

Introduction to State and Local EOP Planning Guidance

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I. INTRODUCTION

Every State and local jurisdiction faces the difficult challenge of ensuring that citizens, emergency responders, essential government services, and private property are protected from the consequences of a terrorist attack. To enhance State and local planning, FEMA received \$100 million in a FY 2002 supplemental appropriation for State and local governments to develop or update existing Emergency Operations Plans (EOP).

This guide not only provides EOP guidance for a terrorist incident, it also highlights other planning considerations that should be taken into account based on Federal reports from the September 11th terrorist attacks at the World Trade Center (WTC) and Pentagon. Lessons learned from the September 11th terrorist attacks show that State and local governments need to ensure response efforts are fully integrated and understood by all responders. The emergency response community also needs to adopt common command and control standards, ensure equipment interoperability and implement mutual aid agreements. Moreover, emergency planners need to address continuity of operations (COOP) and continuity of state and local government/services (COG) to ensure that operations and governmental authority are not disrupted. While all of these program elements do not need to be included in the EOP itself, State and local jurisdictions need to address these issues as part of their comprehensive, strategic planning process.

Updating EOPs will not only aid local jurisdictions in collecting information on their current response capability, but States should use this opportunity to compile this information and incorporate it into their strategic plans. In anticipation of the establishment of the Department of Homeland Security, FEMA is undertaking collaboration with the Department of Justice, Office for Domestic Preparedness, and the Department of Health and Human Services, Office of Emergency Public Health Preparedness, to develop revised statewide preparedness strategic planning guidance. In FY 2003, FEMA expects that this unified approach to strategic planning will, at last, provide the single point of Federal coordination the States have been advocating. The collaboration between the State and local jurisdictions in developing or updating EOPs should be reflected in the State's strategic plan for addressing capability and resource needs. Each

jurisdiction knows what their basic capabilities are, and accordingly, they should be intimately involved in the process to identify what they need to enhance those capabilities. Local jurisdictions' involvement in determining the most prudent way to fill resources gaps is vital. Their input will provide the information needed to help States determine the resources needed to satisfy statewide requirements and the most appropriate source (mutual aid, other State and federal program funds) to provide the needed resources. Information derived from updating local EOPs will provide a means to help determine resource gaps. States should ensure that their EOPs and their strategic plans are coordinated and reflect a comprehensive, integrated approach to planning for and responding to terrorism WMD incidents and all other hazards, disasters, and emergencies.

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II. PURPOSE OF GUIDANCE

Many State and local jurisdictions have already completed Emergency Operations Plans. In light of the lessons learned from the September 11th terrorist attacks, Federal funding is being provided to State and local governments to update these All-Hazard plans, with a focus on WMD incidents.

Each jurisdiction that receives Federal funds to update their EOP should use the funds to ensure that their plan addresses all-hazards operations, with special emphasis on WMD terrorist incidents. In addition, States and local governments may use planning funds to implement the following activities in support of their EOP and State strategic plan.

- Identification and protection of critical infrastructure,
- Inventory of critical response equipment and teams,
- Interstate and intrastate mutual aid agreements,
- Resource typing,
- Resource standards to include interoperability protocols and a common incident command system,
- State and local continuity of operations (COOP) and continuity of government (COG), and
- Citizen and family preparedness, including Citizen Corps and other volunteer initiatives in responding to an incident.

The purpose of this guidance is to help State and local governments fine-tune their all-hazards EOPs and address the critical planning considerations listed above. States should also encourage regional planning initiatives among its jurisdictions. Updating EOPs will not only aid jurisdictions in assessing current capability, but it provides the basis for the preparation and refinement of State strategic plans and a foundation for mutual aid support.

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III. PLANNING CONSIDERATIONS

A. GENERAL

State and local governments face a difficult challenge in preparing for the consequences of a terrorist attack. They must ensure their emergency operations plans are updated to address the unique planning requirements associated with terrorism and weapons of mass destruction. These planning requirements include: special response procedures, pre-identified risk areas and evacuation routes; provisions and protocols for warning the public and disseminating emergency public information, requirements/instructions on the types of protective equipment and detection devices responders must wear and the operational/safety protocols that must be following when working in or near a "hot zone," etc. These planning requirements may be included as part of the plan through the use of appendices, tabs, attachments and may include such things as maps, charts, tables, checklists, resource inventories, and summaries of critical information.

