



# E/L0103 Planning: Emergency Operations

Student Manual

(September 2016)



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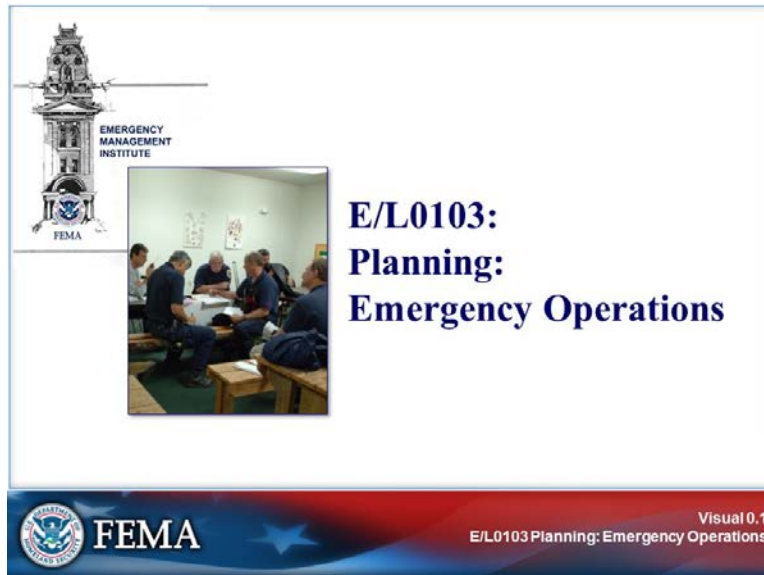
## **COURSE OVERVIEW**

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**WELCOME**

**Visual 0.1**



**Key Points**

This module provides the course overview for E/L 0103: Planning: Emergency Operations

This module should take approximately 1 hour and 40 minutes to complete.



<b>Topic</b>	<b>Time</b>
Course Overview	3 minutes
Expectations	1 minutes
Introductions	30 minutes
Course Structure and Materials	1 minutes
IAW Follow-Up	30 minutes
Testing and Evaluation Process	35 minutes
<b>Total Module Time:</b>	<b>1 hour, 40 minutes</b>



**Visual 0.2**

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**Administrative Information**

- Emergency exits
- Restrooms
- Pagers and cell phones
- Other logistics



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Visual 0.2  
E/L0103 Planning: Emergency Operations

**Key Points**

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- Emergency exits
- Restrooms
- Please turn off or silence your pagers, cell phones and other electronic devices.
- Other logistics

**Visual 0.3**

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**Course Goals**

- To promote effective emergency management planning practices
- To understand the emergency management planning process



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Visual 0.3  
E/L0103 Planning: Emergency Operations

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**Key Points**


The goals of this course are to promote effective emergency management planning practices and to understand the emergency management planning process.

**Visual 0.4**

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**Course Objectives**

- Explain the relationships among preparedness, Threat and Hazard Identification and Risk Assessment (THIRA), and emergency operations planning
- Identify the steps in the emergency planning process and the expected outcomes
- Describe the purpose and components of an emergency operations plan
- Apply the emergency planning principles and process in evaluating an emergency operations plan



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**Key Points**

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- Explain the relationships among preparedness, Threat and Hazard Identification and Risk Assessment (THIRA), and emergency operations planning
- Identify the steps in the emergency planning process and the expected outcomes
- Describe the purpose and components of an emergency operations plan
- Apply the emergency planning principles and process in evaluating an emergency operations plan

**Visual 0.5**

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**Our Expectations**

- Punctuality
- Participation
- Positive Attitude
- Professionalism
- Flexibility
- Commitment



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Visual 0.5  
E/L0103 Planning: Emergency Operations

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**Key Points**


- Punctuality
- Participation
- Positive Attitude
- Professionalism
- Flexibility
- Commitment





**Visual 0.6**

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**Introductions**



- **Name**
- **Position and organization**
- **Prior experience with emergency operations planning**
- **Training expectations**

 **FEMA**  Visual 0.6  
E/L0103 Planning: Emergency Operations

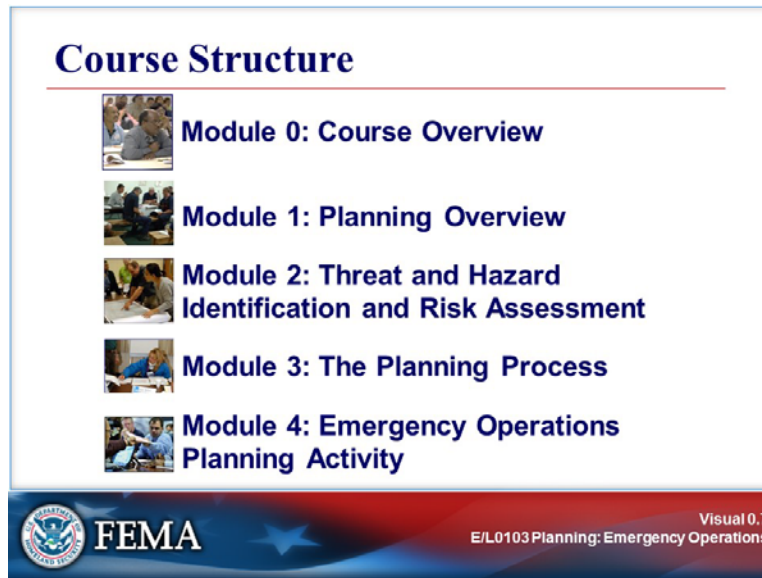
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**Key Points**

- Name
- Position and organization
- Prior experience with emergency operations planning
- Training expectations






**Visual 0.7**


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The slide titled "Course Structure" lists five modules, each with a small thumbnail image to its left. The modules are: Module 0: Course Overview, Module 1: Planning Overview, Module 2: Threat and Hazard Identification and Risk Assessment, Module 3: The Planning Process, and Module 4: Emergency Operations Planning Activity. At the bottom of the slide is the FEMA logo and the text "Visual 0.7 E/L0103 Planning: Emergency Operations".

**Course Structure**

-  **Module 0: Course Overview**
-  **Module 1: Planning Overview**
-  **Module 2: Threat and Hazard Identification and Risk Assessment**
-  **Module 3: The Planning Process**
-  **Module 4: Emergency Operations Planning Activity**

 **FEMA** Visual 0.7  
E/L0103 Planning: Emergency Operations

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**Key Points**

This course divides into five modules.

Module 0: Course Overview

Module 1: Planning Overview

Module 2: Threat and Hazard Identification and Risk Assessment

Module 3: The Planning Process

Module 4: Emergency Operations Planning Activity

**Visual 0.8**

**Course Materials and Resources**

- **Student Manual**
- **Individual Action Workbook (IAW)**
- **CPG 101: Developing and Maintaining Emergency Operations Plans**
- **CPG 201: Threat and Hazard Identification and Risk Assessment**
- **Exercise Simulation System Document**

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Visual 0.8  
E/L0103 Planning: Emergency Operations

**Alt Text for Visual 0.8:**

Course Materials and Resources

- Student Manual
- Individual Action Workbook (IAW)
- CPG 101: Developing and Maintaining Emergency Operations Plans
- CPG 201: Threat and Hazard Identification and Risk Assessment
- Exercise Simulation System Document

**Key Points**

Each student should have a Student Manual and an Individual Action Workbook (IAW).

- The Student Manual contains copies of visuals, content notes, and worksheets for the course activities. The Resource section within the Student Manual contains job aids (guidelines, tips, reference charts, checklists, etc.) that will be useful in emergency operations planning after the training.



This icon at the bottom of a visual indicates a related job aid in the Student Manual.

- The IAW provides a place for the student to record action steps to become an active participant in his or her jurisdiction's planning process and to record actions to be taken after the training.


Copies of Comprehensive Planning Guide (CPG) 101, CPG 201, Exercise Simulation System Document, and activity materials will also be provided.

IAW FOLLOW-UP

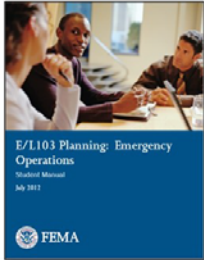
Visual 0.9

**IAW Follow-Up**


- Have you completed or made progress in the tasks you identified for your community? Provide examples.
- For information that you did not know during class, what methods did you use to find the information?
- Have you met with your identified mentor since E/L0101? How has that person continued to help you grow in the emergency management profession?



E/L0103 IAW Packet



E/L103 Planning: Emergency Operations  
Student Manual  
July 2017  
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Visual 0.9  
E/L0103 Planning: Emergency Operations

**Key Points**

Based on the topics, issues, activities, and priorities you identified in E/L0101: Foundations in Emergency Management and the E/L0102: Science of Disaster courses, discuss the following:


1. Have you completed or made progress in the tasks you identified for your community? Provide examples.
2. For information that you did not know during class, what methods did you use to find the information?
3. Have you met with your identified mentor since E/L0101? How has that person continued to help you grow in the emergency management profession?

## TESTING AND EVALUATION PROCESS

### Visual 0.10

**Testing and Evaluation Process**

- **Pre-Test (no grade)**
- **Post-Test**
  - **75% or better passing grade**
- **Participation:**
  - **Daily attendance, participation, and interactions**
  - **Individual Action Workbook (IAW)**

 **FEMA** Visual 0.10  
E/L0103 Planning: Emergency Operations

### Key Points

The course will contain several graded and ungraded testing and evaluation opportunities.

There will be a total of two tests—a pre-test and a post-test. The Pre-Test will not count towards the score to pass the class.

You are required to score a minimum of 75% on the Post Test.

In addition to the required minimum scores on the two Post-Tests, you will also be required to be an active participant in the class. Instructors will be observing your:

- Daily attendance and interactions in the class
- Completion of IAW activities

PRE-TEST


Visual 0.11

**Pre-Test**

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**Instructions: Working individually ...**

1. Tear the Pre-Test Answer Sheet off of the test packet. Use this sheet to record your answers.
2. Once you have completed the test, turn it into the instructors
3. You have **30 minutes** to complete the Pre-Test



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**Key Points**

**Instructions: Working individually...**

1. Tear the Pre-Test Answer Sheet off of the test packet. Use this sheet to record your answers.
2. Once you have completed the test, turn it into the instructors
3. You have 30 minutes to complete the Pre-Test

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## **MODULE 1: PLANNING OVERVIEW**

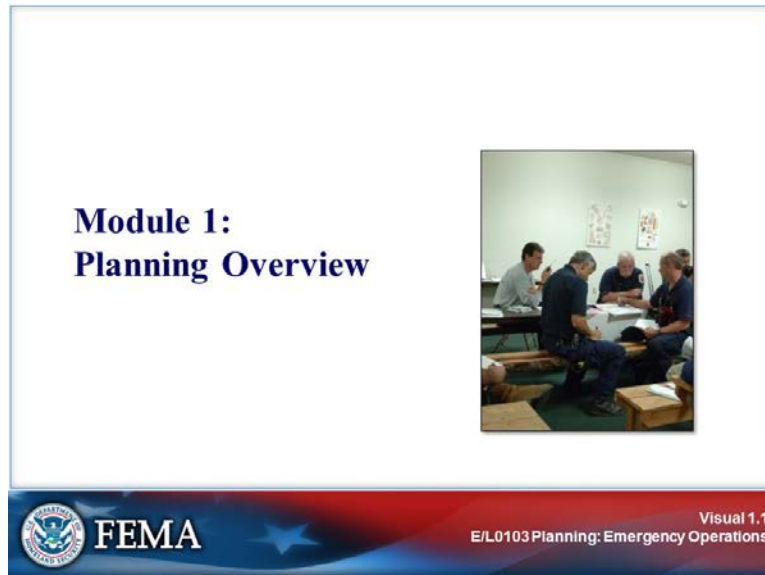
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## MODULE INTRODUCTION

### Visual 1.1



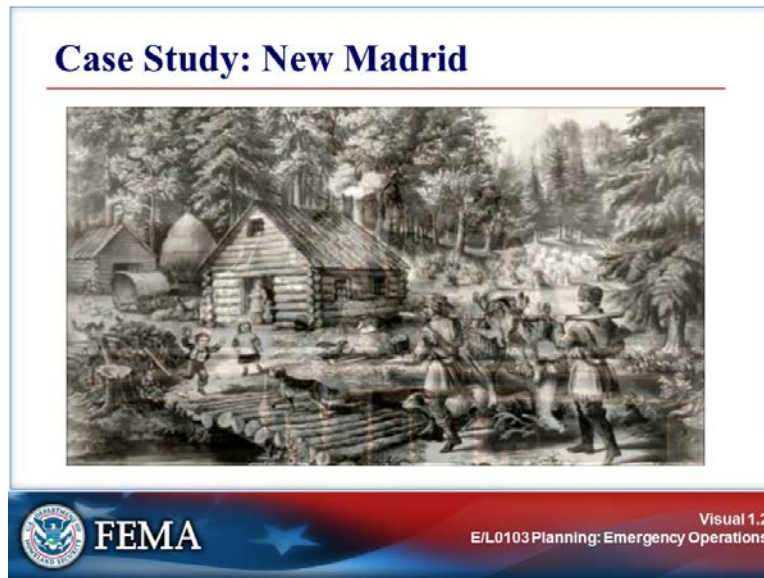
### Key Points

#### Module 1: Planning Overview

This module provides the big picture of planning and where emergency operations planning fits in to the planning spectrum.

Topic	Time
Module Introduction <ul style="list-style-type: none"><li>Case Study: New Madrid (Visual 1.2)</li></ul>	30 minutes
Planning and Preparedness	30 minutes
Planning Architecture <ul style="list-style-type: none"><li>Activity 1.1 – Types of Plans (Visual 1.20)</li></ul>	25 minutes
Plan Integration <ul style="list-style-type: none"><li>Activity 1.2 – Plan Integration (Visual 1.24)</li></ul>	25 minutes
Planning Principles	5 minutes
Planning Guidance	5 minutes
Emergency Planning	5 minutes
Module Summary	5 minutes
<b>Total Module Time:</b>	<b>2 hour, 10 minutes</b>

**Visual 1.2**



**Key Points**

In the winter of 1811-1812, the area around what is now New Madrid, MO (then a part of the Louisiana Territory) was rocked by a series of 4 large earthquakes (ranging from 7.5-7.9) and aftershocks for a period of about 6 months. These earthquakes remain the most powerful in the United States, east of the Rocky Mountains and were felt strongly over an area of about 130,000 square kilometers (50,000 sq. miles).

For the simple folk who populated the Mississippi river valley, life on the frontier was quiet, for the most part. Uneventful (you count) that is until one dark night that would literally shake the country's middle right down to its foundation. It was early morning on December sixteenth witching hours some would call it. About two am when the first violent tremor struck close to the New Madrid area. Startling those on land.

Eliza Byran said we were visited by a violent shock of an earthquake accompanied by a very awful noise resembling loud but distant thunder but more hoarse and vibrating, which was followed in a few minutes by the complete saturation of the atmosphere with sulfurous vapor causing total darkness. And on the water...Mathias Speed said we were afraid it was the appearance of a dreadful rapid or falls in the river just below us. We were so far in the sump that it was impossible now to land. All hope of surviving was now lost and certain destruction appeared to await us.

It was the first salvo in a series of earthquakes that would shake the central and eastern U.S. for the next six months. John Bardbury said in the night, I was awakened by a most tremendous noise accompanied by an agitation to vote so violent that it appeared in danger of ascending. Firmin La Roache said everywhere there was noise like thunder and the ground was shaking the trees down and the air was thick with something like smoke. There was much lightning. We believed we must surely die.

The initial shock, about seven point seven on the Richter scale, struck near the town of New Madrid. In the immediate area settlers were thrown from their beds as timbers crashed down and chimneys crumbled to dust. Glass exploded and shattered. Barns and fences collapsed as fire consumed many buildings. The Mississippi river was muddied by tons of earth from dislodged banks sliding into her swift currents. Vincent Nolte said the Mississippi foamed up like the water in a boiling caldron and the stream flowed rushing back while the forest trees near which we lay came crackling and thundering down. All told for major shocks hit the central United States over a period of several weeks.

The initial shock at two fifteen a.m. on December sixteenth was followed by another large one about eight that morning. Then on January twenty-third a third large tremor struck as big as the first two. This was followed by a fourth huge quake on February seventh probably the largest of the bunch. In-between these big shocks and for months after, the area was shaken by almost constant smaller aftershocks. Gary Patterson said an engineer in Kentucky named Jared Brooks set up after he felt the first earthquake in December eighteen eleven set up a crude pendulum seismograph and over a period of six months he recorded about eighteen hundred earthquakes that were probably large enough to be felt. So accounting for the tremors he might have missed, we are talking about well over two thousand possible earthquakes to rattle the distinct of New Madrid beginning on December sixteenth, eighteen eleven.

What happened in eighteen eleven was not a freak occurrence...a one-time anomaly. Doctor Chris Cramer said paleo old lymphoma faction features that have been dated and show that earthquakes in the last couple thousand years have repeated on average about every five hundred years. The central U.S. has been shaken by large seismic events throughout history. Most notably in the years five hundred, nine hundred, and fourteen fifty. Since the huge sequence two hundred years ago, scientists have come to realize that what we have here is a very active system. One which takes its name from the frontier town on the Mississippi the New Madrid seismic zone. Jim Wilkinson said it runs from about thirty five miles northwest of Memphis all the way up to southern Illinois. It is made up of three separate fault systems. Unlike the western part of the country where you can see the fault, ours is too deeply buried. So it is really a look from what the instruments tell us as to where the fault really lies, but it covers a very large area. The New Madrid seismic zone lies almost in the center of the country. Running in a jagged line from Cairo Illinois to Marked Tree Arkansas about thirty miles northwest of Memphis. The zone itself encompasses an eight state region. Eight states and potentially twelve million people who could suffer the consequences of a large quake. A magnitude seven to

## Module 1: Planning Overview

seven and half type event we would expect to impact at least eight states. Dramatically affecting seven of those states that fall along the Mississippi river. The outlying states of Alabama, Indiana, Illinois some of those states would see less danger than you would see in the central part of the fault system.

To some, the threat of an earthquake to our heartland may come as a surprise. We are familiar with those which strike the western U.S. which has been shaken many times in the last century. The San Francisco earthquake of nineteen oh six caused much damage and a fire that almost destroyed the city. In nineteen eighty nine, a six point nine struck the San Francisco Bay area. Sixty-three people died and thousands were left homeless. A nineteen ninety four Northridge earthquake had a magnitude of six point seven. It killed sixty and caused twenty billion dollars in damage. So why are earthquakes more common on the west coast? The earth's crust is made up of plates that fit together like a jig-saw puzzle. The constant shifting of superheated rock inside the earth generates and stores energy which presses upward against the boundaries of these tectonic plates which are known as rifts or faults.

Doctor Chris Cramer said basically, it's when part of the earth's crust is moving past another part on a surface usually that we call a fault. And when it slips quickly, it generates seismic waves that are felt by people.

When this slippage occurs, the seams snap like a rubber band, resulting in an earthquake. And even though there appears to be no good reason for seismic activity in the central U.S., Doctor Charles Langston said we have at least two hundred small earthquakes, less than magnitude four, occur each year. Umm, it seems to be occurring at a constant rate.

We have a large earthquake today in Southern California when its barely felt two hundred fifty miles away in Las Vegas. Whereas its proposed a large earthquake that occurred here in the central U.S. two hundred years, were felt twelve hundred miles away in Canada.

In the quakes of eighteen eleven and twelve, there wasn't much actual damage due to the sparse population in the central US. However, the effects were felt all across the country. The tremors even ringing church bells in Charleston. Doctor Kent Moran said it rang for a period of about ten seconds and people came up the church and asked, "Is there a fire?" Because the fire watch was in the steeple at the time and the gentlemen replied, "No it had not. The bell rang by itself."

Scientists believe that the very feature that makes the New Madrid zone so unusual is responsible for the enormous power of its earthquakes. If it's true that what's past is indeed prologue then, the New Madrid earthquakes could be dire portents.

A major seismic event would be vastly more destructive than two hundred years ago. Computer projections indicate that over an eight-state region, a seven point seven magnitude earthquake could result in almost ninety thousand injuries and deaths and over three hundred billion dollars in economic losses. A threat which Emergency Managers are taking very seriously.

