



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

Subject: Requirements for the Preparation, Review, and Update of County Emergency Operation Plans (EOPs) and Accompanying Documents	Number: D2009 – 01
Date Published: April 24, 2009 Expiration Date: April 23, 2011	By Direction of: Robert P. French, Director

I. PURPOSE

- A. This Directive provides policy direction to all Pennsylvania counties for the implementation of a planning process that includes the preparation, review, and periodic update of their county Emergency Operations Plans (EOPs) and accompanying documents.
- B. 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 EOP “...for the prevention and minimization of injury and damage caused by disaster.”
- C. The Pennsylvania Emergency Management Agency (PEMA) encourages all counties 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 county’s planning process instead of on the preparation of its written plan, PEMA believes that all elected officials, Emergency Management Coordinators (EMCs), and their staff will be better prepared to respond to, recover from, and mitigate actual or potential disaster emergencies within their borders. This will, in turn, better protect the health, safety, and welfare of the county’s citizens.
- D. Further, for counties where such an arrangement makes sense, this Directive encourages adoption of the county plan by all or some of the county’s municipalities as their own. This will create a regional planning entity that may be co-terminus with the county, will support the emphasis on regionalization in the National Incident Management System (NIMS) and anticipates changes in the legal requirements on smaller

municipalities that are contained in pending legislation. Wherever this arrangement holds true, municipalities should be briefed annually on the county plan.

II. DEFINITIONS

- 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, AND the plan and its major components have been reviewed by a designated official (e.g. the EMC) within the past two years (one year for the Notification and Resource Manual), and that review is appropriately documented.
- B. *County Emergency Operations Plan (EOP)* – The county EOP is that 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 NIMS and the Pennsylvania State EOP. The county EOP is a public document.
- C. *Emergency Response Functional Checklists* – The Functional Checklists comprise a separate document that is intended to supplement the county EOP by establishing a detailed list of emergency response actions to be performed by elected officials, the EMC, 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 EMC or another individual designated 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 (NARM)* – The NARM is a separate document that is intended to supplement the county EOP and the emergency response Functional 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 NARM is consistent with and uses terminology from the NIMS. The NARM is periodically reviewed and updated by the EMC or another individual designated 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)* – NIMS is 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 enables a county's elected officials, EMC, and other selected individuals to review, revise, update, and approve the municipality's EOP, emergency response checklists and NARM in a fashion consistent with planning principles.

III. **COUNTY PLANNING**

- A. PEMA's Bureau of Plans developed *minimum standard* model planning documents which counties should adopt and use in their emergency management planning process. Those documents include:
 - 1. A Planning Guide;
 - 2. A model Basic EOP;
 - 3. A model set of Emergency Support Function (ESF) Annexes that describes the responsibilities and scope of the ESF groups in the Emergency Operations Center (EOC);
 - 4. A model set of Functional Checklists for the various positions in the EOC; and
 - 5. A model NARM.
- B. Counties will use the planning process outlined in the *Planning Guide* and/or the National Comprehensive Preparedness Guide 101 (CPG-101) for the preparation, review, and update of every county's EOP, Functional Checklists, and NARM.

C. County Basic Plan and ESF Annexes as well as other Annexes and Appendices

1. Persons responsible for review and approval/promulgation: County Commissioners.
2. 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.
3. The County EOP (Basic Plan, ESF 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.

D. Functional Checklists

1. Person responsible for review: EMC, 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 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:
 - a. At least every 24 months, a review of the checklists is conducted for changes in personnel, procedures, doctrine, demographics, or available resources.
 - b. Observations or lessons learned after a state, county, and/or municipal-sponsored exercise or drill and/or any recommendations contained in an after-action report of an exercise or drill are considered.
 - c. Observations or lessons learned during or after the occurrence of an actual emergency response incident within the county are considered.

E. Notification and Resource Manual

1. Person responsible for maintenance and update: the EMC, his/her designee, or another person selected by the county's elected officials.
2. Update and revisions: even if circumstances do not warrant a change in the EOP, the person responsible for evaluating the effectiveness of the county'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 NARM 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.

F. Submission to PEMA

1. When promulgated, a current copy of the plan, with all of its sub-elements (including Annexes and the NARM) will be forwarded to and retained at the appropriate PEMA Area Office.
2. As the plan and its elements are reviewed (see above), copies of the review will be forwarded to the appropriate PEMA Area Office.
3. The appropriate PEMA Area Office may provide comments on and suggested improvements to the EOP to the county EMC for inclusion in future versions of the plan.

IV. EFFECTIVE DATE

This Directive may be used immediately, but is required for use on January 1, 2010.

V. INFORMATION

For further information, please contact the Bureau of Plans at (717) 651-2214.

VI. RESCISSION

This Directive rescinds PEMA Directive 2002-5, dated November 25, 2002.

VII. AUTHORITY

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

A handwritten signature in black ink, appearing to read "Robert P. French", is written over a horizontal line.

Robert P. French
Director

Distribution:

County EMA Coordinators
PEMA Chief Counsel
PEMA Bureau Directors
PEMA Area Office Directors