State and local governments should also consider the changing nature of EOPs (e.g. changes in threat, organizational capabilities and jurisdiction's emergency services resource base; the need to fix deficiencies

identified in disaster response after action reports, exercises, program reviews, and changes in mutual aid arrangements; and the requirement to update perishable information, etc.). Thus, jurisdictions should review, test and evaluate their EOPs on a regular basis.

To help jurisdictions with the overall terrorism planning process, FEMA recommends that State and local governments use two documents - *Managing The Emergency Consequences of Terrorist Incidents, Interim Planning Guide For State and Local Government* and its companion *Toolkit*. To help States and local governments consider other critical planning considerations such as Citizen Corps and COOP/COG, information is provided in this document. FEMA strongly encourages jurisdictions to use this information and the attached resources as a starting point when they update their EOPs and in their broader strategic planning efforts.

B. ALL-HAZARDS PLANNING WITH EMPHASIS ON WMD TERRORIST INCIDENTS

The *Managing The Emergency Consequences of Terrorist Incidents, Interim Planning Guide For State and Local Governments* and the *Tool Kit for Managing The Emergency Consequences of Terrorist Incidents* provide information about the unique terrorism response planning considerations that should be included in each jurisdiction's all-hazard EOP. These guidance documents are intended to help the planner examine the jurisdiction's EOP to determine if the special and unique response procedures, notifications, protective actions, emergency public information, and other needs generated by this hazard are adequately addressed.

Interim Planning Guide For State and Local Governments

The *Managing The Emergency Consequences of Terrorist Incidents, Interim Planning Guide For State and Local Governments* (see Attachment A) was formerly issued in April 2001 as *Attachment G - Terrorism, Chapter 6, Hazard-Unique Planning Considerations, State and Local Guide for All-Hazard Emergency Operations Planning*. However, subsequent to 9/11, this document was reopened and updated. This document provides emergency planners with:

- A framework for developing emergency operations plans that address the consequences of terrorist acts involving weapons of mass destruction.
- A consistent planning approach that will foster efficient integration of State, local, and Federal terrorism consequence management activities.
- The most current information regarding the planning and operational challenges faced by the communities that have dealt with terrorism incidents.
- A suggested format for a Terrorist Incident Appendix to an all-hazards emergency operations plan.

Terrorism Planning Guide Tool Kit

The *Tool Kit* (see Attachment B) was adopted from FEMA's Emergency Management Institute's new Terrorism Planning Course and is a companion document to the *Interim Planning Guide For State and Local Governments*. It provides emergency planners with additional information on the special planning and response requirements for terrorism incidents, including:

- Actions associated with assessing terrorist threats,
- Information on emergency response planning and other preparedness actions associated with Direction and Control, Communications, Disseminating Warning, Emergency Public Information, Protective Actions, Mass Care, Health and Medical Needs, Managing Resources, and Responder Roles and Responsibilities,
- Information on nuclear, biological, chemical, radiological, and agriterroism agents, and cyber terrorism,
- Planning checklists for WMD incidents,
- Functional checklists for WMD incidents,
- Basic job aids for emergency responders, and
- ICS forms for emergency responders.

Note: In addition to the terrorism specific guidance offered in these documents, planners should draw upon the all hazards guidance contained in FEMA's State and Local Guide 101, Guide for All-Hazards Emergency Operations Planning.

In summary, these guidance documents address essential pre-incident, initial response, and follow-on operational actions that should be accomplished to ensure that the unique requirements associated with the terrorism hazard are satisfied.

C. OTHER PLANNING CONSIDERATIONS

The *Managing The Emergency Consequences of Terrorist Incidents, Interim Planning Guide For State and Local Governments* and the *Toolkit* are excellent tools for addressing the unique planning requirements associated with weapons of mass destruction. However, there are other planning considerations which are not fully addressed in this guidance that State and local governments should consider as part of a comprehensive strategic planning process, namely: the identification and protection of critical infrastructure; inventory of response assets; mutual aid; resource typing; resource standards; COOP/COG; and citizen and family preparedness, including Citizen Corps.