James Bassham said we expect to have an awful lot of flooding, a lot of property damage, a lot of buildings down, a lot of people needing shelters, a lot of people needing rescue... It would be a catastrophic event for Tennessee. Which means a major interruption of communications and transportation. Urban infrastructure will be severely damaged with wide spread power and water outages, as well as ruptured gas lines.

James Bassham said we expect we will have a number of bridges out and a number of overpasses down, there will be a lot of fire, and there will be lot of fire that burns until the fire goes out. Probably won't be much water pressure, our conventional way of fighting fire will probably go by the wayside.

A large earthquake in the central U.S. is considered to be a high impact, low probability event. Which would be felt not just regionally, but globally. But the question remains, how likely is it that the New Madrid seismic zone will experience a catastrophic quake in our lifetime.

Doctor Chris Cramer said the probabilities of a repeat of the New Madrid earthquakes of eighteen eleven eighteen twelve is seven to ten percent in the next fifty years. A magnitude six and greater, the probabilities are a little larger for a fifty year period, and that is twenty five to forty percent.

## Module 1: Planning Overview

The quakes of eighteen eleven eighteen twelve are now a distant part of our historical record, however on the afternoon of August twenty third, two thousand eleven, a magnitude five point eight earthquake struck the state of Virginia, about eighty miles from Washington DC. Many structures were damaged in the nation's capital and tremors from this relatively small quake were felt all over the eastern US.

It was felt seven hundred miles away in Chicago, it was felt in Minneapolis, it was felt in Memphis, Tennessee, and Atlanta. Hundreds and hundreds miles away. Doctor Charles Langston said that is direct evidence on how well the seismic plates can propagate in the crust in this area. Which just goes to further the respect and curiosity scientists have for potential earthquakes in the central United States.

Gary Patterson said at the end of day for New Madridic seismic zone, we are uncertain about a lot of things. But what we know is that large earthquakes have happened here repeatedly in the past that were really big and that could really happen again in the future.

Many questions remain unanswered when it comes to the New Madrid seismic zone, but most agree that a large earthquake when it occurs will be sudden and it will be disastrous.

**Visual 1.3**

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**Case Study: Discussion**

If you were an emergency manager in TN, what actions (if any) do you need to take to address the New Madrid Seismic Zone?

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Visual 1.3  
E/L0103 Planning: Emergency Operations

The slide features a blue speech bubble containing the discussion question. At the bottom, there is a red and blue banner with the FEMA logo on the left and the text 'Visual 1.3 E/L0103 Planning: Emergency Operations' on the right.

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**Key Points**

**Discussion Question:** If you were an emergency manager in TN, what actions (if any) do you need to take to address the New Madrid Seismic Zone (NMSZ)?

Visual 1.4

**NMSZ Planning**

- Contributes to achieving the National Preparedness Goal
- Integrates planning efforts of the whole community
- Provides a layered approach for synchronized planning at all levels
- Provides interdependent guides and processes spanning the five mission areas

Has anyone participated in any of the initiatives' activities?

Visual 1.4  
E/L0103 Planning: Emergency Operations

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The slide features a map of the New Madrid Seismic Zone (NMSZ) in the central United States, showing the Mississippi River and surrounding states. A blue speech bubble contains the question 'Has anyone participated in any of the initiatives' activities?'. The FEMA logo is visible in the bottom left corner, and the slide title and reference information are in the bottom right.

Key Points

- Contributes to achieving the National Preparedness Goal
- Integrates planning efforts of the whole community
- Provides a layered approach for synchronized planning at all levels
- Provides interdependent guides and processes spanning the five mission areas

Has anyone participated in any of the initiatives' activities?

As part of FEMA's Catastrophic Disaster Planning Initiative, FEMA is working with the eight states (Alabama, Arkansas, Illinois, Indiana, Kentucky, Missouri, Mississippi and Tennessee) of the New Madrid Seismic Zone (NMSZ) in the central United States to develop catastrophic earthquake disaster response plans. The initiative, known as the NMSZ Catastrophic Earthquake Disaster Response Planning Initiative, involves partnerships and collaboration with hundreds of government agencies, business, industry, voluntary organizations, scientific institutions, and academic institutions.

The NMSZ collaborative planning is designed to identify high risk areas, assess current disaster response capabilities, identify anticipated response shortfalls, and develop comprehensive planning strategies in the eight NMSZ States. The emphasis is on building Local and State capabilities that are integrated with federal capabilities.



#### Visual 1.4 (Continued)

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The initial phase of the initiative uses scenario-driven workshops in the NMSZ States and Local level tabletop exercises. Workshop participants include operational and planning personnel from all levels of government and the private and academic sectors. State and Local participants include emergency services coordinators, emergency management staff, county emergency managers, State and Local law enforcement, fire and emergency medical personnel, public works and public health personnel. FEMA Headquarters, four FEMA Regions, the U.S. Geological Survey (USGS), the U.S. Department of Health and Human Services (HHS), the U.S. Army Corps of Engineers (USACE), U.S. Northern Command (NORTHCOM), the American Red Cross and more than 200 local governments are participating in the initiative.

Additional information on the [NMSZ Catastrophic Earthquake Disaster Response Planning Initiation](https://www.fema.gov/news-release/2008/11/20/new-madrid-seismic-zone-catastrophic-earthquake-planning) (<https://www.fema.gov/news-release/2008/11/20/new-madrid-seismic-zone-catastrophic-earthquake-planning>)



**Discussion Question: Has anyone participated in any of the initiatives' activities?**

**Visual 1.5**

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**Module Objectives**

- Explain how planning relates to preparedness
- Discuss the National Planning System and the planning architecture
- Describe key principles of emergency planning



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Visual 1.5  
E/L0103 Planning: Emergency Operations

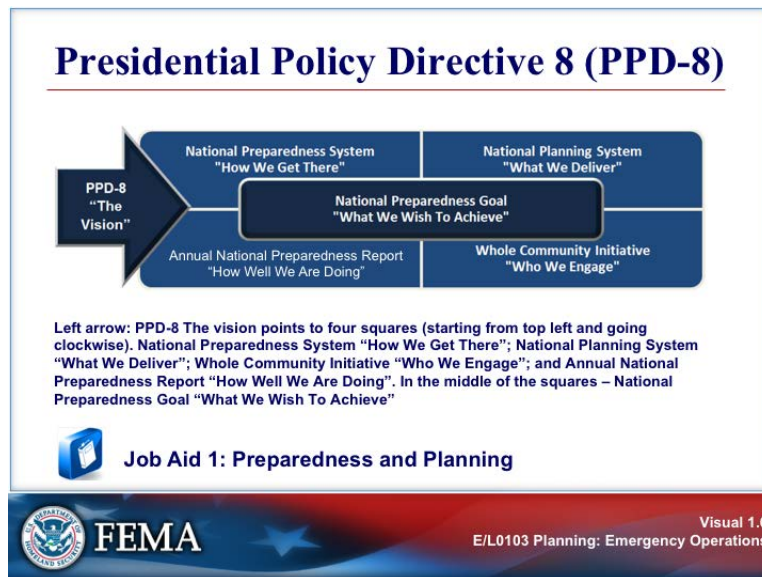
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**Key Points**

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- Explain how planning relates to preparedness
  - Discuss the National Planning System and the planning architecture
  - Describe key principles of emergency planning
- Review the objectives for this module.

**Visual 1.6**



**Key Points**

Presidential Policy Directive 8 (PPD-8) describes the Nation's approach to national preparedness. By doing so, PPD-8 links together national preparedness efforts using the following key elements:

National Preparedness GOAL: "What we wish to achieve"

- National Preparedness System (how we get there)
- National Planning System (what we deliver)—a series of National Frameworks and Federal Interagency Operational Plans (FIOPs)
- Annual National Preparedness Report (how well we are doing)
- Whole Community Initiative (whom we engage)—a campaign to build and sustain preparedness

National preparedness is a shared responsibility. The PPD is designed to facilitate an integrated, all-of-nation/whole community, capabilities-based approach to preparedness.

Job Aide 1: Preparedness and Planning

**Visual 1.6 (Continued)**

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Involving the whole community—Federal partners; State, Local and Tribal leaders; the private sector; nongovernmental organizations; community groups, including disability services and advocacy organizations and private-sector programs; and most importantly, the general public—is vital to keeping people and communities safe and preventing the loss of life and property when disasters strike.

Additional information on each of these preparedness elements can be found at the following [National Preparedness FEMA web page](http://www.fema.gov/national-preparedness): (<http://www.fema.gov/national-preparedness>)

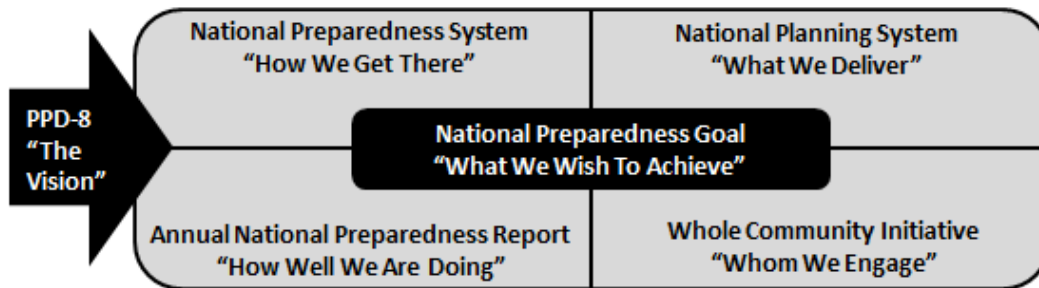
**Visual 1.6 (Continued)**

**Job Aid 1: Preparedness and Planning**

**National Preparedness Goal**

A secure and resilient Nation with the capabilities required across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk.

**How the Pieces Fit Together**



Alt text for How the Pieces Fit Together

Left arrow: PPD-8 The vision points to four squares (starting from top left and going clockwise). National Preparedness System "How We Get There"; National Planning System "What We Deliver"; Whole Community Initiative "Who We Engage"; and Annual National Preparedness Report "How Well We Are Doing". In the middle of the squares – National Preparedness Goal "What We Wish To Achieve"

**Mission Areas and Core Capabilities**



Preparedness Goal establishes Core Capabilities for executing Mission Areas such as, Prevention, Protection, Mitigation, Response, and Recovery.

**Visual 1.6 (Continued)**

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**Job Aid 1: Preparedness and Planning**

**Mission Areas**

**Mission areas** are composed of the capabilities required for achieving the function at any time (before, during, or after an incident) and across all threats and hazards.

The five mission areas include:

- **Prevention:** The capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. As defined by PPD-8, the term “prevention” refers to preventing imminent threats
- **Protection:** The capabilities necessary to secure the homeland against acts of terrorism and man-made or natural disasters
- **Mitigation:** The capabilities necessary to reduce loss of life and property by lessening the impact of disasters
- **Response:** The capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred
- **Recovery:** The capabilities necessary to assist communities affected by an incident to recover effectively

**Core Capabilities**

**Core capabilities** are:

- Distinct critical elements necessary to meet the National Preparedness Goal
- Essential for the execution of each mission area
- Developed and sustained through the combined efforts of the whole community

**Visual 1.6 (Continued)**

**Job Aid 1: Preparedness and Planning**

**Core Capabilities by Mission Area**

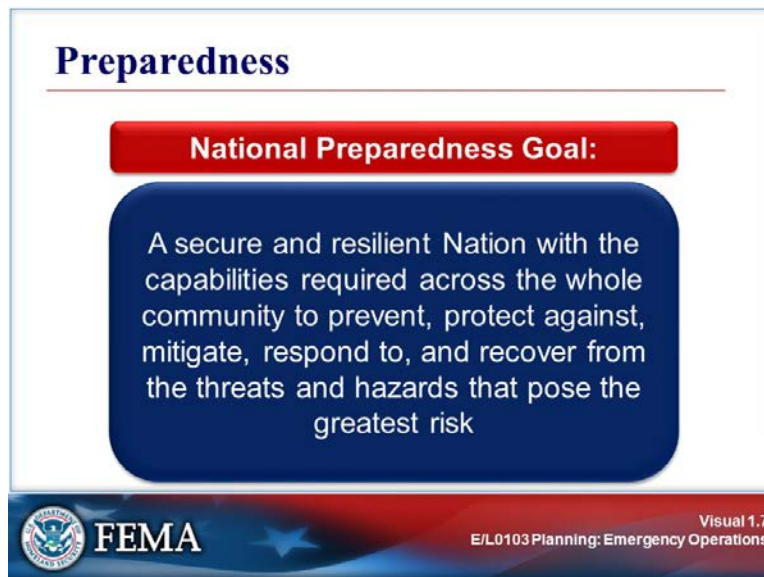
**Planning**

**Public Information and Warning**

**Operational Coordination**

Forensics and Attribution	Access Control and Identity Verification	Community Resilience	Critical Transportation	Economic Recovery
Intelligence and Information Sharing	Cybersecurity	Long-Term Vulnerability Reduction	Environmental Response/Health and Safety	Health and Social Services
Interdiction and Disruption	Intelligence and Information Sharing	Risk and Disaster Resilience Assessment	Fatality Management Services	Housing
Screening, Search, and Detection	Interdiction and Disruption	Threats and Hazard Identification	Fire Management and Suppression	Infrastructure Systems
	Physical Protective Measures		Infrastructure Systems	Natural and Cultural Resources
	Risk Management for Protection Programs and Activities		Mass Care Services	
	Screening, Search, and Detection		Mass Search and Rescue Operations	
	Supply Chain Integrity and Security		On-Scene Security and Protection	
			Operational Communications	
			Public and Private Services and Resources	
			Public Health and Medical Services	
			Situational Assessment	

Visual 1.7



Key Points

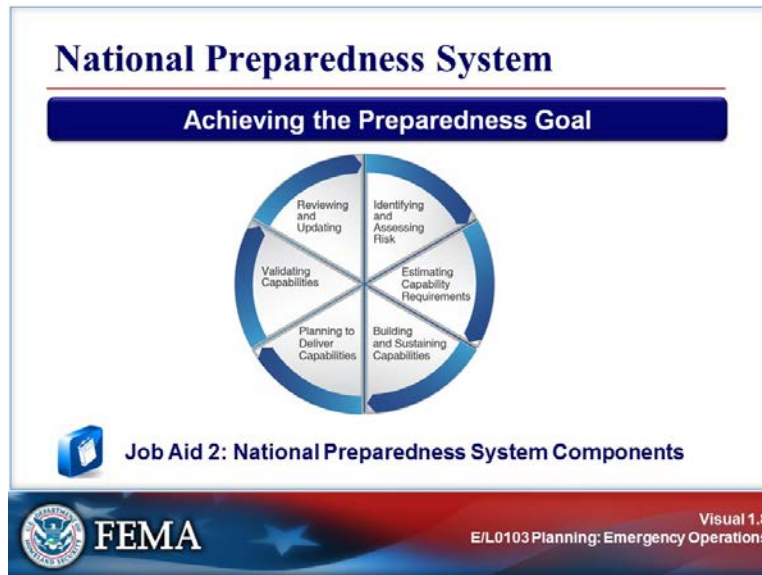
The National Preparedness Goal (NPG), released in 2011 in response to PPD-8, defines preparedness success as:

A secure and resilient Nation with the capabilities required across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk.

Note that the National Preparedness Goal describes security and resilience in terms of **core capabilities** within each of the mission areas that are necessary to deal with great risks.



**Visual 1.8**



**Key Points**

The National Preparedness System (NPS) provides the means for achieving the National Preparedness Goal. The National Preparedness System has six major components:

- Identifying and Assessing Risk
- Estimating Capability Requirements
- Building and Sustaining Capabilities
- Planning to Deliver Capabilities
- Validating Capabilities
- Reviewing and Updating

Job Aid 2: National Preparedness System Components

**Visual 1.8 (Continued)**

**Job Aid 2: National Preparedness System Components**



If the National Preparedness Goal is the “what,” the National Preparedness System is the “how.”

The National Preparedness System (NPS) builds on current efforts, many of which are established in the Post-Katrina Emergency Management Reform Act and other statutes.

Through the implementation of the NPS, these efforts will be integrated to be more efficient and effective, supporting our Nation’s ability to confront any threat or hazard.

There are six components in the NPS:

- **Identifying and Assessing Risk**  
Developing and maintaining an understanding of the variety of risks faced by communities and the Nation, and how this information can be used to build and sustain preparedness, are essential components of the National Preparedness System. A risk assessment collects information regarding the threats and hazards, including the projected consequences or impacts.
- **Estimating Capability Requirements**  
To fully understand capability requirements, each community, organization, and level of government must consider single threats or hazards as well as the full range of risks they may face. Using the results from a risk assessment in the context of the desired outcome(s) for each mission area, the required types and levels of capability can be estimated.
- **Building and Sustaining Capabilities**  
After completing the estimation process, existing and needed capabilities can be analyzed and gaps identified. These gaps can be prioritized based on a combination of the desired outcomes, risk assessments, and the potential effects of not addressing the gaps.  
Working together, planners, government officials, and elected leaders can develop strategies to allocate resources effectively, as well as leverage available assistance to reduce risk. These strategies consider how to both sustain current levels of capability and address gaps in order to achieve the National Preparedness Goal.

**Visual 1.8 (Continued)**

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**Job Aid 2: National Preparedness System Components**

- **Planning to Deliver Capabilities**

The whole community contributes to reducing the Nation's risks. Planning for low-probability, high-consequence risks—such as a terrorist attack with nuclear or biological weapons or a catastrophic earthquake affecting multiple jurisdictions—will be a complex undertaking and involve many partners. Federal efforts, therefore, must complement planning at other levels of government, which is often focused on more likely risks. These shared planning efforts form a National Planning System by which the whole community can think through potential crises, determine capability requirements, and address the collective risk identified during the risk assessment process.

- **Validating Capabilities**

Measuring progress toward achieving the National Preparedness Goal will provide the means to decide how and where to allocate scarce resources and prioritize preparedness. This validation process can be done through exercises, remedial action management programs, and assessments.

- **Reviewing and Updating**

The Nation's security and resilience will be strengthened as it employs the components of the National Preparedness System. Changes in a community's exposure and sensitivity can and do occur, however, whether from evolving threats and hazards, aging infrastructure, shifts in population, or changes in the natural environment. On a recurring basis, capabilities, resources, and plans should be reviewed to determine if they remain relevant or need to be updated.

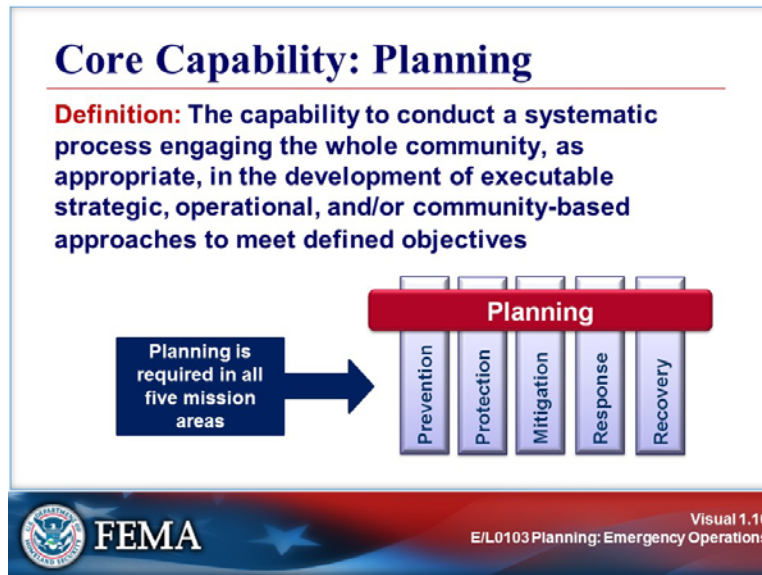
Visual 1.9



**Key Points**

The National Preparedness Goal establishes core capabilities across five mission areas: Prevention, Protection, Mitigation, Response, and Recovery.

**Visual 1.10**



**Key Points**

The National Preparedness Goal defines the planning core capability as the ability to “conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or community-based approaches to meet defined objectives.”

As mentioned before, not only is Planning a core capability that is required across all five mission areas, it is one of the major components of the National Preparedness System for Prevention, Protection, Mitigation, Response, and Recovery.

