylvania, by the authority of and pursuant to the provisions of 53 Pa. C.S.A., Chapter 23, and pursuant to the authority and the provisions of the Emergency Management Services Code, 35 Pa. C.S. 7101-7707, as amended, as follows:

Section 1 – Title

This resolution shall be known as the _____ *city/borough/township* regional emergency management agency ordinance.

Section 2 – Parties and Purpose

The *city/borough/township* of _____, hereby resolves to enter into an intergovernmental cooperation agreement with the *city/borough/township* of _____, *city/borough/township* of _____, and *city/borough/township* of _____, and such other municipalities as would desire to enter into an intergovernmental cooperation agreement in the future, and hereby agree that the *joint* emergency operations plan will serve as the emergency operations plan for each municipality that signs the intergovernmental cooperation agreement.

Section 3 – Conditions of Agreement

The conditions of the intergovernmental cooperation agreement to be entered into between the participating municipalities and the county are described as follows:

* This form and its format have been accepted by the Pennsylvania Emergency Management Agency (PEMA) on March 21, 2003.

- A. The municipalities agree that they shall adopt and declare the *joint* emergency operations plan to be the emergency operations plan of each of their municipalities for the purpose of fulfilling the requirement in subsection 7503(1) of the emergency management services code to prepare, maintain and keep current a disaster emergency management plan for each of their municipalities.
- B. Each municipality's emergency management coordinator shall annually review the *joint* emergency operation plan and recommend changes, improvements or additional information to the plan in order to ensure that the plan adequately addresses the public safety and welfare needs of each municipality's residents.

Section 5 – Repeal of Inconsistent Resolutions and Ordinances

All resolutions and ordinances, or parts of either, which are inconsistent herewith, are hereby repealed to the extent of such inconsistency.

Section 6 – Invalidity

The invalidity of any part of this ordinance shall not affect the validity of any other part of this ordinance.

Section 7 – Registration with County

A copy of this ordinance shall be filed with the county Emergency Management Agency and shall remain in effect unless amended. Any amendments shall also be filed with the county emergency management coordinator.

Section 8 – Effective Date

This ordinance shall become effective upon enactment by the *city/borough/township* board of elected officials of all participating municipalities.

Resolved and enacted by the *city/borough/township council/board of Supervisors/Commissioners* of _____, _____ County Pennsylvania,
 on this ____ day of _____, 200_.

_____ *city/borough/township*

by: _____
 president/chairman of board of elected officials

Attest: _____
 Secretary

Approved by the _____, this ____ day of _____, 200_.