Identification and Protection of Critical Infrastructure

Our society is dependent upon a number of critical infrastructures, oftentimes not realizing how important their operations are until a disaster occurs. According to the President's Commission on Critical Infrastructure, critical infrastructures are systems whose "incapacity or destruction would have a debilitating impact on the defense or economic security of the nation."¹ For State and local governments, these services can include:

- Telecommunications
- Electrical Power Systems
- Gas and Oil
- Banking and Finance
- Transportation
- Water Supply Systems
- Government Services
- Emergency Services

States and localities may have different definitions of what constitutes a critical infrastructure, and each entity is presented with different challenges in identifying and conducting a threat vulnerability of critical infrastructure in their area. State and local governments are responsible for ensuring the continuation of critical infrastructure service operations to communities impacted by natural, technological, and WMD terrorist disasters. Protection of critical infrastructures helps to reduce negative impacts on rescue operations, communications, health and medical services, and the economy, among others.

Because the protection of critical infrastructure affects emergency preparedness and operations, State and local governments should take this opportunity to update their EOPs with information on what steps they are taking to identify and protect critical infrastructure. Planners must assess the vulnerability of, and provide critical infrastructure protection measures for the systems and assets they identify as critical infrastructure. Many States and localities have already accomplished this task for FEMA's Capability Assessment for Readiness (CAR) or for other Federal agency assessments. If a jurisdiction has already planned for the protection of critical infrastructure, it should take this opportunity to review current plans and consider additional critical infrastructure vulnerabilities in light of September 11, 2001. If a jurisdiction has not identified critical infrastructure and is seeking guidance, FEMA recommends they use FEMA's series of *State and Local Mitigation Planning How-To Guides*, including *Understanding Your Risks: Identifying hazards and estimating losses and Integrating Human Caused Hazards Into Mitigation Planning*. The Guides are available on FEMA's website at <http://www.fema.gov/fima/planresource.shtm>.

¹U.S. Critical Infrastructure Assurance Office (website) - <http://www.ciao.gov/resource/index.html>

Inventory of Critical Response Assets

Given the increase in Federal funds and domestic preparedness assistance provided over the past few years, State and local governments may have developed or acquired additional assets since they last updated their EOPs. If jurisdictions have not already begun to inventory assets for Federal capability assessment programs, it is critical that State and local governments account for their assets in their EOPs. Not only will this information help determine a jurisdiction's current capability, it will also help jurisdictions identify the resource shortfalls they must fill through mutual aid or other resources to successfully execute an operation. States should ensure that this information is integrated into their strategic plan for addressing capability and resource needs statewide.

Interstate and Intrastate Mutual Aid Agreements

The severity of disasters may at times overwhelm State and local response resources. Mutual aid agreements provide an opportunity for neighboring jurisdictions to assist in providing personnel and resources to their impacted counterparts, thus ensuring the continued safety of both responders and citizens.

Both intrastate and interstate mutual aid agreements are an effective means for States and local governments to leverage existing and new assets to the maximum extent possible. Creating and updating mutual aid agreements requires participating organizations to have an awareness and understanding of each other's personnel, equipment, and technological resources.

Team compositions and structures, equipment and communications interoperability, and training and accreditation standards are frequently addressed in mutual aid agreements. Ultimately, mutual aid agreements demonstrate a formal commitment of effort by participating jurisdictions to provide a unified and coordinated response structure.

State and local governments should develop and refine interstate and intrastate mutual aid assistance agreements as they update their EOPs. These agreements should address the unique response requirements and resource needs associated with responding to a WMD terrorist event and should be reflected in a jurisdiction's EOP.

- State mutual aid agreements such as the Emergency Management Assistance Compacts (EMAC) and related regional agreements and consortiums should be examined to determine the types of support States are prepared and able to provide to help each other and the shortfalls that exist to meet critical resource needs.
- Local mutual aid agreements should have a terrorism component to address the specific resource needs the jurisdiction has made with sister communities to obtain needed emergency response resources.
- Reference Tab H of attachment A - *Managing The Emergency Consequences of Terrorism Incidents, Interim Planning Guide For State and Local Governments* for examples of mutual aid agreements.