Visual 1.11

**Capability-Based Preparedness Paradigm**

**Preparedness = Building and Sustaining Core Capabilities**

- Core capabilities are what you need to build and sustain to have a safe and resilient community
- Achieving these capabilities:
  - Is essential for preparedness
  - Requires the combined efforts of the whole community
  - **Requires planning**

FEMA Visual 1.11  
E/L0103 Planning: Emergency Operations

**Key Points**

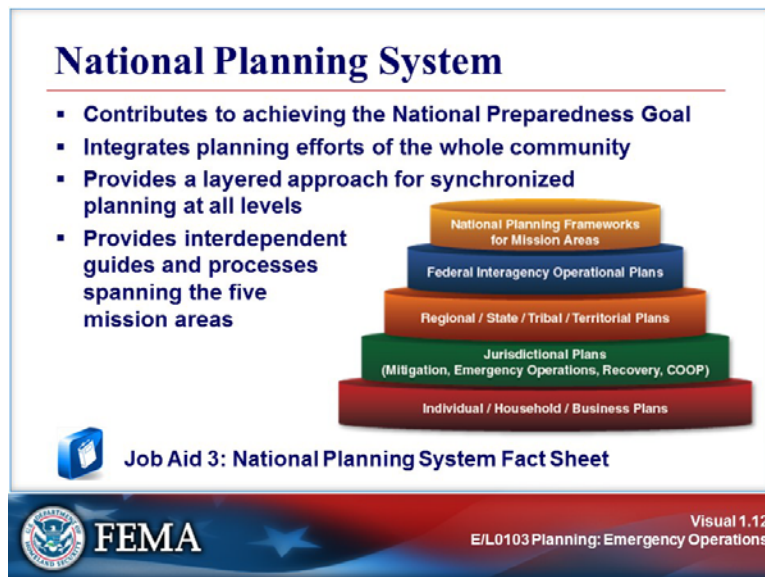
It is important to recognize the paradigm shift that has occurred in the concept of preparedness. Preparedness results from building and sustaining core capabilities in all five mission areas. The core capabilities are distinct critical elements necessary to meet the National Preparedness Goal.

Core capabilities are what you need to build and sustain to have a safe and resilient community

Achieving these capabilities:

- Is essential for preparedness
- Requires the combined efforts of the whole community
- Leads to safe and resilient communities
- Requires planning

**Visual 1.12**



**Alt text for Visual 1.12**

National Planning System

- Contributes to achieving the National Preparedness Goal
- Integrates planning efforts of the whole community
- Provides a layered approach for synchronized planning at all levels
- Provides interdependent guides and processes spanning the five mission areas

Job Aid 3: National Planning System Fact Sheet

Process graphic showing diagram: National Planning Frameworks for mission areas; Federal Interagency Operational Plans; Regional, State, Tribal, Territorial Plans; Jurisdictional Plans (Mitigation, Emergency Operations, Recovery, COOP); and Individual, Household, Business Plans

**Key Points**

The National Planning System provides a unified approach and common terminology to plan for all threats and hazards across the five mission areas. It integrates the current planning efforts of the whole community, at all levels, by providing interrelated and interdependent guides and processes that:

- Apply across the whole community and contribute to achieving the National Preparedness Goal
- Provide a common and layered approach for synchronized planning at all levels
- Establish critical links that span across the five mission areas

The National Planning System incorporates:

- National Planning Frameworks for the five mission areas
- Federal Interagency Operational Plans (FIOPS)
- Regional, State, Tribal, and Territorial plans
- Jurisdictional mitigation, emergency operations, recovery, and continuity of operations (COOP) plans
- Individual, household, and business plans

**Visual 1.12 (Continued)**

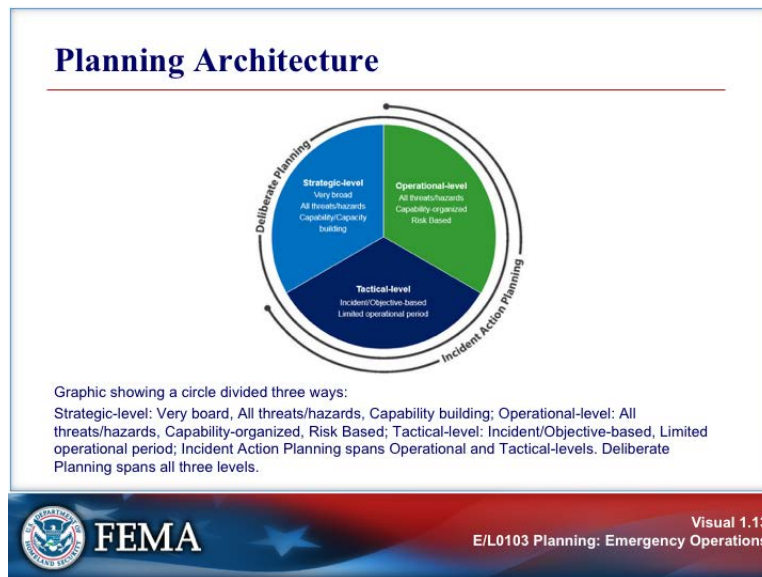
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**Job Aid 3: National Planning System Fact Sheet**

[FEMA National Planning System fact sheet](https://www.fema.gov/media-library-data/1454437367834-69ac2b642e9e34945b903455dcbde679/NPLANS_Fact_Sheet_011916_For508.pdf): (https://www.fema.gov/media-library-data/1454437367834-69ac2b642e9e34945b903455dcbde679/NPLANS\_Fact\_Sheet\_011916\_For508.pdf)



#### Visual 1.13



#### Alt Text for Visual 1.13

##### Planning Architecture

Graphic showing a circle divided three ways:

Strategic-level: Very board, All threats/hazards, Capability building; Operational-level: All threats/hazards, Capability-organized, Risk Based; Tactical-level: Incident/Objective-based, Limited operational period; Incident Action Planning spans Operational and Tactical-levels. Deliberate Planning spans all three levels.

#### Key Points

There are three tiers of planning:

- **Strategic-level** planning sets the context and expectations for operational planning.
- **Operational-level** planning provides the tasks and resources needed to execute the strategy.
- **Tactical-level** planning shows how to apply resources to complete the operational tasks within a given timeframe.

The three levels of planning generally fall into two categories:

- **Deliberate planning** involves developing plans to prevent, protect against, and mitigate the effects of, respond to, and recover from threats or hazards.
- **Incident Action planning** involves developing rapidly adaptable operational and tactical plans in response to an imminent or ongoing incident.

Visual 1.14

### Strategic Level

- Provides framework for guiding homeland security activities
- Focuses on longer-term efforts
- Mechanism for unifying efforts of multiple organizations or components to support a comprehensive approach
- Results provide a foundation for policy, operational planning, and resource decisions

Visual 1.14  
E/L0103 Planning: Emergency Operations

### Key Points

Strategic-level planning provides a framework for guiding homeland security activities. This level of planning allows stakeholders the opportunity to focus on the longer-term and articulate, monitor, and evaluate efforts to prevent, protect against, mitigate, respond to, and recover from all threats and hazards that might affect a jurisdiction or an organization.

Strategic-level planning is also a mechanism for unifying the efforts of multiple organizations or components of an organization in support of a comprehensive and effective approach to homeland security.

Elected or appointed officials of a jurisdiction or organization play a critical role by providing the vision and priorities for the planning process. The results of this planning provide a foundation for policy, operational planning, and resource decisions.

Visual 1.15



### Key Points

- **National Strategies.** These plans identify a national vision for a specific threat or hazard. They typically establish national-level goals, objectives, and potential challenges while establishing national priorities to achieve the desired goals.

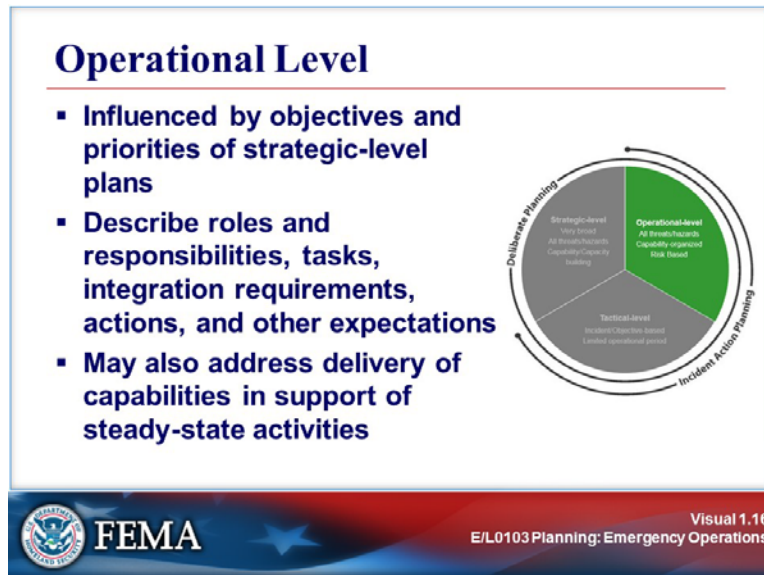
As an example, the **National Cohesive Wildland Fire Management Strategy** outlines new approaches to coordinate and integrate efforts to prepare communities for fire season and better address the Nation’s wildland fire threats.

- **State Homeland Security Strategy.** These plans establish the priorities and processes by which a State will build, sustain, and prepare to deliver the core capabilities identified in the National Preparedness Goal. Leadership intent, policy and legal requirements, and an understanding of risk drive these priorities.

As an example, the **Maryland Emergency Preparedness Strategic Plan** presents the State’s strategy for emergency preparedness and describes the Maryland Emergency Preparedness Program.

- **Local Hazard Mitigation Strategy.** These plans establish a community’s strategy for addressing risk and reducing losses based on Local vulnerability analyses and risk assessments, such as the Hazards Identification and Risk Assessment (HIRA). These plans describe mitigation goals and objectives, and identify existing and necessary capabilities and resources to support the goals.

Visual 1.16



**Key Points**

Operational-level planning is influenced by the objectives and priorities identified through strategic-level planning and an understanding of the risks that affect an organization or jurisdiction.

Operational plans describe roles and responsibilities, tasks, integration requirements, actions, and other expectations of an organization or jurisdiction during actual or potential incidents. These plans may also address the delivery of capabilities in support of steady-state activities (e.g., risk management plans and physical security plans).

Operational plans may include the coordination and integration of activities and resources from other departments, agencies, and organizations within a jurisdiction and across the whole community.

**Visual 1.17**

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**Key Points**

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- **Federal Interagency Operational Plans (FIOPs).** The FIOPs describe the Federal Government’s concept of operations for each mission area, including how the Federal Government supports Local, State, Tribal, Territorial, and Insular Area plans. Federal interagency plans may also exist to address risks for a particular region, sector, or function.
- For example, the **Mitigation FIOP** describes the concept of operations for integrating and synchronizing existing national-level Federal capabilities to support Local, State, Tribal, Territorial, Insular Area, and Federal plans.
- **Local, State, Tribal, Territorial, and Insular Area Mitigation Plans.** Mitigation plans developed at the Local, State, Tribal, Territorial, and Insular Area government levels identify the natural hazards that affect a geographical area or individual jurisdiction. These plans identify policies and actions that an organization can implement over the long term to reduce risk and future losses.
- **State/Local EOPs.** EOPs are plans for managing a wide variety of potential threats and hazards. These plans detail who is responsible for carrying out specific actions; identify personnel, equipment, facilities, supplies, and other resources available; and outline how actions will be coordinated.

**Visual 1.17 (Continued)**

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- **Pre-disaster Recovery Plans.** Businesses, communities, and governments develop pre-disaster recovery plans to establish priorities, set roles and expectations, and coordinate resources to assist the timely restoration, strengthening, and revitalization of assets and services following a disaster.
  
- **Nongovernmental and Private-Sector Organization Plans.** Nongovernmental and private-sector plans describe how an organization will respond to disasters and emergencies (e.g., shelter-in-place plans and business continuity plans). Ready Business—an extension of the Ready campaign—provides guidance for the development, implementation, and sustainment of all-threats and hazards plans for businesses.
  
- **Individual and Family Plans.** Individuals and families need to engage in planning processes as well. Individuals and families should identify threats and hazards that have occurred or could occur in their area and plan for the unique actions needed for each. These plans can include how to get to a safe place, how to contact one another, and how the family reunites following a disaster.

Visual 1.18



### Key Points

Tactical plans focus on managing resources such as personnel and equipment that play a direct role in an incident or event. Tactical plans can integrate the capabilities and resources of multiple stakeholders.

Pre-incident tactical planning, based upon existing operational plans, provides the opportunity to pre-identify personnel, equipment, and other execution needs. Tactical plans often outline the detailed actions necessary to accomplish goals identified in an operational plan.

Real-time tactical planning occurs in the short-term or immediate operational period and takes into account the circumstances of an actual incident, risk, or threat.

**Visual 1.19**



**Key Points**

An example of this type of planning occurs for special events or venues, wherein planners determine resource assignments, routes, and staging for potential incidents in advance. Planning teams then fill identified gaps through various means, such as mutual aid.

One example of tactical planning in real-time is the development of an Incident Action Plan (IAP) to support response activities. The incident action planning process is time-constrained and happens as an incident unfolds to execute specific actions and to direct resources. The IAP may include a comprehensive listing of the actions, resources, and support needed to accomplish each incident objective over a single operational period.



**Visual 1.19 (Continued)**

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**Job Aid 4. National Planning System**

Link for the FEMA [National Planning System Training](https://www.fema.gov/media-library-data/1454504745569-c5234d4556a00eb7b86342c869531ea0/National_Planning_System_20151029.pdf): (https://www.fema.gov/media-library-data/1454504745569-c5234d4556a00eb7b86342c869531ea0/National\_Planning\_System\_20151029.pdf)


**Visual 1.20**


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### Activity 1.1 – Types of Plans

**Instructions:** Working individually...

1. For each plan category, identify three examples of plans used in your jurisdiction (three strategic, three operational, and three tactical plans)
2. Record your answers in the IAW
3. Be prepared to share your answers with the class





**FEMA**

Visual 1.20  
E/L0103 Planning: Emergency Operations

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**Key Points**

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**Purpose:** The purpose of this activity is to identify examples of plans for each category.

**Instructions:** Working individually:

1. Identify three plans you create in your jurisdictions that fall into each category (strategic, operational, and tactical).
2. Record your answers in the Individual Action Workbook (IAW).
3. Be prepared to share your answers with the class.

**Visual 1.21**

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**Alt Text for Visual 1.21**

Plan Integration: 1 of 2

The intent of the National Planning System is vertical and horizontal plan integration

Vertical Integration:

- Promotes complementary goals and strategies
- Reduces fragmentation
- Ensures a common focus

Arrows down displaying (top to bottom): Federal – National, FEMA – Regional, State/Territorial/Tribal, Local, Individual/Household/Business

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**Key Points**

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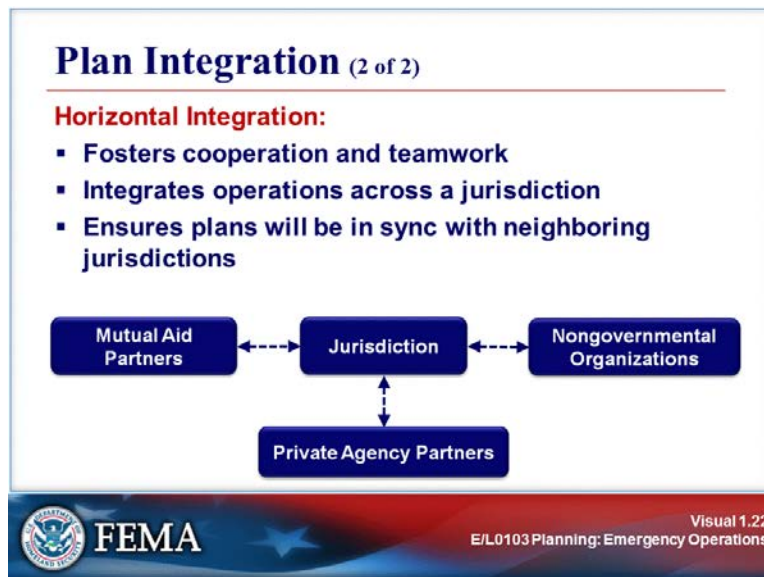
The intent of the National Planning System is vertical and horizontal plan integration. Let's look first at vertical integration.

Vertical integration is the meshing of planning both up and down the various levels of government. Jurisdictions' plans should be coordinated and integrated among all levels of government and with critical infrastructure planning efforts. Planning must be vertically integrated to ensure that all response levels have a common operational focus.

The foundation for operations is at the Local level, and support from Federal, State, Territorial, Tribal, Regional, and private-sector entities is layered onto the Local activities. As a planning team identifies a support requirement from a "higher level" during the planning process, the two levels work together to resolve the situation.

Federal—National, FEMA—Regional, State/Territorial/Tribal, Local, and Individual/Household/Business

Visual 1.22



**Key Points**

Planners at each level must ensure that department and supporting agency plans fit into their jurisdiction’s concept of operations through **horizontal integration**.

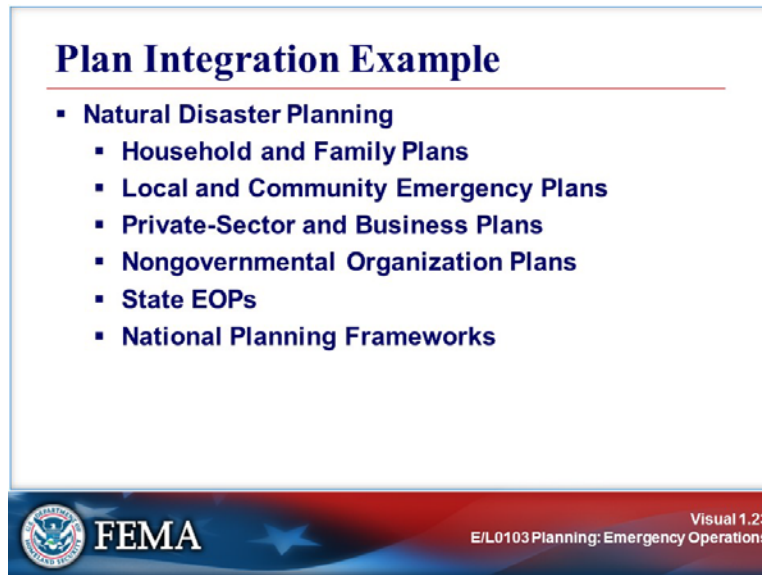
Horizontal integration integrates operations across a jurisdiction. For example, a jurisdiction’s plan should include information about mission assignments that it executes in conjunction with, in support of, or with support from its neighbors or partners. And an agency, department, or sector would write its plan or standard operating procedures/guidelines (SOPs/SOGs) for its role in an evacuation to fit the controlling jurisdiction’s plan for such an evacuation.

Horizontal integration:

- Fosters cooperation and teamwork. It allows departments and support agencies to produce plans that meet their internal needs or regulatory requirements and still integrate into the EOP.
- Ensures that a jurisdiction’s set of plans supports its neighboring or partner jurisdictions’ similar sets of plans.

A diagram with four boxes shown in this visual. Two boxes say Mutual Aid Partners and Nongovernmental Organizations with arrows going to Jurisdiction. Arrows go from Jurisdiction to Private Agency Partners.

**Visual 1.23**



**Key Points**

Planning for natural disasters provides an example of how family, household, community, private-sector, Local, State, and Federal plans integrate into a planning system. This example demonstrates the need for a coordinated and integrated National Planning System.

**Household and Family Plans.** These plans should include steps on how the family will communicate during disasters and how to ensure that all family members will be located, reunited, and protected. These plans are dependent on Local emergency planners to provide information on the types of natural disasters that the area is prone to, and the steps to take to evacuate or shelter-in-place.

**Local and Community Emergency Plans.** These plans typically identify types of natural disasters that an area is prone to and steps a community will take to communicate with, evacuate, or shelter-in-place the public. However, these plans may be dependent on private-sector support (e.g., media and Local retail businesses), the nongovernmental organization sector (e.g., Local religious organizations), and State and Federal agencies during response to significant disasters.

**Private-Sector and Business Plans.** These plans need to include steps on how to protect workers during a disaster and how the business will continue during and after the disaster. The plans also need to identify what resources and services the organization depends upon Local responders to provide, and whether Local responders are dependent upon any of its services and products (e.g., gas stations).

**Nongovernmental Organization Plans.** These plans are similar to private-sector plans, but may provide unique services for the Local community (e.g., shelter). These plans need to align with Local and other government plans.