An effective mutual aid agreement will address the issues of liability and reimbursement, rapidly identify the availability and location of needed resources, and have the ability to accurately track the resources, from request to return. Thus, in developing a mutual aid plan, State and local governments should also begin to look at issues of resource typing.

Resource Typing

To make mutual aid more effective, resources must be clearly described by function and capability in common and universal terms and classified by levels of capability or capacity. In order to efficiently request and offer resources under mutual aid, resource typing is essential and State and local governments should address resource typing in their EOPs. For information on resource typing, contact the National Emergency Management Association, <http://www.nemaweb.org/index.cfm>.

The following teams are resources that have been typed or are in the process of being typed. These teams are good examples of how to type resources and are available for State and Federal response operations:

- **Weapons of Mass Destruction-Civil Support Team (WMD-CST)** - A Weapons of Mass Destruction -Civil Support Team (WMD-CST) is a team that supports civil authorities at a domestic chemical, biological, radiological, nuclear or high-yield explosive (CBRNE) incident site by identifying CBRNE agents/substances, assessing current and projected consequences, advising on response measures, and assisting with appropriate requests for State support. The National Guard Bureau fosters the development of WMD-CSTs.
- **Disaster Medical Assistance Team (DMAT)** - A Disaster Medical Assistance Team (DMAT) is a group of professional and paraprofessional medical personnel (supported by a cadre of logistical and administrative staff) designed to provide emergency medical care during a disaster or other event. The National Disaster Medical System (NDMS), through the U.S. Public Health Service (PHS), fosters the development of DMATs.
- **Disaster Mortuary Operational Response Team (DMORT)** - A Disaster Mortuary Operational Response Team (DMORT) works under the guidance of local authorities by providing technical assistance and personnel to recover, identify, and process deceased victims. DMORTs are composed of private citizens, each with a particular field of expertise, who are activated in the event of a disaster. The National Disaster Medical System (NDMS), through the U.S. Public Health Service (PHS), and the National Association for Search and Rescue (NASAR) fosters the development of DMORTs.
- **National Medical Response Team-Weapons of Mass Destruction (NMRT-WMD)** - The National Medical Response Teams - Weapons of Mass Destruction, also known as the NMRT-WMD, is a specialized response force designed to provide medical care following nuclear, biological, and/or chemical incident. This unit is capable of providing mass casualty decontamination; medical triage; and primary and secondary medical care to stabilize victims for transportation to tertiary care facilities in a hazardous material environment. There are four NMRTs-WMD geographically dispersed throughout the United States. The National Disaster Medical System (NDMS), through the U.S. Public Health Service (PHS), fosters the development of NMRTs.
- **Urban Search and Rescue Task Force (US&R)** - An Urban Search and Rescue Task Force (US&R) is a highly trained team for search-and-rescue operations in damaged or collapsed structures, hazardous materials evaluations, and stabilization of damaged structures and can provide emergency medical care to the injured. US&R is a partnership between local fire departments, law enforcement agencies, federal and local governmental agencies and private companies. FEMA fosters the development of US&R Task Forces.
- **Incident Management Team (IMT)** - An Incident Management Team (IMT) is a team of highly trained, experienced individuals who are organized to manage large and/or complex incidents. They provide full logistical support for receiving and distribution centers. Each IMT is hosted and managed by one of the United States Forest Service's Geographic Area Coordination Centers.

Resource Standards

Resource standards are an integral piece of preparedness planning efforts and should be incorporated into every jurisdiction's EOP. Standards provide State and local emergency management and first responder organizations with a baseline capability that should be achieved to respond to natural and man-made emergencies. They also allow for consistency among response elements within a given jurisdiction and across jurisdictions as well. Numerous commissions, the Bush Administration, Congress, and State and local associations have reinforced the crucial requirement for these standards and their respective complementary guidelines. National standards for emergency management will allow for the successful integration of Federal, State, and local resources in the emergency response process, promoting the seamless interface of existing critical incident management systems.