**Visual 1.23 (Continued)**

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**State EOPs.** These plans outline how States organize their resources and services and the steps Local governments can take to request services, as well as how to address conflicts for resources.

**National Planning Frameworks.** These plans identify specific roles and responsibilities, coordinating structures, and practices for managing incidents that range from those managed locally to larger-scale incidents, including catastrophic natural disasters.

**ACTIVITY 1.2 – PLAN INTEGRATION**



**Visual 1.24**

**Activity 1.2 - Plan Integration**



**Instructions:**

1. In your IAW, answer the questions on the worksheet
2. Discuss the questions/answers within your table groups
3. For question 3, note any solutions provided by your table group during the discussion
4. Be prepared to share your answers with the class

 **FEMA** 

Visual 1.24  
E/L0103 Planning: Emergency Operations

**Key Points**

**Purpose:** The purpose of this activity is to reflect on your jurisdiction’s experience with plan integration.

**Instructions:**


1. In your IAW, answer the questions on the worksheet.
2. Discuss the questions and answers within your table groups.
3. For question 3, note any solutions provided by your table group during the discussion.
4. Be prepared to share your answers with the class.


**Visual 1.25**

**Planning Principles (1 of 3)**

**Planning must:**

- Represent the whole community and its needs
- Include participation from all stakeholders
- Involve senior officials throughout the process



 **FEMA**

Visual 1.25  
E/L0103 Planning: Emergency Operations

**Key Points**

Principles of effective planning include the following:

- **Whole community approach:** Planning must not only be representative of the actual population within the community, but also must involve the whole community in the planning process. Understanding the composition of the population—such as accounting for people with disabilities, for others with access and functional needs, and for the needs of children—must occur from the outset of the planning effort.

A description of FEMA's [Whole Community Initiative](https://www.fema.gov/media-library/assets/documents/23781?id=4941) (<https://www.fema.gov/media-library/assets/documents/23781?id=4941>) can be obtained.

- **Stakeholder participation:** Planning must include participation from all stakeholders in the community. Effective planning ensures that the whole community is represented and involved in the planning process. The most realistic and complete plans are prepared by a diverse planning team, including representatives from the jurisdiction's departments and agencies, civic leaders, businesses, and organizations (e.g., civic, social, faith-based, humanitarian, educational, advocacy, and professional) who are able to contribute critical perspectives or have a role in plan execution.
- **Involvement of senior officials:** Planning includes senior officials throughout the process to ensure both understanding and approval. Senior official buy-in helps the planning process meet requirements of time, planning horizons, simplicity, and level of detail.





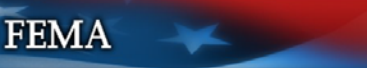
**Visual 1.26**

**Planning Principles (2 of 3)**

**Planning:**

- Uses a **logical and analytical problem-solving process**
- Considers **all threats and hazards**
- Is **capabilities-based**
- Should be **flexible enough to address both traditional and catastrophic incidents**



 **FEMA** 

Visual 1.26  
E/L0103 Planning: Emergency Operations


**Key Points**

Addition principles of planning include the following:

- **Problem solving:** Planning uses a logical and analytical problem-solving process to help address the complexity and uncertainty inherent in potential threats and hazards. By following a set of logical steps that includes gathering and analyzing information, determining operational objectives, and developing alternative ways to achieve the objectives, planning allows a jurisdiction to work through complex situations.
- **All-threat and hazard approach:** Although the causes of emergencies can vary greatly, many of the effects do not. Planners can address common operational functions in their basic plans instead of having unique plans for every type of threat or hazard. Planning for all threats and hazards ensures that, when addressing emergency functions, planners identify common tasks and those responsible for accomplishing the tasks.
- **Capabilities-based planning:** This approach focuses on a jurisdiction's capacity to take a course of action. Capabilities-based planning answers the question, "Do I have the right mix of training, organizations, plans, people, leadership and management, equipment, and facilities to perform a required emergency function?"
- **Flexibility:** Planning should be flexible enough to address both traditional and catastrophic incidents. Scalable planning solutions are the most likely to be understood and executed properly by the operational personnel who have practice in applying them.


**Visual 1.27**


**Planning Principles (3 of 3)**



**Planning:**

- Establishes measurable goals
- Depicts the anticipated environment for action
- Identifies tasks, resources, and accountability
- **Does not need to start from scratch**

 Job Aid 5: Planning Principles

 **FEMA**

Visual 1.27  
E/L0103 Planning: Emergency Operations

**Key Points**

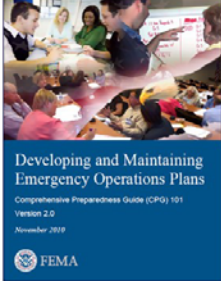
The following are additional planning principles:


- **Measurable goals:** Planning establishes measurable goals and clearly identifies the desired results. Measurable goals enable unity of effort and consistency of purpose among all who must execute the plan and make it possible to gauge progress in closing capability gaps.
- **Anticipated environment:** Anticipating the environment for action promotes early understanding and agreement on planning assumptions and risks, as well as the context for interaction. In situations where a specific threat or hazard has not been experienced, planning provides the opportunity to anticipate conditions and systematically identify potential problems and workable solutions.
- **Tasks, resources, and accountability:** Planning identifies tasks, allocates resources to accomplish those tasks, and establishes accountability. Decision makers must ensure that they provide planners with clearly established priorities and adequate resources. Planners and plan participants should be held accountable for effective planning and execution.
- **Not from scratch:** Planners should take advantage of the experience of other planners, as well as plans generated by other jurisdictions and the State. Examples of available resources include Threat and Hazard Identification and Risk Assessments (THIRAs), State standards and guidance, FEMA-provided guidance and training, and plans produced by key infrastructure owners.


**Visual 1.28**

**Comprehensive Planning Guide (CPG) 101**

- Provides a practical application of the planning principles
- Applies to tactical, operational, and strategic planning
- Is adaptable to:
  - All government levels
  - Private entities and nongovernmental organizations



 Review the CPG 101 Table of Contents

 **FEMA**

Visual 1.28  
E/L0103 Planning: Emergency Operations

**Alt Text for Visual 1.28**

Comprehensive Planning Guide (CPG) 101

- Provides a practical application of the planning principles
- Applies to tactical, operational, and strategic planning
- Is adaptable to:
  - All government levels
  - Private entities and nongovernmental organizations

Review the CPG 101 Table of Contents

**Key Points**

Comprehensive Planning Guide (CPG) 101 provides important guidance for emergency planners. It employs a detailed planning process that leads to more complete, more accurate, and more relevant emergency plans.

CPG 101 methods are applicable to tactical, operational, and strategic planning efforts. They are also adaptable to all levels of government, as well as to private entities and nongovernmental organizations.

Review the CPG 101 Table of Contents

Visual 1.29

**Emergency Planning**

- Is a key component of the preparedness cycle
- Is a process to manage risk
- Indicates:
  - What to do
  - Why to do it
  - Who is responsible
  - Where to get support
  - How activities coordinate

The diagram illustrates the Preparedness Cycle as a circular process with five interconnected stages: Plan, Organize/Equip, Train, Exercise, and Evaluate/Improve. The cycle is represented by a central blue circle with the text 'Preparedness Cycle' inside, surrounded by five white arrows pointing clockwise to each stage.

FEMA  
Visual 1.29  
E/L0103 Planning: Emergency Operations

Alt Text for Visual 1.29

Emergency Planning

- Is a key component of the preparedness cycle
  - Is a process to manage risk
  - Indicates: What to do; Why to do it; Who is responsible; Where to get support; How activities coordinate
- A diagram illustrating the preparedness cycle with five sections: Plan, Organize/Equip, Train, Exercise, and Evaluate/Improve.

Key Points

- **Emergency planning is a key component of the preparedness cycle:**
  - Plans are continuously evaluated and improved through a cycle of **planning**, organizing, training, equipping, exercising, evaluating, and taking corrective action.
- **Planning is fundamentally a process to manage risk:**
  - In the risk management process, we define context; identify and assess risks; and analyze, decide upon, implement, monitor, and evaluate courses of action for managing those risks.
  - As part of the process, planning is a tool that allows for systematic risk management to reduce or eliminate risks in the future.

**Visual 1.29 (Continued)**

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- **Planning indicates what, why, who, where, and how:**
  - Plans must communicate clearly to operational personnel and support providers what should happen, why it is done, and what to expect from it.
  - Plans should delineate roles and responsibilities. There should be no ambiguity regarding who is responsible for major tasks.
  - Plans should make clear where to obtain resources and how those outside the jurisdiction can lend support.
  - Plans should clarify how functions and activities are to be coordinated and how they complement one another. This enables personnel to operate as a productive team more effectively, reducing duplicative efforts and enhancing the benefits of collaboration
  - Planning is often considered to be both an art and a science in that successful planners are able to draw from both operational experience and an understanding of emergency management principles, but also are intuitive, creative, and have the ability to anticipate the unexpected.
  - Mastering the balance of art and science is the most challenging aspect of becoming a successful planner.

#### Visual 1.30

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### Module Summary

- **Planning is a key component of preparedness**
- **Building and sustaining capabilities is essential for ensuring preparedness at all levels**
- **The National Planning System provides a unified approach and common terminology to plan for all threats across all mission areas**
- **Plans should:**
  - **Represent the whole community and its needs**
  - **Be integrated vertically and horizontally**



**FEMA**

Visual 1.30  
E/L0103 Planning: Emergency Operations

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#### Key Points

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This module has provided a course overview and a brief overview of preparedness and planning.

- Planning is a key component of preparedness
- Building and sustaining capabilities is essential for ensuring preparedness at all levels
- The National Planning System provides a unified approach and common terminology to plan for all threats across all mission areas.

Plans should:

- Represent the whole community and its needs
- Be integrated vertically and horizontally

The next two modules will describe the emergency planning process and how THIRA contributes to that process.

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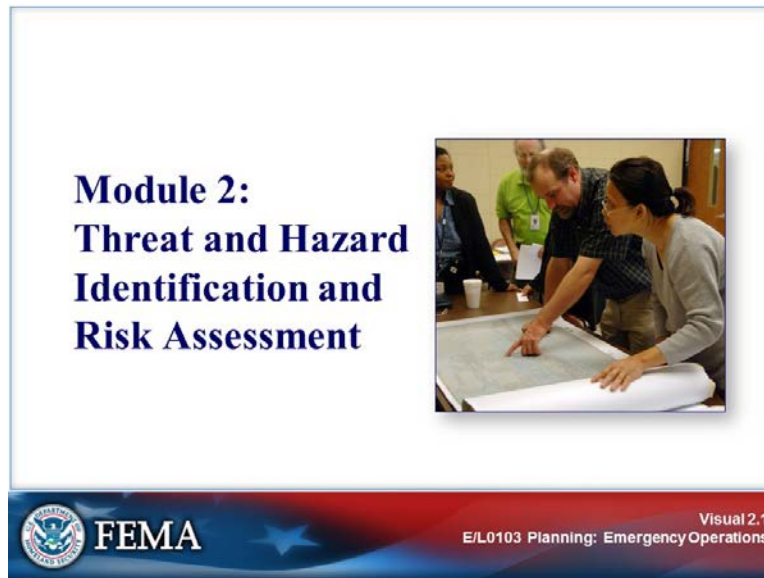
**MODULE 2. THREAT AND HAZARD IDENTIFICATION  
AND RISK ASSESSMENT**

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**Visual 2.1**



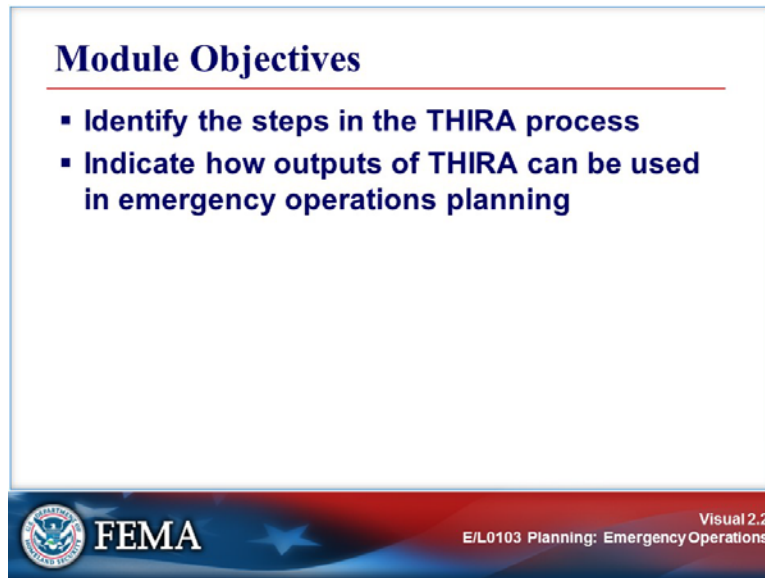
**Key Points**

Module 2 provides information about the Threat and Hazard Identification and Risk Assessment (THIRA) process and provides opportunities to assess and consider your communities threat/hazard risk analysis processes. This module should take approximately 1 hour to complete.

<b>Topic</b>	<b>Time</b>
Module Introduction	5 minutes
THIRA Overview	10 minutes
THIRA Process	25 minutes
THIRA Review <ul style="list-style-type: none"><li>▪ Activity 2.1 – THIRA In My Community (Visual 2.17)</li></ul>	18 minutes
Summary	2 minutes
<b>Total Module Time:</b>	<b>1 hour</b>

**Visual 2.2**

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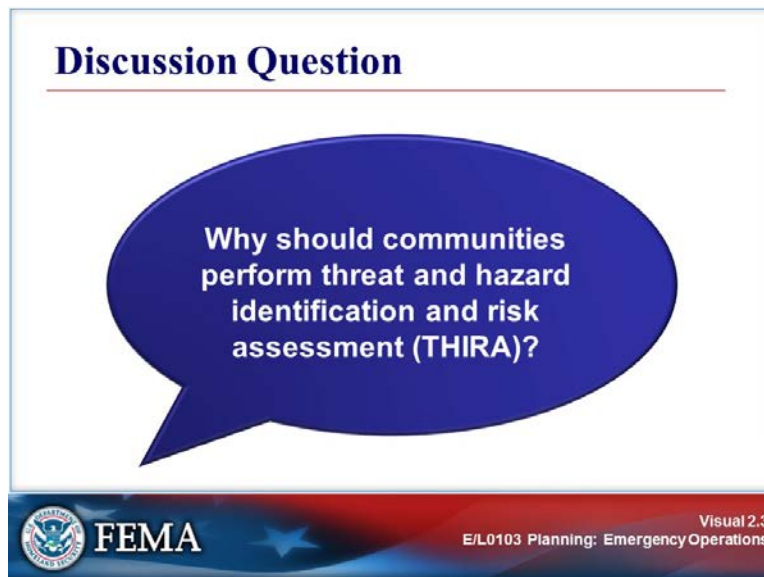
**Key Points**

Review the module objectives.

- Identify the steps in the THIRA process
  - Indicate how outputs of THIRA can be used in emergency operations planning
- Note: In this course, the terms *jurisdiction* and *community* are used interchangeably.

Visual 2.3

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**Key Points**

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**Discussion Question:** Why should communities perform threat and hazard identification and risk assessment?

**Visual 2.4**

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### Federal Guidance on THIRA

- **2016 EMPG grant recipients are required to:**
  - **Prioritize grant funding to address capability targets and gaps**
  - **Develop and maintain THIRA, which informs and supports an annual SPR**
- **State example:**
  - **Baseline requirements include participation in THIRA**



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**Key Points**

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Per the *Department of Homeland Security (DHS) Notice of Funding Opportunity (NOFO) for Fiscal Year 2016*, Emergency Management Performance Grant (EMPG) Program:

“The Department of Homeland Security expects EMPG recipients and sub-recipients to prioritize grant funding to address capability targets and gaps identified through the annual (Threat and Hazard Identification and Risk Assessment (THIRA) and State Preparedness Report (SPR) process.”

“In order to qualify for EMPG Program funding, all recipients shall develop and maintain a THIRA, which informs and supports an annual SPR.”

State Example: Baseline requirements include participation in THIRA

For example, one State has for EMPG grant funding eligibility as a sub-recipient the following baseline requirements:

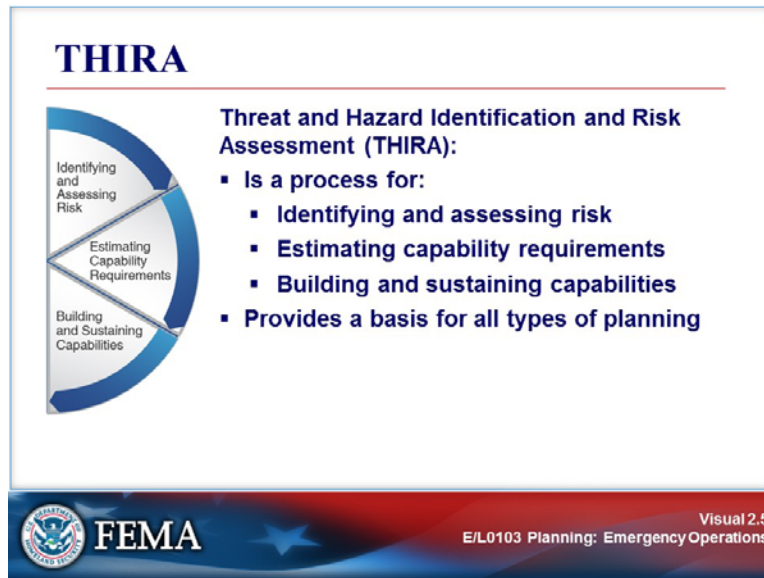
**Visual 2.4 (Continued)**

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There are eight (8) Baseline Requirements for participation in the program. All EMPG recipients are required to:

- Designate a 24/7 Emergency Operations Center (EOC)
- Maintain a Local Emergency Operations Plan (LEOP)
- Implement the National Incident Management System (NIMS)
- Complete FEMA/SEMA training requirements
- Participate in at least three (3) annual exercises
- Maintain an annual Training and Exercise Plan (TEP)
- Register for WebEOC, utilize during incidents, events, and trainings
- **Participate in Threat and Hazard Identification and Risk Assessment (THIRA) updates**

**Visual 2.5**



**Key Points**

Threat and Hazard Identification and Risk Assessment (THIRA) is a process for:

- Identifying and assessing risk
- Estimating capability requirements
- Building and sustaining capabilities

THIRA provides a basis for all types of planning.

Visual 2.6



**Key Points**

The THIRA process consists of the following steps:

1. Identify the Threats and Hazards of Concern (List of Threats/Hazards)
2. Give the Threats and Hazards Context (Context Descriptions for Threats/Hazards)
3. Establish Capability Targets (Capability Target Statements)
4. Apply the Results (Resource Requirements)

The THIRA process is described in [Comprehensive Preparedness Guide \(CPG\) 201, Threat and Hazard Identification and Risk Assessment \(THIRA\) Guide](https://www.fema.gov/media-library/assets/documents/26335?id=5823) (https://www.fema.gov/media-library/assets/documents/26335?id=5823), available on the following FEMA Web page.

Visual 2.7

**THIRA Step 1**

**STEP 1**  
Identify Threats and Hazards of Concern

List of Threats/Hazards

**Identify the threats and hazards of concern based on past experience, forecasting, expert judgment, and available resources. Include:**

- Natural hazards
- Technological hazards
- Threats or human-caused hazards

What threats or hazards is your jurisdiction concerned about?

Job Aid 6: Types of Threats/Hazards and Examples

FEMA

Visual 2.7  
E/L0103 Planning: Emergency Operations

**Key Points**

The first step is to identify threats and hazards of concern to the jurisdiction based on past experience, forecasting, expert judgment, and available resources.

- Natural hazards are those resulting from acts of nature, such as hurricanes, earthquakes, or tornadoes, as well as disease outbreaks or epidemics.
- Technological hazards are those resulting from accidents or the failures of systems and structures, such as hazardous materials spills or dam failures.
- Threats or human-caused incidents are those resulting from the intentional actions of an adversary, such as a threatened or actual chemical or biological attack or cyber event.

**Discussion Question:** What threats or hazards is your jurisdiction concerned about?

**Job Aid 6: Types of Threats/Hazards and Examples**



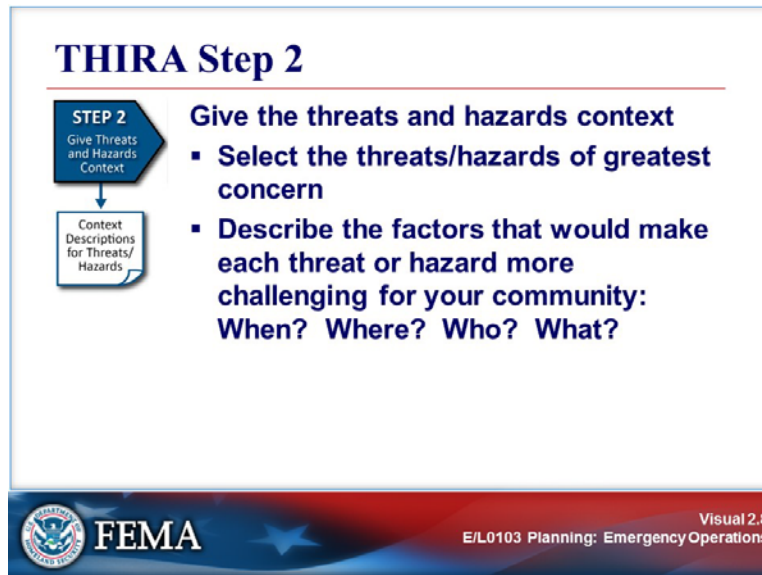
**Visual 2.7 (Continued)****Job Aid 6: Types of Threats/Hazards and Examples**

Jurisdictions face a variety of threats and hazards that can be the result of natural, technological, or human-caused incidents. Examples of each type of threat/hazard are provided in the following table.

<b>Natural</b>	<b>Technological</b>	<b>Human-Caused</b>
<b>Results from acts of nature</b>	<b>Involves accidents or the failures of systems and structures</b>	<b>Caused by the intentional actions of an adversary</b>
<ul style="list-style-type: none"><li>▪ Avalanche</li><li>▪ Disease outbreak</li><li>▪ Drought</li><li>▪ Earthquake</li><li>▪ Epidemic</li><li>▪ Flood</li><li>▪ Hurricane</li><li>▪ Landslide</li><li>▪ Tornado</li><li>▪ Tsunami</li><li>▪ Volcanic eruption</li><li>▪ Wildfire</li><li>▪ Winter storm</li></ul>	<ul style="list-style-type: none"><li>▪ Airplane crash</li><li>▪ Dam/levee failure</li><li>▪ Hazardous materials release</li><li>▪ Power failure</li><li>▪ Radiological release</li><li>▪ Train derailment</li><li>▪ Urban conflagration</li></ul>	<ul style="list-style-type: none"><li>▪ Civil disturbance</li><li>▪ Cyber incident</li><li>▪ Sabotage</li><li>▪ School violence</li><li>▪ Terrorist act</li></ul>

Source: CPG 201, Threat and Hazard Identification and Risk Assessment Guide

Visual 2.8



### Key Points

Step 2 is to select the threats/hazards of greatest concern and to describe the factors that would make each threat or hazard more challenging for your community. The output of Step 2 is context descriptions for each threat and hazard identified in Step 1. These context descriptions will be used in Step 3 of the THIRA process.


Key questions for Step 2 include:

- **When** might it occur (time of day/season)?
- **Where** might it occur (populated areas, coastal zones, industrial areas, etc.)?
- **Who** might be most affected?
- **What** are the conditions that would escalate the level of concern in the jurisdiction?

**Visual 2.9**

**THIRA Step 2 Example**

Threat/Hazard	Context Description
Earthquake	A magnitude 7.8 earthquake along the Mainline Fault occurring at approximately 2:00 PM on a weekday with ground shaking and damage expected in 19 counties, extending from Alpha County in the south to Tau County in the north and into the Zeta Valley.
Terrorism	A potential threat exists from a domestic group with a history of using small IEDs in furtherance of hate crimes. There are a number of large festivals planned during the summer at open air venues that focus on various ethnic and religious groups. These events draw on average 10,000 attendees daily.



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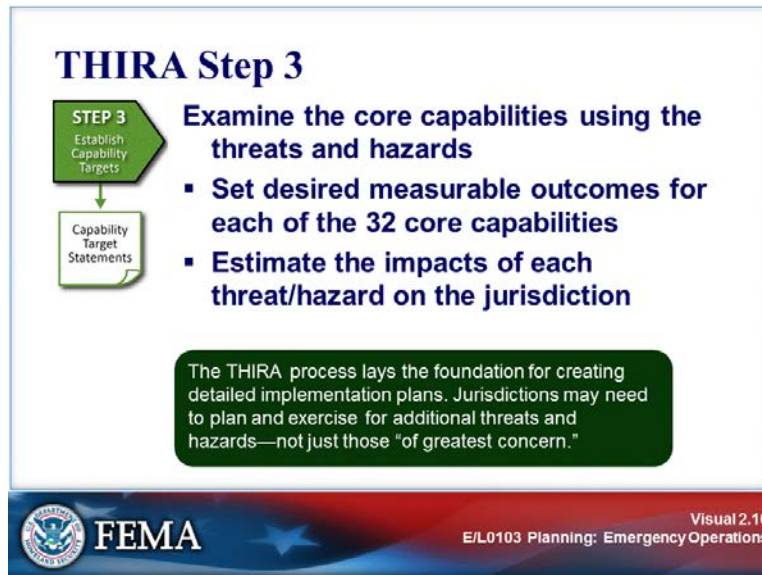
Visual 2.9  
E/L0103 Planning: Emergency Operations

**Key Points**

**THIRA Step 2 Example**

Threat/Hazard	Content Description
Earthquake	A magnitude 7.8 earthquake along the Mainline Fault occurring at approximately 2:00 PM on a weekday with ground shaking and damage expected in 19 counties, extending from Alpha County in the south to Tau County in the north and into the Zeta Valley.
Terrorism	A potential threat exists from a domestic group with a history of using small IEDs in furtherance of hate crimes. There are a number of large festivals planned during the summer at open air venues that focus on various ethnic and religious groups. These events draw on average 10,000 attendees daily.

Visual 2.10



**Key Points**

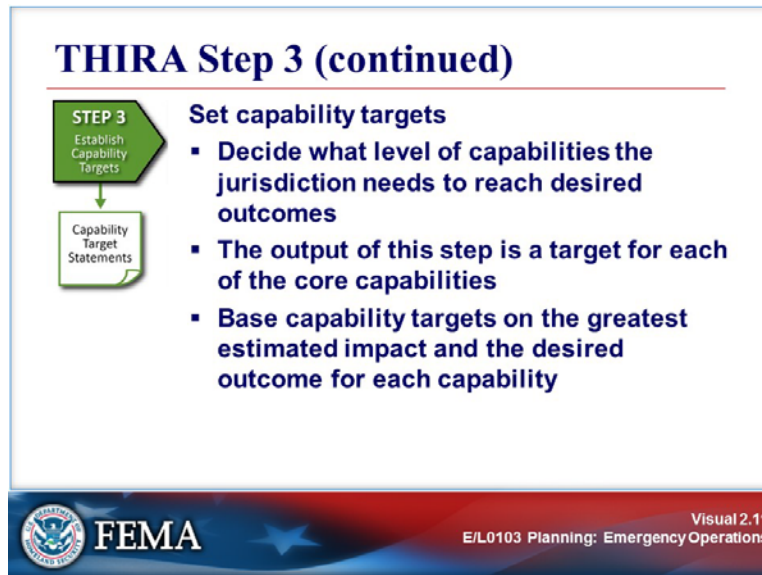
The third step is to examine the core capabilities using the threats and hazards. This step has two parts:

- Set desired measurable outcomes for each of the 32 core capabilities. Examples of measurable outcomes include:
  - Restore access to main transportation corridors within 48 hours.
  - A hundred percent of jurisdictions will have mitigation plans.
  - During the first 72 hours of an incident, operations are conducted to recover fatalities.
- Estimate the impacts of each threat/hazard on the jurisdiction.

Examples of impacts that should be considered include displaced households, fatalities, injuries/illnesses, direct economic impacts to the jurisdiction, indirect economic impacts from supply chain system disruption, and disruption to infrastructure. The impacts can be expressed in numbers, percentages, dollar amounts, and so on. Some examples are given on the next page.

The THIRA process lays the foundation for creating detailed implementation plans. Building and sustaining capabilities for the threats and hazards of greatest concern will prepare the jurisdiction to address those of less significance. However, your jurisdiction may need to plan and exercise for additional threats and hazards—not just those “of greatest concern.”

Visual 2.11

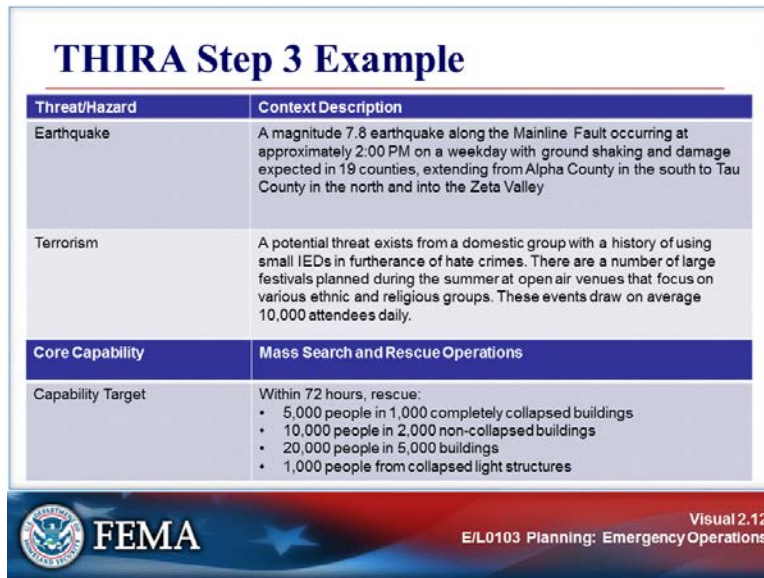


**Key Points**

The third step also involves setting capability targets. To do this, decide what level of capabilities your jurisdiction needs to reach the desired outcomes. The output of this step is a target for each of the core capabilities.

Capability targets should be based on the greatest estimated impact and the desired outcome for each capability.

Visual 2.12



**THIRA Step 3 Example**

Threat/Hazard	Context Description
Earthquake	A magnitude 7.8 earthquake along the Mainline Fault occurring at approximately 2:00 PM on a weekday with ground shaking and damage expected in 19 counties, extending from Alpha County in the south to Tau County in the north and into the Zeta Valley
Terrorism	A potential threat exists from a domestic group with a history of using small IEDs in furtherance of hate crimes. There are a number of large festivals planned during the summer at open air venues that focus on various ethnic and religious groups. These events draw on average 10,000 attendees daily.
Core Capability	Mass Search and Rescue Operations
Capability Target	Within 72 hours, rescue: <ul style="list-style-type: none"><li>• 5,000 people in 1,000 completely collapsed buildings</li><li>• 10,000 people in 2,000 non-collapsed buildings</li><li>• 20,000 people in 5,000 buildings</li><li>• 1,000 people from collapsed light structures</li></ul>

FEMA Visual 2.12  
E/L0103 Planning: Emergency Operations

Key Points

The table below, excerpted from CPG 201, provides an example of a capability target for the Mass Search and Rescue Operations core capability for a community. The capability target includes the following impacts:

- Number of buildings to be searched
- People to be rescued
- Families to be sheltered

The capability target also describes the desired outcomes:

- Completing collapsed building search and rescue within 72 hours

**THIRA STEP 3 EXAMPLE****Visual 2.12 (Continued)**

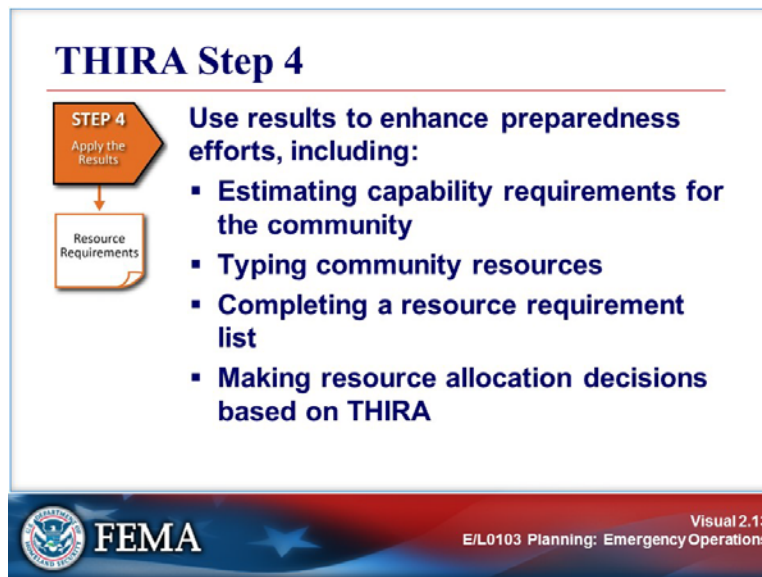
Communities should produce a similar table for each core capability.

**THIRA Step 3 Example**

Threat/Hazard	Content Description
Earthquake	A magnitude 7.8 earthquake along the Mainline Fault occurring at approximately 2:00 PM on a weekday with ground shaking and damage expected in 19 counties, extending from Alpha County in the south to Tau County in the north and into the Zeta Valley.
Terrorism	A potential threat exists from a domestic group with a history of using small IEDs in furtherance of hate crimes. There are a number of large festivals planned during the summer at open air venues that focus on various ethnic and religious groups. These events draw on average 10,000 attendees daily.

Core Capability	Mass Search and Rescue Operations
Capability Target	Within 72 hours, rescue: <ul style="list-style-type: none"><li>• 5,000 people in 1,000 completely collapsed buildings</li><li>• 10,000 people in 2,000 non-collapsed buildings</li><li>• 20,000 people in 5,000 buildings</li><li>• 1,000 people from collapsed light structures</li></ul>

Visual 2.13



**Key Points**

The final step is to apply the results to enhance preparedness. This is where emergency operations planning comes in. THIRA results are a valuable source of information when developing or updating your emergency operations plans. THIRA results can be used to:

- Estimate capability requirements for the community
- Type community resources
- Complete a resource requirement list
- Make resource allocation decisions based on THIRA



**Visual 2.14**

### THIRA Step 4 Example

Resource Requirement	
Resources	Number Required
Type I US&R Task Forces	10
Type II US&R Task Forces	38
Collapse S&R Type III Teams	100
Collapse S&R Type IV Teams	20
Canine S&R Type I Teams	20

**Job Aid 7: THIRA Process**

Visual 2.14  
E/L0103 Planning: Emergency Operations

**Key Points**

**THIRA Step 4 Example**

Threat/Hazard	Content Description
Earthquake	A magnitude 7.8 earthquake along the Mainline Fault occurring at approximately 2:00 PM on a weekday with ground shaking and damage expected in 19 counties, extending from Alpha County in the south to Tau County in the north and into the Zeta Valley.
Terrorism	A potential threat exists from a domestic group with a history of using small IEDs in furtherance of hate crimes. There are a number of large festivals planned during the summer at open air venues that focus on various ethnic and religious groups. These events draw on average 10,000 attendees daily.

Core Capability	Mass Search and Rescue Operations
Capability Target	Within 72 hours, rescue: <ul style="list-style-type: none"> <li>▪ 5,000 people in 1,000 completely collapsed buildings</li> <li>▪ 10,000 people in 2,000 non-collapsed buildings</li> <li>▪ 20,000 people in 5,000 buildings</li> <li>▪ 1,000 people from collapsed light structures</li> </ul>

**THIRA STEP 4 EXAMPLE**

**Visual 2.14 (Continued)**

Resource Requirement

<b>Resources</b>	<b>Number Required</b>
Type I US&R Task Forces	10
Type II US&R Task Forces	38
Collapse S&R Type III Teams	100
Collapse S&R Type IV Teams	20
Canine S&R Type I Teams	20

THIRA STEP 4 EXAMPLE

Visual 2.14 (Continued)

Job Aid 7: Threat and Hazard Identification and Risk Assessment (THIRA) Process



**Step 1: Identify the Threats and Hazards of Concern**

Identify the threats and hazards of concern based on past experience, forecasting, expert judgment, and available resources. Include:

- Natural threats/hazards
- Technological threats/hazard.
- Threats or human-caused threats/hazards

**Step 2: Give the Threats and Hazards Context**

- Select the threats/hazards of greatest concern.
- Describe the factors that would make each threat or hazard more challenging for your community. For example:
  - When might it occur (time of day/season)?
  - Where might it occur (populated areas, coastal zones, industrial areas, etc.)?
  - Who might be most affected?
  - What are the conditions that would escalate the level of greatest concern in the jurisdiction?

Example: A nighttime truck accident on a primary roadway results in the release of a toxin in a densely populated residential area that includes several assisted living facilities.

**Visual 2.14 (Continued)**

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**Job Aid 7: Threat and Hazard Identification and Risk Assessment (THIRA) Process**

**Step 3: Establish Capability Targets**

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- Set desired measurable outcomes for each of the 31 core capabilities.
- Estimate the impacts of each threat/hazard on the jurisdiction.

Examples of Measurable Outcomes:

- Restore access to main transportation corridors within 48 hours.
- A hundred percent of jurisdictions will have mitigation plans.
- During the first 72 hours of an incident, conduct operations to recover fatalities.
  
- Set Capability Targets
  - Decide what level of capabilities the jurisdiction needs to reach desired outcomes.
  - The output of this step is a target for each of the core capabilities.
  - Base capability targets on the greatest estimated impact and the desired outcome for each capability.

**Step 4: Apply the Results**

---

Use the results to enhance preparedness efforts including:


- Developing or updating EOPs
- Planning and conducting training and exercises
- Working collaboratively to build, sustain, or deliver capabilities
- Determining resource requirements
- Engaging the whole community through public awareness
- ... and much more.

You can learn more about THIRA by completing the FEMA independent study course IS-1001, Threat and Hazard Identification and Risk Assessment (THIRA).


Visual 2.15

**Putting It All Together**

- Compile and analyze all the information, including:
  - Threat/hazard data
  - Jurisdiction characteristics
  - Response capabilities
  - Impact assessments
- Organize the information into a format that is usable by the planning team



Organizing and analyzing the information will enable you to develop goals and objectives.

 **FEMA**

Visual 2.15  
E/L0103 Planning: Emergency Operations

**Key Points**

- Compile and analyze all the information, including:
    - Threat/hazard data
    - Jurisdiction characteristics
    - Response capabilities
    - Impact assessments
  - Organize the information into a format that is usable by the planning team.
- Organizing and analyzing the information will enable you to develop goals and objectives.

**Visual 2.15 (Continued)**

Let's take a moment to review key points about THIRA:

<b>THIRA</b>	<b>THIRA Does Not</b>
<ul style="list-style-type: none"><li>▪ Is a comprehensive process for identifying threats and hazards, along with their associated capabilities</li><li>▪ Engages the whole community in establishing desired outcomes</li><li>▪ Focuses on a jurisdiction's unique threats and hazards</li><li>▪ Supports planning for all mission areas by establishing capability targets</li><li>▪ Provides a basis for identifying resource gaps</li><li>▪ Allows for assessment and reporting on preparedness</li></ul>	<ul style="list-style-type: none"><li>▪ Replace the need for strategic, mitigation, and operational planning</li><li>▪ Narrow its scope to a single threat or hazard</li><li>▪ Stand alone – it is an integral part of the overall National Preparedness System.</li><li>▪ Limit input to traditional preparedness partners</li><li>▪ Focus on current capabilities, but rather establishes targets for desired levels</li></ul>

You can learn more about THIRA by completing the FEMA independent study course IS-2001, Threat and Hazard Identification and Risk Assessment (THIRA).

**Visual 2.16**

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**THIRA and Planning**

- The THIRA process lays the foundation for creating detailed implementation plans
- Capability targets can be used to support many different planning processes



 **FEMA** 

Visual 2.16  
E/L0103 Planning: Emergency Operations

---

**Key Points**

The THIRA process lays the foundation for creating detailed implementation plans. Capability targets can be used to support many different planning processes conducted by local jurisdictions and organizations.


**Visual 2.17**

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**Activity 2.1 – THIRA In My Community**

**Instructions:**

Working individually . . .