Examples of these resource standards include the following:

- **Incident Command System** - The Incident Command System (ICS), a national tool for command, control, and coordination of emergency response, provides a means to coordinate the efforts of Federal, State, and local agencies in stabilizing an incident while protecting life and property. Currently the standard emergency response system for numerous States, ICS has been adopted and endorsed by numerous Federal agencies and organizations.
- **OSHA 1910.120 Q** - The Occupational Safety and Health Administration specifies procedures for handling emergency response in OSHA 1910.120, Hazardous Waste Operations and Emergency Response, paragraph Q. It includes the minimum requirements for inclusion in an emergency response plan, the use of ICS, and training.
- **NFPA** - The National Fire Protection Association (NFPA) has developed over 300 consensus codes and standards that address planning, exercises, training, and equipment acquisition. NFPA 1600 was used as the foundation for development of the EMAP standard.

Continuity of Operations (COOP)/Continuity of Government (COG)

State and local governments should consider developing or updating contingency plans for the continuity of operations (COOP) of vital government functions. Jurisdictions must be prepared to continue their minimum essential functions throughout the spectrum of possible threats from natural disasters through acts of terrorism. COOP planning facilitates the performance of State and local government and services during an emergency that may disrupt normal operations.

COOP planning goals should include an all-hazards approach, the identification of alternate facilities, the ability to operate within 12 hours of activation, as well as sustain operations for up to 30 days. Elements of a viable COOP capability include:²

- Line of succession
- Delegation of authorities
- Alternate facilities
- Safekeeping vital records
- Administration and logistics
- Operating procedures
- Personnel issues
- Security
- Communications
- Exercises and training

² FEMA's Office of National Security

For more information on COOP, go to:

- **Recent Presidential Decision Directives on COOP:**
 PDD-39, Counter-terrorism
 PDD-62, Unconventional threats
 PDD-63, Critical Infrastructure Protection
[PDD-67, Enduring Constitutional Government and Continuity of Government Operations](#)
- **Recent Federal Preparedness Circulars:**
[FPC-65, Federal Executive Branch Continuity of Operations \(COOP\)](#)
 [FPC-66, Test, Training and Exercise Program for Continuity of Operations \(COOP\) -- 72 KB](#)
 [FPC-67, Acquisition of Alternate Facilities for Continuity of Operations \(COOP\) -- 74 KB](#)

State and local governments should also consider developing or updating contingency plans for the continuity of State and local government/services (COG). COG planning ensures continued line of governmental authority and responsibility. For more information on COG, go to:

- [PDD-67, Enduring Constitutional Government and Continuity of Government Operations](#)

State and local governments should address COOP and COG plans and explain how COOP and COG will affect emergency operations.

In Kind Donated Goods and Volunteer Services Coordination

Volunteers are valuable resources for expanding response capability and States and local jurisdictions should plan how to manage the additional volunteer manpower provided during an emergency or disaster.

State and local jurisdictions can use Citizen Corps Councils to partner with the volunteer community. The President's new Citizen Corps initiative is designed to bring together leaders from first responder groups, emergency management, volunteer organizations, local elected officials, and the private sector to form Citizen Corps Councils. The Councils serve as a focal point for engaging our citizens in homeland security and in promoting community and family safety practices in three principle ways: through public education and outreach, through training opportunities, and through volunteer programs drawing on special skills and interests.

State and local jurisdictions should include Citizen Corps Councils and State Voluntary Organizations Active in Disaster (VOAD) in developing a plan on how to coordinate volunteers and include this information in their EOP. For more information on Citizen Corps, visit www.citizencorps.gov. For more information on National and State Voluntary Organizations Active in Disaster, visit www.nvoad.org.

States should also consider donations coordination when updating their EOPs. As seen in response to the September 11th attacks, donations flooded DC and New York, requiring warehouse space and inventorying of donated services.

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IV. CONCLUSION

The desired end state for this planning effort is to update emergency operating plans to enhance the capability for responding to all hazards, including terrorist attacks. At a minimum, a jurisdiction's existing EOP should be expanded to address the unique planning requirements associated with weapons of mass destruction. Moreover, the identification and protection of critical infrastructure should also be incorporated into a jurisdiction's EOP. Further, States and local governments should address the continuity of operations and government to ensure that essential services can continue without interruption, the needs of victims can be met, and the government can respond. Additionally, State and local governments should address mutual aid agreements and other organizations, like Citizen Corps, as means to augment existing response organization resources. Overall, implementation of these activities as jurisdictions update their EOPs will ensure better preparedness and a more effective and coordinated response to all hazard events.