1. Using one of the risks of greatest concern you have identified for your community/jurisdiction, complete the Activity 2.1 Worksheet in your IAW
2. Share some your answers in the class debrief

 **FEMA** 

Visual 2.17  
E/L0103 Planning: Emergency Operations

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**Key Points**

**Instructions:**

Working individually

1. Using one of the risks of greatest concern you have identified for your community/jurisdiction, complete the Activity 2.1 Worksheet in your IAW.
2. Share some your answers in the class debrief.






**Visual 2.18**

**Module Summary**

**THIRA:**

- Is a four step process including:
  - Step 1: Identifying Threats and Hazards of Concern
  - Step 2: Give Threats and Hazards Context
  - Step 3: Establish Capability Targets
  - Step 4: Apply the Results
- Provides outputs that are used in emergency planning

 Job Aid 8: THIRA Examples

 **FEMA** 

Visual 2.18  
E/L0103 Planning: Emergency Operations

**Key Points**

This module provided information about the THIRA process.

- Is a four step process including:
  - Step 1: Identifying Threats and Hazards of Concern
  - Step 2: Give Threats and Hazards Context
  - Step 3: Establish Capability Targets
  - Step 4: Apply the Results
- Provides outputs that are used in emergency planning

**Job Aid 8: THIRA Examples**

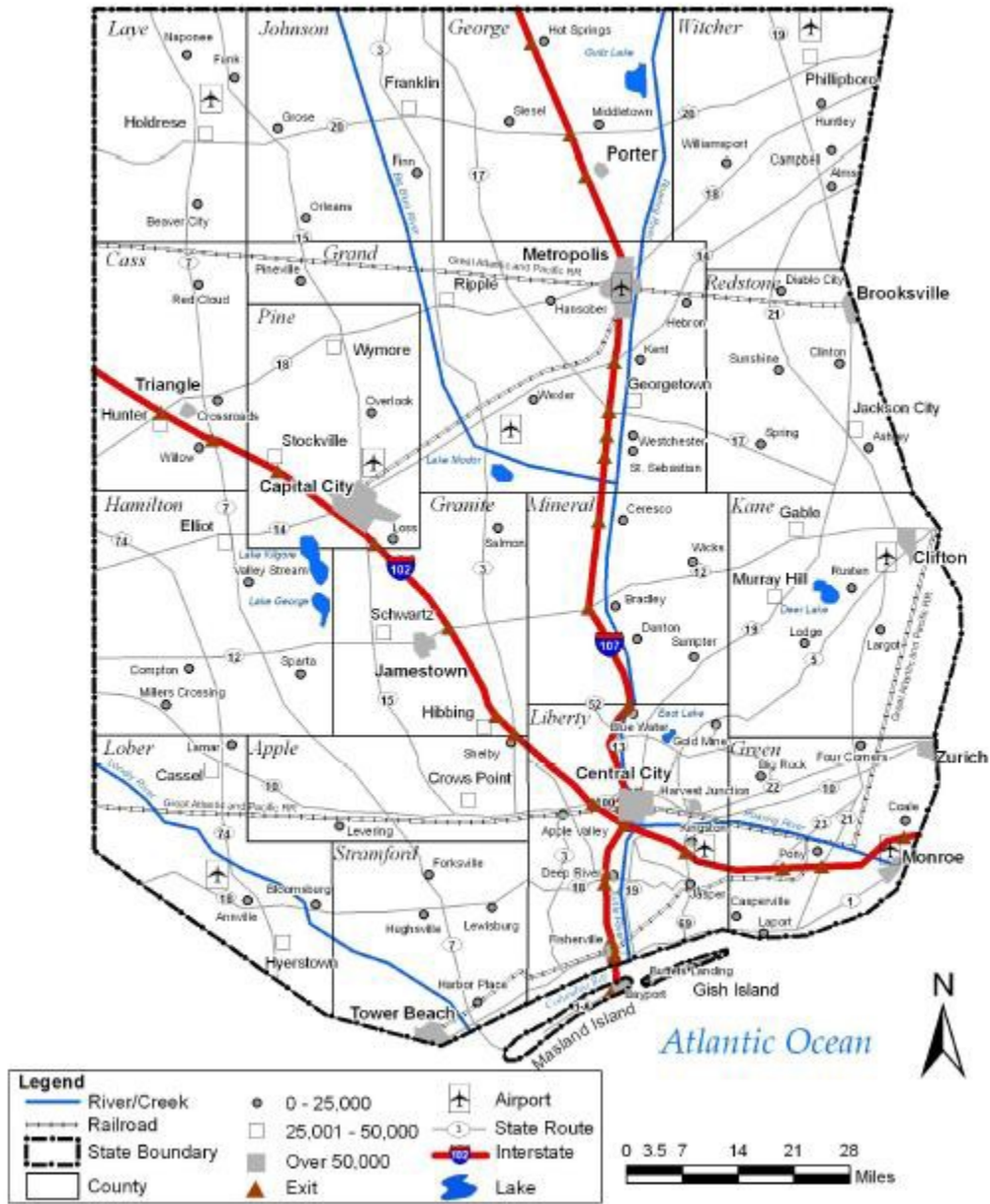
This job aid provides examples of completed worksheets for the fictional jurisdiction, State of Columbia, for the Threat and Hazard Identification and Risk Assessment as described in Comprehensive Preparedness Guide (CPG) 201. The worksheet templates are part of the [THIRA Toolkit](https://www.fema.gov/media-library/assets/documents/26338), (<https://www.fema.gov/media-library/assets/documents/26338>)

**Note:** These examples do not represent a complete THIRA. They are not prescriptive or inclusive of all possible approaches or types of information that could be included.

Visual 2.18 (Continued)

Job Aid 8: THIRA Examples

State of Columbia Map



**Visual 2.18 (Continued)**

**Job Aid 8: THIRA Examples (Continued)**

**State of Columbia Threat and Hazard Description Statements**

<b>Threat/Hazard Group</b>	<b>Threat/Hazard Type</b>	<b>Description</b>
<b>Natural</b>	Tornado	<b>Description 1:</b> Multiple EF4 tornadoes strike the central business districts of Central City (pop. 149,000, located in Liberty County) and Capital City (pop. 265,000, located in Grand County) during peak occupation at 2 p.m. on a Wednesday.
<b>Natural</b>	Hurricane	<b>Description 1:</b> A Category 4 hurricane makes landfall near a highly developed, residential coastal area during the peak tourist season on Labor Day morning.
<b>Technological</b>	Dam-Failure	<b>Description 1:</b> A major power-generating dam has a catastrophic failure, resulting in the downstream flooding of three towns. The dam failure also eliminates the power for the surrounding towns, potable water supply, and fire suppression capability.
<b>Human-Caused</b>	Chemical Attack	<b>Description 1:</b> A lone-wolf terrorist releases a chemical agent in a basketball stadium through the ventilation system during a sold-out regional championship game. <b>Description 2:</b> A militia attack hits three local chemical facilities containing corrosive and other hazardous materials on a windy day in October.
<b>Human-Caused</b>	Cyber Attack	<b>Description 1:</b> A cyber attack on the network of a water utility in a rural community serving 10,000 residences is carried out with credentials stolen from a company that makes software used to control industrial systems.

**Visual 2.18 (Continued)**

**Job Aid 8: THIRA Examples (Continued)**

**State of Columbia Desired Outcomes**

	<b>Core Capability</b>	<b>Desired Outcome</b>
<b>Common</b>	Planning	Maintain, every 3 years, an all-threat/hazard plan that addresses all of the mission areas, with specific annexes as required.  Maintain, every 2 years, a Continuity of Operations (COOP)/Continuity of Government (COG) plan for all critical infrastructure.
<b>Common</b>	Public Information and Warning	Provide information in a timely manner, consistent with the threat or hazard, to enable people to take appropriate protective measures.
<b>Common</b>	Operational Coordination	Establish and maintain unified and coordinated operational structure and process in the impacted area within 12 hours of a potential or actual incident.
<b>Prevention</b>	Forensics and Attribution	Prioritize evidence collection and analysis to assist in preventing initial or follow-on terrorist acts.
<b>Prevention and Protection</b>	Intelligence and Information Sharing	Promptly share relevant, timely, and actionable information and analysis with Federal, State, local, and private partners with appropriate classified/unclassified products in accordance with established protocols.
<b>Prevention and Protection</b>	Interdiction and Disruption	Interdict 100% of specific conveyances, cargo, and persons associated with an imminent threat to the State of Columbia.
<b>Prevention and Protection</b>	Screening, Search, and Detection	Screen 100% of targeted conveyances, cargo, and persons associated with an imminent terrorist threat using all means.
<b>Protection</b>	Access Control and Identity Verification	Ensure 100% verification of identity to authorize, grant, or deny physical and cyber access to specific locations, information, and networks.
<b>Protection</b>	Cybersecurity	Detect 100% of malicious activity directed against all critical infrastructure, key resources, and networks.
<b>Protection</b>	Physical Protective Measures	Protect people, structures, materials, products, and systems of key operational activities and critical infrastructure sectors against an identified or perceived threat.
<b>Protection</b>	Risk Management for Protection Programs and Activities	Complete risk assessments for 100% of prioritized critical infrastructure and key resources (CI/KR) assets.
<b>Protection</b>	Supply Chain Integrity and Security	Secure all identified priority supply nodes, transit methods, and materials.

**Visual 2.18 (Continued)**

**Job Aid 8: THIRA Examples (Continued)**

**State of Columbia Desired Outcomes (Continued)**

	<b>Core Capability</b>	<b>Desired Outcome</b>
<b>Mitigation</b>	Community Resilience	Implement risk mitigation plans for communities with highest risk through partnerships with whole community representatives.
<b>Mitigation</b>	Long-term Vulnerability Reduction	Achieve a measurable decrease in the long-term vulnerability of critical infrastructure and systems and community features that pose an increased risk to a similar incident.
<b>Mitigation</b>	Risk and Disaster Resilience Assessment	Identify, analyze, and maintain a risk assessment that includes information about localized vulnerabilities and consequences for the State of Columbia.
<b>Mitigation</b>	Threats and Hazard Identification	Identify State of Columbia threats and hazards in collaboration with whole community partners and incorporate into analysis and planning process.
<b>Response</b>	Environmental Response/Health Safety	During the first 72 hours of an incident, conduct health and safety hazard assessments and disseminate guidance and resources, including the deployment of hazardous materials teams, to support environmental health and safety actions for response personnel and the affected population and area.
<b>Response</b>	Fatality Management Services	During the first 72 hours of an incident, conduct operations to recover fatalities.
<b>Response</b>	Mass Care Services	During the first 72 hours of an incident, move and deliver resources to meet the needs of disaster survivors, including individuals with access and functional needs and others who may be considered at risk.
<b>Response</b>	Mass Search and Rescue Operations	During the first 72 hours of an incident, conduct search and rescue operations to locate and rescue persons in distress.
<b>Response</b>	On-Scene Security and Protection	During the first 72 hours of an incident, establish a safe and secure environment for the affected area.
<b>Response</b>	Operational Communications	During the first 72 hours of an incident, ensure that the capacity to communicate with both the emergency response community and the affected populations is sufficient; establish interoperable voice and data communications between responders.
<b>Response</b>	Public and Private Services and Resources	During the first 72 hours of an incident, mobilize and deliver governmental, nongovernmental, and private-sector resources within and outside the affected area to save lives, sustain lives, meet basic human needs, stabilize the incident, and transition to the recovery phase, which may entail moving and delivering resources and services to disaster survivors.

**MODULE SUMMARY**

**Visual 2.18 (Continued)**

**Job Aid 8: THIRA Examples (Continued)**

**State of Columbia Estimated Impacts Based on Threat and Hazard Descriptions**

	<b>Planning (Common)</b>	<b>Public Information &amp; Warning (Common)</b>	<b>Operational Coordination (Common)</b>	<b>Forensics and Attribution (Prevention)</b>	<b>Intelligence &amp; Information Sharing (Prevention and Protection)</b>	<b>Interdiction &amp; Disruption (Prevention and Protection)</b>	<b>Screening, Search &amp; Detection (Prevention and Protection)</b>
<b>Category 4 Hurricane</b>	Execute pre-landfall deliberate plans into crisis action planning/IAP	Warn 150,000 people	300 square miles are impacted				
<b>Dam Failure</b>	Translate dam safety plan into Crisis Action Plan	Warn 15,000 people	Coordinate with dam owner/operator and impacted jurisdictions based on inundation models				
<b>Chemical Attack</b>	<ul style="list-style-type: none"> <li>▪ Design law enforcement options plan</li> <li>▪ Translate Terrorist Annex into Crisis Action Plan</li> <li>▪ Coordinate with site-specific plan</li> <li>▪ Implement Medical Countermeasure Plan</li> </ul>	Warn 12,000 event attendees and 1,200 vendors and staff	5 square miles potentially impacted	<ul style="list-style-type: none"> <li>▪ Identify chemical</li> <li>▪ Determine source of origin</li> </ul>	<ul style="list-style-type: none"> <li>▪ Receive classified and unclassified information</li> <li>▪ Capability to declassify information to key stakeholders (responders, location owner)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Site security personnel</li> <li>▪ Weapons of Mass Destruction (WMD) teams, in coordination with FBI</li> <li>▪ Local law enforcement</li> </ul>	<ul style="list-style-type: none"> <li>▪ Air monitoring</li> <li>▪ Chemical sensors at site entrances for 12,000 people</li> <li>▪ Roving dog teams covering 2-mile radius around stadium</li> </ul>

## Module 2: Threat and Hazard Identification and Risk Assessment

### MODULE SUMMARY

#### Visual 2.18 (Continued)

#### Job Aid 8: THIRA Examples (Continued)

#### State of Columbia Estimated Impacts Based on Threat and Hazard Descriptions (Continued)

	Access Control & Identify Verification (Protection)	Cyber Security (Protection)	Physical Protective Measures (Protection)	Risk Management for Protection Programs & Activities	Supply Chain Integrity & Security (Protection)	Community Resilience (Mitigation)	Long-term Vulnerability Reduction (Mitigation)	Risk and Disaster Resilience Assessment (Mitigation)	Threats & Hazards Identification (Mitigation)
<b>Category 4 Hurricane</b>	25% of critical infrastructure facilities are damaged		Harden 64 essential critical infrastructure facilities	25% of critical infrastructure facilities are damaged	Security for: <ul style="list-style-type: none"> <li>Port</li> <li>Oil refinery</li> <li>Rail lines</li> </ul>	<ul style="list-style-type: none"> <li>4 hospitals significantly damaged</li> <li>10 faith-based org. facilities destroyed</li> <li>2 major retail stores destroyed</li> <li>1,000 residential structures destroyed</li> </ul>	<ul style="list-style-type: none"> <li>25% of critical infra-structure facilities damaged</li> <li>Dam damaged</li> </ul>	300 square miles are impacted	Category 4 hurricane impacts
<b>Dam Failure</b>	100% of dam personnel have credentials	100% of dam personnel have credentials	Site access screening	Alternate power sources will be needed	Distribution of power throughout the region	<ul style="list-style-type: none"> <li>200 residential structures destroyed</li> <li>20 industrial facilities without power</li> </ul>	Coordinate with dam owner/operator and impacted jurisdictions based on inundation models		Inundation of residences and businesses
<b>Chemical Attack</b>	<ul style="list-style-type: none"> <li>12,000 event attendees</li> <li>1,200 staff and vendors</li> </ul>		<ul style="list-style-type: none"> <li>Site access screening</li> <li>Active vehicle screening</li> </ul>	Assess stadium ventilation system					Chemical agent impacts

**MODULE SUMMARY**

**Visual 2.18 (Continued)**

**Job Aid 8: THIRA Examples (Continued)**

**State of Columbia Estimated Impacts Based on Threat and Hazard Descriptions (Continued)**

	<b>Critical Transportation (Response)</b>	<b>Environmental Response/ Health &amp; Safety (Response)</b>	<b>Fatality Management Services (Response)</b>	<b>Mass Care (Response)</b>	<b>Mass Search and Rescue Operations (Response)</b>	<b>On-Scene Security and Protection (Response)</b>	<b>Operational Communications (Response)</b>
<b>Category 4 Hurricane</b>	<ul style="list-style-type: none"> <li>▪ 2 major highways damaged</li> <li>▪ 3 light-rail systems inoperable</li> </ul>	<ul style="list-style-type: none"> <li>▪ 2 water treatment plants are inoperable</li> <li>▪ Sewage system is overloaded for more than 300 square miles</li> <li>▪ Port fuel storage is damaged</li> <li>▪ 2,000,000 cubic yards of debris</li> </ul>	150 fatalities	<ul style="list-style-type: none"> <li>▪ 300,000 people are impacted</li> <li>▪ 75,000 people require shelter, 20% have access and functional needs</li> <li>▪ 125,000 require feeding</li> </ul>	<ul style="list-style-type: none"> <li>▪ 1,000 residences damaged, 40% have household pets</li> <li>▪ 25% of critical facilities</li> </ul>	<ul style="list-style-type: none"> <li>▪ 300 square miles of impacted area</li> </ul>	<ul style="list-style-type: none"> <li>▪ 7 damaged repeaters for first responder network</li> <li>▪ 50% of the network is out</li> <li>▪ 35% of cellular networks are inoperable</li> </ul>
<b>Dam Failure</b>			25 fatalities	<ul style="list-style-type: none"> <li>▪ 2,000 people are impacted</li> <li>▪ 500 people require shelter, 20% have access and functional needs</li> </ul>			
<b>Chemical Attack</b>		Hazardous materials precautions must be followed	800 fatalities				



## Module 2: Threat and Hazard Identification and Risk Assessment

### MODULE SUMMARY

#### Visual 2.18 (Continued)

#### Job Aid 8: THIRA Examples (Continued)

#### State of Columbia Estimated Impacts Based on Threat and Hazard Descriptions (Continued)

	Public & Private Services & Resources (Response)	Public Health & Medical Services (Response)	Situational Assessment (Response)	Infrastructure Systems (Response/Recovery)	Economic Recovery (Recovery)	Health & Social Services (Recovery)	Housing (Recovery)	Natural & Cultural Resources (Recovery)
<b>Category 4 Hurricane</b>	<ul style="list-style-type: none"> <li>25% of critical facilities do not have power</li> <li>15 fuel stations used by emergency responders are inoperable</li> <li>Port fuel terminal is inoperable</li> <li>35% of community staples (grocery stores, banks, pharmacies) are significantly damaged</li> <li>8 first responder facilities are damaged</li> </ul>	<ul style="list-style-type: none"> <li>3,000 casualties</li> </ul>	<ul style="list-style-type: none"> <li>25% of reporting nodes are damaged</li> </ul>	<ul style="list-style-type: none"> <li>25% of critical infrastructure facilities are damaged</li> <li>4 hospitals are significantly damaged</li> <li>8 first responder facilities are damaged</li> <li>50% of communications network is inoperable</li> <li>300 square miles impacted</li> </ul>	<ul style="list-style-type: none"> <li>\$100 million direct loss (damage estimates)</li> <li>\$10 million indirect loss (commerce loss)</li> <li>35% of community stores (grocery, banks, pharmacies) are closed</li> </ul>	<ul style="list-style-type: none"> <li>4 hospitals impacted</li> <li>Psychiatric institution damaged</li> <li>10 community health facilities destroyed</li> </ul>	<ul style="list-style-type: none"> <li>75,000 people sheltered</li> <li>1,000 residences destroyed</li> </ul>	<ul style="list-style-type: none"> <li>1,250,000 cubic yards of vegetative debris</li> <li>500,000 cubic yards of construction debris</li> <li>250,000 cubic yards of hazardous debris</li> <li>12 historic sites impacted</li> </ul>
<b>Dam Failure</b>	<ul style="list-style-type: none"> <li>50% of critical facilities do not have power</li> </ul>	<ul style="list-style-type: none"> <li>150 casualties</li> </ul>		<ul style="list-style-type: none"> <li>Delivery of power to the region is interrupted until alternate source found</li> <li>One major roadway blocked</li> </ul>	<ul style="list-style-type: none"> <li>\$20 million loss of revenue</li> </ul>		<ul style="list-style-type: none"> <li>500 people require shelter</li> </ul>	<ul style="list-style-type: none"> <li>500,000 cubic yards of debris</li> </ul>
<b>Chemical Attack</b>		<ul style="list-style-type: none"> <li>5,000 casualties</li> </ul>			<ul style="list-style-type: none"> <li>\$2 million loss of revenue</li> </ul>			<ul style="list-style-type: none"> <li>Hazardous materials precautions must be followed</li> </ul>

**Visual 2.18 (Continued)**

**Job Aid 8: THIRA Examples (Continued)**

**State of Columbia Capability Targets**

	<b>Core Capability</b>	<b>Capability Target</b>	<b>Desired Outcomes</b>
<b>Common</b>	<b>Planning</b>	<p><b>Response:</b> Execute hurricane plan and associated annexes within 5 days of expected tropical storm force winds; execute dam plan and associated annexes within 1 hour of impact; and execute terrorism plan and associated annexes in accordance with standard protocols, or within 1 hour of impact.</p> <p><b>Mitigation:</b> Maintain an updated hazard mitigation plan that addresses identified threats and hazards, identify changing risk patterns, and create strategy to reduce the increased risk.</p> <p><b>Recovery:</b> Execute a recovery plan within 60 days of impact.</p>	Maintain and execute an all-threat/hazard plan as required. Maintain a COOP/COG plan for all critical infrastructure.
<b>Common</b>	<b>Public Information and Warning</b>	<p><b>Protection:</b> Provide warning leading up to the expected impacts of an incident for 150,000 people, including accessible tools to take appropriate actions.</p> <p><b>Response:</b> During the first 72 hours of an incident's impact, inform 150,000 people by all means necessary, including accessible tools to take appropriate actions.</p>	Provide information in a timely manner, consistent with the threat or hazard, to enable people to take appropriate protective measures.
<b>Common</b>	<b>Operational Coordination</b>	Establish and maintain unified and coordinated operational structure and process over 300 square miles within 12 hours of an incident.	Establish and maintain unified and coordinated operational structure and process in the impacted area within 12 hours of a potential or actual incident.
<b>Prevention</b>	<b>Forensics and Attribution</b>	Prioritize chemical identification and determining source of origin in accordance with standard protocols and procedures to assist in preventing initial or follow-on terrorist acts.	Prioritize evidence collection and analysis to assist in preventing initial or follow-on terrorist acts.
<b>Prevention and Protection</b>	<b>Intelligence and Information Sharing</b>	Promptly receive and share relevant, timely, and actionable classified and unclassified information according to standard procedures and protocols with Federal, State, local, and private partners with appropriate classified/unclassified products.	Promptly share relevant, timely, and actionable information and analysis with Federal, State, local, and private partners with appropriate classified/unclassified products.
<b>Prevention and Protection</b>	<b>Interdiction and Disruption</b>	Interdict 100% of specific conveyances, cargo, and persons consistent with established protocols in cooperation with Federal, State, and local law enforcement resources associated with an imminent threat to the State of Columbia.	Interdict 100% of specific conveyances, cargo, and persons associated with an imminent threat to the State of Columbia.
<b>Prevention and Protection</b>	<b>Screening, Search, and Detection</b>	Screen 13,200 persons associated with an imminent terrorist threat by using technical, nontechnical, intrusive, and nonintrusive means.	Screen 100% of targeted conveyances, cargo, and persons associated with an imminent terrorist threat using all means.

**Visual 2.18 (Continued)**

**Job Aid 8: THIRA Examples (Continued)**

**State of Columbia Capability Targets (Continued)**

Core Capability		Capability Targets	Desired Outcomes
Protection	Access Control & Identify Verification	Verify access rights of 1,200 vendors and staff of the stadium in order to grant or deny access to specific locations or information.	Ensure 100% verification of identity to authorize, grant, or deny physical and cyber access to specific locations, information, and networks.
Protection	Cybersecurity	NA	Detect 100% of malicious activity directed against all critical infrastructure, key resources, and networks.
Protection	Physical Protective Measures	Protect 64 essential critical structures through means necessary to maintain structures, materials, products, and systems of key operational activities and facilities against an identified threat.	Protect people, structures, materials, products, and systems of key operational activities and critical infrastructure sectors against an identified or perceived threat.
Protection	Risk Management for Protection Programs & Activities	Update risk assessments for 64 essential critical infrastructure facilities.	Complete risk assessments for 100% of prioritized CI/KR assets.
Protection	Supply Chain Integrity & Security	Secure port, oil refinery, and all rail lines critical to supply nodes, transit, and materials.	Secure all identified priority supply nodes, transit methods, and materials.
Mitigation	Community Resilience	Implement risk mitigation plans for 100% of the communities in the impacted area. Coordinate both pre- and post-incident with all mission areas to identify specific jurisdictional vulnerabilities and facilitate activities to reduce risk.	Implement risk mitigation plans for communities with highest risk through partnerships with whole community representatives.
Mitigation	Long-term Vulnerability Reduction	Decrease the long-term vulnerability of 16 essential critical infrastructure (CI) facilities (including the dam) that were damaged and identify non-CI areas to be mitigated to protect citizens and property.	Achieve a measurable decrease in the long-term vulnerability of critical infrastructure systems, and community features that pose an increased risk of a similar incident.
Mitigation	Risk & Disaster Resilience Assessment	Update risk assessment with impacts on 300 square miles to understand the localized vulnerabilities and consequences for the State of Columbia.	Identify, analyze, and maintain risk assessment with localized vulnerabilities and consequences for the State of Columbia.
Mitigation	Threats & Hazard Identification	Update State of Columbia threats and hazards list to include hurricane impacts based on pertinent models available to estimate potential consequences in collaboration with whole community partners.	Identify State of Columbia threats/hazards in collaboration with whole community partners and incorporate into analysis and planning process.

**Visual 2.18 (Continued)**

**Job Aid 8: THIRA Examples (Continued)**

**State of Columbia Capability Targets (Continued)**

	<b>Core Capability</b>	<b>Core Target</b>	<b>Desired Outcome</b>
<b>Response</b>	<b>Critical Transportation</b>	During the first 72 hours of an incident, establish physical access to deliver required resources to save lives and meet the needs of 300,000 people in the impacted area. During the first 60 days, reestablish the three light-rail systems. During the first 60 days, reestablish the two major highways.	During the first 72 hours of an incident, establish physical access through appropriate transportation corridors and deliver required resources to save lives and to meet the needs of disaster survivors.
<b>Response</b>	<b>Environmental Response/Health &amp; Safety</b>	Within 72 hours, restore water treatment facilities to support environmental health and safety actions for response personnel and the affected population of 300,000 and within an area of 300 square miles. Within 30 days, clear debris from more than 300 square miles to support environmental health and safety actions for response personnel and the affected population of 300,000.	During the first 72 hours of an incident, conduct health and safety hazard assessments and disseminate guidance and resources, including the deployment of hazardous materials teams, to support environmental health and safety actions for response personnel and the affected population and area.
<b>Response</b>	<b>Fatality Management Services</b>	During the first 72 hours of an incident, conduct operations to recover 800 fatalities.	During the first 72 hours of an incident, conduct operations to recover fatalities.
<b>Response</b>	<b>Mass Care Services</b>	During the first 72 hours, shelter 75,000 people to meet the needs of disaster survivors, including individuals with access and functional needs and others who may be considered at risk. During the first 72 hours, feed 125,000 people to meet the needs of disaster survivors, including individuals with access and functional needs and others who may be considered at risk.	During the first 72 hours of an incident, move and deliver resources and capabilities to meet the needs of disaster survivors, including individuals with access and functional needs and others who may be considered at risk.
<b>Response</b>	<b>On-Scene Security and Protection</b>	During the first 72 hours of an incident, establish a safe and secure environment for the 300-square-mile affected area.	During the first 72 hours of an incident, establish a safe and secure environment for the affected area.

**Visual 2.18 (Continued)**

**Job Aid 8: THIRA Examples (Continued)**

**State of Columbia Capability Targets (Continued)**

	<b>Core Capability</b>	<b>Core Target</b>	<b>Desired Outcome</b>
<b>Response</b>	<b>Operational communications</b>	During the first 72 hours of an incident, restore seven damaged repeaters to ensure the capacity to communicate with both the emergency response community and the affected populations is sufficient; establish interoperable voice and data communications between responders.	During the first 72 hours of an incident, ensure that the capacity to communicate with both the emergency response community and the affected populations is sufficient; establish interoperable voice and data communications between responders.
<b>Response</b>	<b>Public and Private Services and Resources</b>	During the first 72 hours of an incident, mobilize and deliver governmental, nongovernmental, and private-sector resources within and outside of the affected area by restoring power generation to 25 damaged critical facilities to save lives, sustain lives, meet basic human needs, stabilize the incident, and transition to recovery, which may include moving and delivering resources and services to the 300,000 disaster survivors.	During the first 72 hours of an incident, mobilize and deliver governmental, nongovernmental, and private-sector resources within and outside of the affected area to save lives, sustain lives, meet basic human needs, stabilize the incident, and transition to recovery, which may include moving and delivering resources and services to disaster survivors.
<b>Response</b>	<b>Public Health &amp; Medical Services</b>	During the first 72 hours of an incident, complete triage and initial stabilization of 3,000 casualties and begin definitive care for those likely to survive their injuries.	During the first 72 hours of an incident, complete triage and initial stabilization of casualties and begin definitive care for those likely to survive their injuries.
<b>Response</b>	<b>Situational Assessment</b>	During the first 72 hours of an incident, restore eight critical nodes that provide situational awareness in order to deliver information sufficient to inform decision-making regarding immediate life-saving and life-sustaining activities. Engage governmental, private, and civic-sector resources within and outside of the affected area to meet basic human needs and stabilize the incident.	During the first 72 hours of an incident, deliver information sufficient to inform decision making regarding immediate life-saving and - sustaining activities and engage governmental, private, and civic- sector resources within and outside of the affected area to meet basic human needs and stabilize the incident.

**Visual 2.18 (Continued)**

**Job Aid 8: THIRA Examples (Continued)**

**State of Columbia Capability Targets (Continued)**

	<b>Core Capability</b>	<b>Core Target</b>	<b>Desired Outcome</b>
<b>Response and Recovery</b>	<b>Infrastructure Systems</b>	During the first 72 hours of an incident, stabilize immediate critical infrastructure impacts to four heavily damaged hospitals, four lost fire stations and apparatus, four lost police station and vehicles. This includes providing support to the 300,000 disaster survivors that may be affected by cascading effects and mass care support facilities and evacuation processing centers with a focus on life-sustainment and congregate care services over the impact area with the affected population.	During the first 72 hours of an incident, decrease and stabilize immediate infrastructure threats to the affected population to include survivors in the heavily damaged zone, nearby communities that may be affected by cascading effects, and mass care support facilities and evacuation processing centers with a focus on life-sustainment Congregate care services over the impact area to the affected population.
<b>Recovery</b>	<b>Economic Recovery</b>	Within 6 months of an incident, develop a plan in concert with whole community partners, with a specific timeline to restore 60 community infrastructure sites (grocery stores, banks, etc.) to contribute to resilience, accessibility, and sustainability.	Within 60 days of an incident, conduct a preliminary assessment of economic issues and identify potential inhibitors to fostering stabilization of the affected communities.  Within 6 months of an incident, develop a plan with whole community partners, with a specified timeline for redeveloping community infrastructure to contribute to resiliency, accessibility, and sustainability.
<b>Recovery</b>	<b>Health &amp; Social Services</b>	Within 60 days of an incident, restore four hospitals, 10 community health facilities, and a psychiatric institution to restore basic health and social services	Within 60 days of an incident, restore basic health and social services functions.
<b>Recovery</b>	<b>Housing</b>	Within 60 days of an incident, identify housing needs and then determine available options for temporarily housing for up to 75,000 people sheltered and plan for permanent housing for 1,000 households.	Within 60 days of an incident, assess preliminary housing impacts and needs, identify currently available options for temporary housing, and plan for permanent housing.
<b>Recovery</b>	<b>Natural &amp; Cultural Resources</b>	Within 60 days of an incident, mitigate impacts and stabilize natural and cultural resources by removing 1,250,000 cubic yards of vegetative debris, 500,000 cubic yards of construction debris, and 250,000 cubic yards of hazardous debris; repairing 12 historic sites; and restoring 10% of personnel records/key documents that were destroyed.	Within 60 days of an incident, mitigate impacts and stabilize natural and cultural resources and conduct a preliminary assessment of the impacts that identifies protections needed in place during the various stages of incident management—from stabilization through recovery.

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## **MODULE 3. THE PLANNING PROCESS**

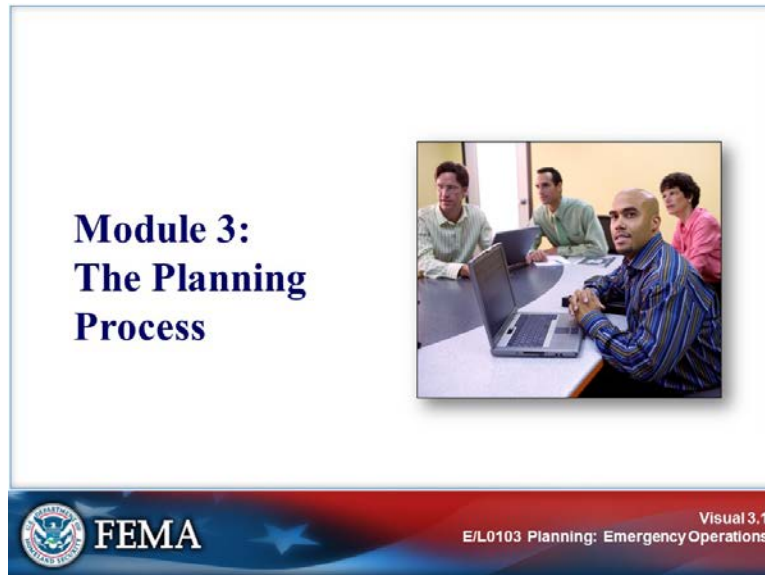
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### INTRODUCTION

#### Visual 3.1



#### Key Points

Module 3 presents information on the emergency planning process.

This module should take approximately 5 hours and 10 minutes.


Topic	Time
Module Introduction	3 minutes
Emergency Planning Process	2 minutes
Step 1: Form A Collaborative Planning Team <ul style="list-style-type: none"><li>Activity 3.1 – Engaging the Whole Community (Visual 3.7)</li><li>Activity 3.2 – Planning Team (Visual 3.8)</li></ul>	50 minutes
Step 2: Understand the Situation <ul style="list-style-type: none"><li>Activity 3.3 – Jurisdiction Profile (Visual 3.18)</li></ul>	60 minutes
Step 3: Determine Goals and Objectives <ul style="list-style-type: none"><li>Activity 3.4 – Goals and Objectives (Visual 3.22)</li></ul>	25 minutes
Step 4: Plan Development <ul style="list-style-type: none"><li>Activity 3.5 – Annexes (Visual 3.36)</li></ul>	120 minutes
Step 5: Plan Preparation, Review, and Approval	10 minutes
Step 6: Plan Implementation and Maintenance <ul style="list-style-type: none"><li>Activity 3.6 – Your EOP (Visual 3.43)</li></ul>	35 minutes
Summary	5 minutes
<b>Total Module Time:</b>	<b>5 hours, 10 minutes</b>

**Visual 3.2**

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**Unit Objectives**

- Describe the emergency planning process as defined in Comprehensive Preparedness Guide (CPG) 101
- Identify the content of an emergency operations plan (EOP) as defined in CPG 101
- Plan a threat/hazard/incident-specific annex to an EOP
- Identify individual action steps for emergency operations planning



The slide footer features the FEMA logo on the left, the text 'FEMA' in the center, and 'Visual 3.2' and 'E/L0103 Planning: Emergency Operations' on the right, all set against a red and blue background with a star.

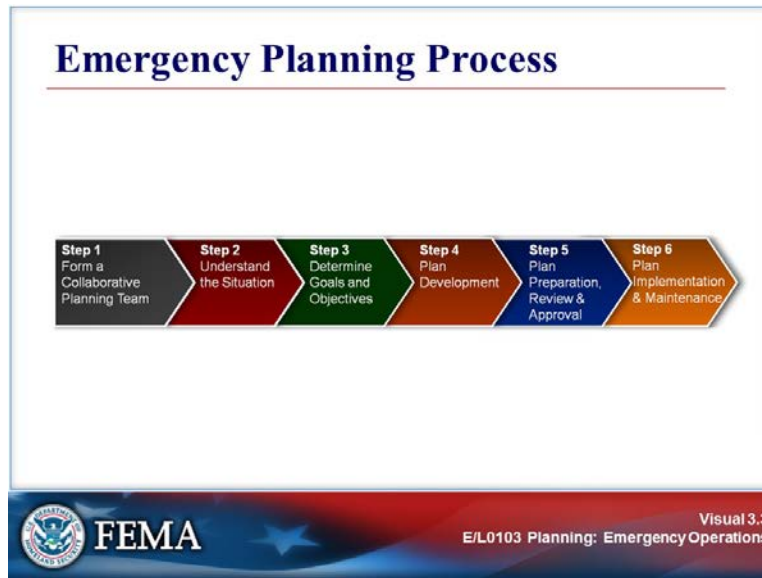
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**Key Points**

- Describe the emergency planning process as defined in Comprehensive Preparedness Guide (CPG) 101
- Identify the content of an emergency operations plan (EOP) as defined in CPG 101
- Plan a threat/hazard/incident-specific annex to an EOP
- Identify individual action steps for emergency operations planning

Review the module objectives.

**Visual 3.3**



**Key Points**

This unit covers the six steps in the emergency planning process, as described in CPG 101:

- Step 1: Form a Collaborative Planning Team
- Step 2: Understand the Situation
- Step 3: Determine Goals and Objectives
- Step 4: Plan Development
- Step 5: Plan Preparation, Review, and Approval
- Step 6: Plan Implementation and Maintenance

**Visual 3.4**

The slide features a title box on the left with the text 'Step 1 Form a Collaborative Planning Team'. To the right, the main title 'Step 1: Form a Collaborative Planning Team' is displayed. Below the title are two bullet points: 'Identify a core planning team' and 'Engage the whole community in planning'. A photograph shows a group of people in a meeting room gathered around a table, looking at documents. The slide footer includes the FEMA logo, the text 'FEMA', and 'Visual 3.4 E/L0103 Planning: Emergency Operations'.

**Key Points**

**The first step in emergency planning is to form a collaborative planning team.**

By developing a collaborative planning team, jurisdictions or other organizations engage the whole community in the planning effort. Building the team is one of the most important efforts in the planning process because the trust and working relationships fostered by participating together as members of the team will:

- Pay dividends in more comprehensive and creative planning
- Extend into operations when the same people work together during emergencies

Visual 3.5

**Benefits of a Collaborative Team**

Forming a collaborative planning team:

- Expands membership to include the entire community
- Builds relationships and improves trust
- Extends the relationships to operations
- Improves the planning effort

Who else would you include in your team?

Job Aid 9: Potential Members of a Community Planning Team

FEMA

Visual 3.5  
E/L0103 Planning: Emergency Operations

**Key Points**

Forming a collaborative planning team:

- Builds and expands membership on the core planning team to include representatives of the entire community
- Builds relationships and improves trust, both of which will be valuable assets during an actual emergency/operations
- Extends the relationships to operations
- Improves the planning effort because the full resources of the community are tapped

Job Aid 9: Potential Members of a Community Planning Team

**Discussion Question:** Who else would you include in your planning team?

**Visual 3.5 (Continued)****Job Aid 9: Potential Members of a Community Planning Team**

Individuals/Organizations	What They Bring to the Planning Team
Senior Official (elected or appointed) or designee	<ul style="list-style-type: none"> <li>▪ Support for the homeland security planning process</li> <li>▪ Government intent by identifying planning goals and essential tasks</li> <li>▪ Policy guidance and decision-making capability</li> <li>▪ Authority to commit the jurisdiction's resources</li> </ul>
Emergency Manager or designee	<ul style="list-style-type: none"> <li>▪ Knowledge about:               <ul style="list-style-type: none"> <li>○ Planning techniques</li> <li>○ Interaction of the tactical, operational, and strategic response levels</li> <li>○ Prevention, protection, response, recovery, and mitigation strategies for the jurisdiction</li> <li>○ Existing mitigation, emergency, continuity, and recovery plans</li> </ul> </li> </ul>
Emergency Medical Services (EMS) Director or designee	<ul style="list-style-type: none"> <li>▪ Knowledge about:               <ul style="list-style-type: none"> <li>○ Emergency medical treatment requirements for a variety of situations</li> <li>○ Treatment facility capabilities</li> <li>○ How EMS interacts with the EOC and Incident Command</li> </ul> </li> <li>▪ Specialized personnel and equipment resources.</li> </ul>
Fire Services Chief or designee	<ul style="list-style-type: none"> <li>▪ Knowledge about:               <ul style="list-style-type: none"> <li>○ Fire department procedures, on-scene safety requirements, hazardous materials response requirements, and search and rescue techniques</li> <li>○ The jurisdiction's fire-related risks</li> </ul> </li> <li>▪ Specialized personnel and equipment resources</li> </ul>
Law Enforcement Chief or designee	<ul style="list-style-type: none"> <li>▪ Knowledge about:               <ul style="list-style-type: none"> <li>○ Police department procedures, on-scene safety requirements local laws and ordinances, explosive ordnance disposal methods, and specialized response requirements, such as perimeter control and evacuation procedures</li> <li>○ Prevention and protection strategies for the jurisdiction.</li> <li>○ Fusion centers and intelligence and security strategies for the jurisdiction</li> </ul> </li> <li>▪ Specialized personnel and equipment resources</li> </ul>
911 Call Center Director	<ul style="list-style-type: none"> <li>▪ Knowledge of dispatch policies and procedures</li> <li>▪ Familiarity with staffing and surge capability</li> </ul>
Public Works Director or designee	<ul style="list-style-type: none"> <li>▪ Knowledge about the jurisdiction's road and utility infrastructure.</li> <li>▪ Specialized personnel and equipment resources</li> </ul>
Legal Counsel	<ul style="list-style-type: none"> <li>▪ Knowledge of:               <ul style="list-style-type: none"> <li>○ Local, tribal, and State legal authorities</li> <li>○ Contract law, case law, etc.</li> </ul> </li> </ul>

**Visual 3.5 (Continued)**


**Job Aid 9: Potential Members of a Community Planning Team (Continued)**



Individuals/Organizations	What They Bring to the Planning Team
Public Health Officer or designee	<ul style="list-style-type: none"> <li>▪ Records of morbidity and mortality</li> <li>▪ Knowledge about:                             <ul style="list-style-type: none"> <li>○ The jurisdiction’s surge capacity</li> <li>○ Historic infectious disease and disease surveillance</li> <li>○ Infectious disease sampling procedures</li> </ul> </li> </ul>
Acute Care/Hospital representatives	<ul style="list-style-type: none"> <li>▪ Injury and illness care</li> <li>▪ Understanding of the special medical needs of the community</li> </ul>
Hazardous Materials Coordinator	<ul style="list-style-type: none"> <li>▪ Knowledge about:                             <ul style="list-style-type: none"> <li>○ Hazardous materials that are produced, stored, or transported in or through the community</li> <li>○ U.S. Environmental Protection Agency (EPA), Occupational Safety and Health Administration (OSHA), and U.S. Department of Transportation (DOT) requirements for producing, storing, and transporting hazardous materials and responding to hazardous materials incidents</li> </ul> </li> </ul>
Hazard Mitigation Specialist	<ul style="list-style-type: none"> <li>▪ Knowledge about planning techniques</li> <li>▪ Knowledge of:                             <ul style="list-style-type: none"> <li>○ Current and proposed mitigation strategies</li> <li>○ Available mitigation funding</li> <li>○ Existing mitigation plans</li> </ul> </li> </ul>
Transportation Director or designee	<ul style="list-style-type: none"> <li>▪ Knowledge about:                             <ul style="list-style-type: none"> <li>○ The jurisdiction’s road infrastructure</li> <li>○ The area’s transportation resources</li> </ul> </li> <li>▪ Familiarity with the key local transportation providers</li> <li>▪ Specialized personnel resources</li> </ul>
Agriculture Extension Service	<ul style="list-style-type: none"> <li>▪ Knowledge about the area’s agricultural sector and associated risks (e.g., fertilizer storage, hay and grain storage, fertilizer and/or excrement runoff)</li> </ul>
School Superintendent or designee	<ul style="list-style-type: none"> <li>▪ Knowledge about:                             <ul style="list-style-type: none"> <li>○ School facilities</li> <li>○ Threats/hazards that directly affect schools</li> </ul> </li> <li>▪ Specialized personnel and equipment resources (e.g., buses)</li> </ul>
Social Services Agency representatives	<ul style="list-style-type: none"> <li>▪ Knowledge about populations with functional needs</li> </ul>
Local Federal Asset representatives	<ul style="list-style-type: none"> <li>▪ Knowledge about:                             <ul style="list-style-type: none"> <li>○ Specialized personnel and equipment resources that could be used in an emergency</li> <li>○ Potential threats to or hazards at Federal facilities (e.g., research laboratories, military installation.</li> </ul> </li> <li>▪ Facility security and response plans (to be integrated with the jurisdiction’s emergency operations plan)</li> </ul>

**Visual 3.6**

**Be Inclusive**

- Build on the whole community approach
- Include formal and opinion leaders:
  - Civic leaders
  - Members of the public
  - Representatives of community-based organizations and the private sector



 **FEMA** 

Visual 3.6  
E/L0103 Planning: Emergency Operations

**Key Points**

Disasters begin and end locally. After the response is over, it is the local community that lives with the decisions made during the incident. Therefore, communities should have a say in how a disaster response occurs. They should also shoulder responsibility for building their community's resilience and enhancing its recovery before, during, and after a disaster. The community may have capabilities and resources that do not exist in the volume needed, or at all, within the traditional government response structure.

When building a planning team, be inclusive.

- Build on the whole community approach established for THIRA
- Include both formal leaders and opinion leaders. Opinion leaders on the planning team will have an emphatic influence on the success of the planning effort.
- Be sure the team includes:
  - Civic leader.
  - Members of the public
  - Community groups, including disability services, advocacy organizations, and private-sector programs




**ACTIVITY 3.1 – Engaging the Whole Community**

**Visual 3.7**

**Activity 3.1 – Engaging the Whole Community**

**Instructions: Working Individually...**

1. Complete Activity 3.1 Worksheet in the IAW
2. Share your answers with the class



The bottom of the slide features a red and blue banner with the FEMA logo on the left, the text 'FEMA' in the center, and 'Visual 3.7' and 'E/L0103 Planning: Emergency Operations' on the right.

**Key Points**

**Instructions:**

Working individually

1. Complete Activity 3.1 Worksheet for your assigned community segment.
2. Be ready to share your answers with the class in 15 minutes.

**Activity 3.1 Worksheet**

**Instructions:** Indicate below the community segment assigned to your team:

- Persons with disabilities or other access and functional needs
- Nonprofits, NGOs, and other community organizations
- Private sector—retail, small businesses, and large employers
- Owners and operators of critical infrastructure
- Schools, colleges, and universities

Develop a list of strategies for engaging this community segment in emergency planning. (How would you get them to the table and keep them involved?)

Record your strategies below:

**ACTIVITY 3.2 – PLANNING TEAM**


**Visual 3.8**

**Activity 3.2 – Your Planning Team**

---

**Instructions: Working Individually...**

- 1. Complete Activity 3.2 Worksheet in the IAW**
- 2. Share your answers with the class**



The bottom of the slide features a red and blue banner with the FEMA logo on the left, the text 'FEMA' in the center, and 'Visual 3.8' and 'E/L0103 Planning: Emergency Operations' on the right.

**Key Points**

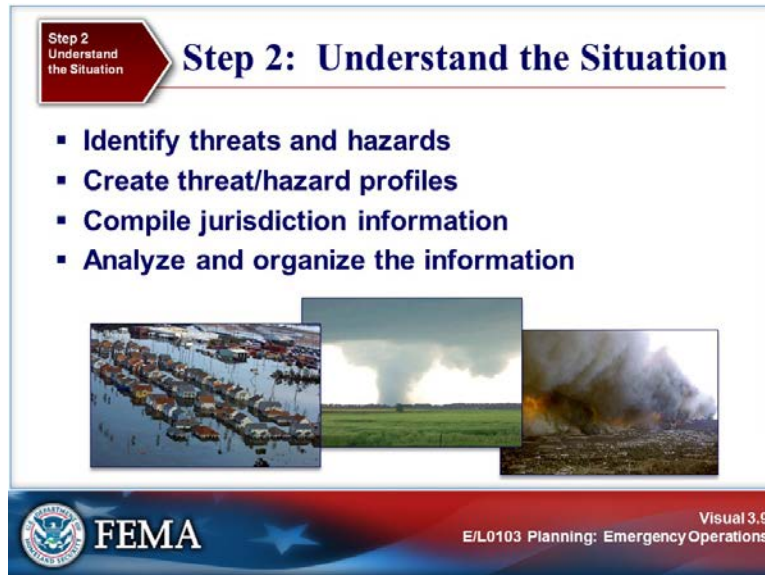
**Instructions:**

Working individually

- 1. Complete Activity 3.2 Worksheet in the IAW**
- 2. Share your answers with the class**

### STEP 2: UNDERSTAND THE SITUATION

#### Visual 3.9



**Step 2: Understand the Situation**

- Identify threats and hazards
- Create threat/hazard profiles
- Compile jurisdiction information
- Analyze and organize the information

Visual 3.9  
E/L0103 Planning: Emergency Operations

FEMA

#### Key Points

The second step of the emergency planning process is to understand the situation. This involves:

- Identifying threats and hazards
- Creating threat/hazard profiles
- Compiling information about the jurisdiction
- Analyzing and organizing the information

Visual 3.10

**Identifying Threats and Hazards (1 of 2)**

Identify threats and hazards that can affect your jurisdiction, including:

- Natural** → Result from acts of nature
- Technological** → Involve accidents or the failures of systems and structures
- Human-Caused** → Are caused by intentional actions of an adversary

Job Aid 10: Identifying Threats and Hazards

FEMA

Visual 3.10  
E/L0103 Planning: Emergency Operations

The diagram is a slide titled "Identifying Threats and Hazards (1 of 2)". It lists three categories of threats and hazards: Natural, Technological, and Human-Caused. Each category is in a red box with an arrow pointing to its description. At the bottom, there is a FEMA logo and the text "Job Aid 10: Identifying Threats and Hazards". The slide also includes the text "Visual 3.10" and "E/L0103 Planning: Emergency Operations".

Key Points

The first task in step 2 is to identify and research threats and hazards that can affect the jurisdiction, including natural (results from acts of nature), technological (Involve accidents or the failures of systems and structures), and human-caused (intentional actions of an adversary) threats and hazards. Examples of each type of threat/hazard were presented in Job Aid 6.

The information can be compiled in a database record such as the one in Job Aid 10.

Many technological tools are available to support the analysis of natural threats and hazards, including Geographic Information Systems (GIS) and modeling and predictive tools (HAZUS-MH, CAMEO, ALOHA, and CommunityFlu).

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**Visual 3.10 (Continued)**

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**Job Aid 10: Identifying Threats and Hazards**

If possible, record threat/hazard information using a database record. Find out if your jurisdiction or region has an electronic program or uses a particular format.

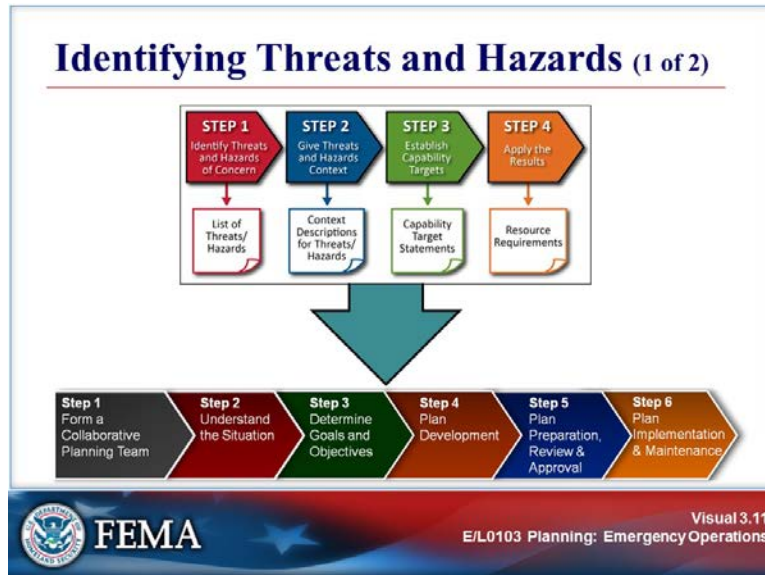
If you do not have access to a database, a simple paper-based version, such as the one below, can also be used. This very simple form can be used for recording the threats and hazards that you know could affect your community. When using this form, record all threats and hazards, even if you think the likelihood of occurrence is low.

**Types of Threats/Hazards**

Natural	Technological	Human-Caused

IDENTIFYING THREATS AND HAZARDS (2 OF 2)

Visual 3.11

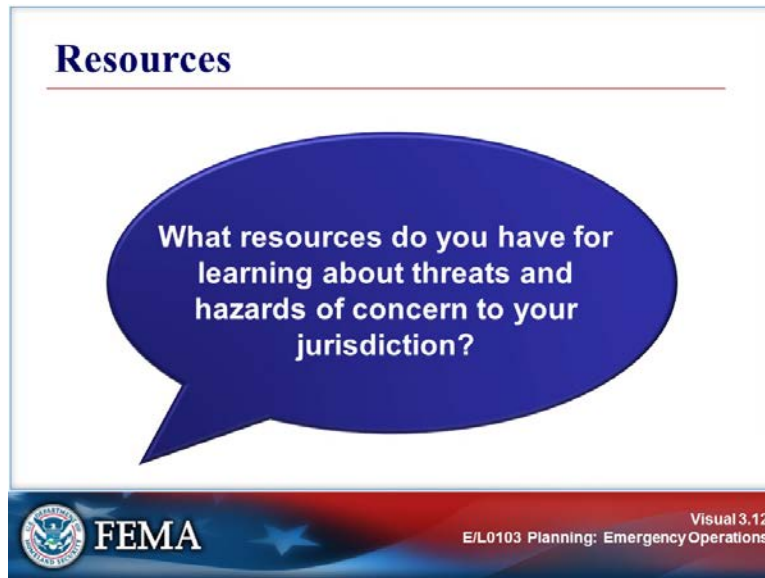


**Key Points**

The research that went into identifying threats and hazards under Hazard Identification and Risk Assessments (HIRAs) and THIRA should provide a good foundation for this step and a lot of valuable information on which to build. The outputs of the THIRA, feed into various steps within the planning process.

Jurisdictions may need to do additional research on threats and hazards to ensure that the jurisdiction will be ready for the full range of possibilities, from routine emergencies to catastrophic events.

Visual 3.12



**Key Points**

**Discussion Question:** What resources do you have for learning about threats and hazards of concern to your jurisdiction?




Visual 3.13


**Creating Threat/Hazard Profiles (1 of 2)**

Threat/hazard profiles enable the planning team to:

- Identify threats/hazards requiring special attention
- Identify required response actions
- Determine resource needs



Job Aid 11: Resources for Threat/Hazard Research

 **FEMA**

Visual 3.13  
E/L0103 Planning: Emergency Operations

**Key Points**

After identifying threats and hazards, the next task is to research the threat/hazard and create (or update) a profile for each threat/hazard. Having such profiles enables the planning team to:

- Assess risk and identify threats/hazards requiring special attention.
- Determine what actions must be planned for and what capabilities are required.
- Decide what resources are likely to be needed.

Job Aid 11 lists many resources that can be useful in researching threats and hazards.

**Remember:** THIRA lays the foundation. You may need to plan and exercise for additional threats and hazards—not just those “of greatest concern.”

**Visual 3.13 (Continued)**

**Job Aid 11: Resources for Threat/Hazard Research**

**Natural Threats/Hazards**

<b>General</b>
<ul style="list-style-type: none"><li>▪ <b>Local Meteorologists</b></li></ul>
<ul style="list-style-type: none"><li>▪ <b>The National Oceanic and Atmospheric Administration (NOAA) National Weather Service (NWS)</b> has a vast array of information on storms and other weather threats and hazards, including:<ul style="list-style-type: none"><li>○ Outlooks, watches, and warnings</li><li>○ Forecasts</li><li>○ Severe weather monitoring</li><li>○ Climate monitoring</li><li>○ Threat/hazard maps</li><li>○ Radar</li><li>○ Educational and outreach programs</li></ul></li></ul> <p><a href="http://www.weather.gov/">National Weather Service</a> (<a href="http://www.weather.gov/">http://www.weather.gov/</a>)</p>

<b>Floods</b>
<ul style="list-style-type: none"><li>▪ <b>FEMA’s National Flood Insurance Program:</b><ul style="list-style-type: none"><li>○ The Flood Insurance and Mitigation Administration (FIMA), a component of the Federal Emergency Management Agency (FEMA), manages the National Flood Insurance Program (NFIP). The three components of the NFIP are:<ul style="list-style-type: none"><li>○ Flood Insurance.</li><li>○ Floodplain Management.</li><li>○ Flood Hazard Mapping.</li></ul></li></ul><p>Nearly 20,000 communities across the United States and its territories participate in the NFIP by adopting and enforcing floodplain management ordinances to reduce future flood damage. In exchange, the NFIP makes federally backed flood insurance available to homeowners, renters, and business owners in these communities. Community participation in the NFIP is voluntary.</p><p>Flood insurance is designed to provide an alternative to disaster assistance to reduce the escalating costs of repairing damage to buildings and their contents caused by floods.</p></li></ul>

**Visual 3.13 (Continued)****Job Aid 11: Resources for Threat/Hazard Research (Continued)****Floods (Continued)**

Flood damage is reduced by nearly \$1 billion a year through communities implementing sound floodplain management requirements and property owners purchasing flood insurance.

Additionally, buildings constructed in compliance with NFIP building standards suffer approximately 80 percent less damage annually than those not built in compliance.

In addition to providing flood insurance and reducing flood damages through floodplain management regulations, the NFIP identifies and maps the Nation's floodplains. Mapping flood hazards creates broad-based awareness of the flood hazards and provides the data needed for floodplain management programs and to actuarially rate new construction for flood insurance.

[The National Flood Insurance Program](https://www.fema.gov/national-flood-insurance-program) (https://www.fema.gov/national-flood-insurance-program)

**▪ U.S. Geological Survey:**

The U.S. Geological Survey (USGS) provides resources on flood-related topics, including:

- Controlled flooding.
- Threats/hazards.
- Hydrology.
- Surface water (nonmarine).
- Watershed management.

[U.S. Geological Survey](https://www.usgs.gov/) (https://www.usgs.gov/)

**▪ [USGS National Streamflow Information Program \(NSIP\)](https://water.usgs.gov/nsip/): (https://water.usgs.gov/nsip/)****▪ [USGS Flood Tracking Chart Builder](https://waterwatch.usgs.gov/index.php?id=flood/floodtracking/sid=w__map/floodtracking/r=nd):**

(https://waterwatch.usgs.gov/index.php?id=flood/floodtracking/sid=w\_\_map/floodtracking/r=nd)

**▪ [National Hydrologic Warning Council](http://hydrologicwarning.org/) (http://hydrologicwarning.org/)**

The National Hydrologic Warning Council (NHWC), with membership across the United States and around the world, is a nonprofit organization dedicated to assisting emergency and environmental management officials by providing expert advice on the use of real-time, high-quality hydrologic information from automated remote data systems, with the goals of protecting lives, property, and the environment.

**Visual 3.13 (Continued)**

**Job Aid 11: Resources for Threat/Hazard Research (Continued)**

**Wildfire**

- **U.S. Forest Service** provides tools and information related to fire management, including:
  - Fire news.
  - Interactive fire maps.
  - National fire outlooks.
  - Educational materials.
  - Incident management situation reports.
  - Wildland fire statistics.

**Earthquake**

- **U.S. Geological Survey Earthquake Hazards Program:**

This Web site is provided by the U.S. Geological Survey's (USGS's) Earthquake Hazards Program as part of our effort to reduce earthquake hazard in the United States. This program is part of the USGS Geologic Discipline and is the USGS component of the congressionally established, multiagency National Earthquake Hazards Reduction Program (NEHRP).

The USGS participates in the NEHRP with FEMA, the National Institute of Standards and Technology (NIST), and the National Science Foundation (NSF). In the 2004 reauthorization of NEHRP by Congress, NIST was given the lead role to plan and coordinate this national effort to mitigate earthquake losses by developing and applying earth science data and assessments essential for land-use planning, engineering design, and emergency preparedness decisions.

Available features include:

- Earthquake information by region:  
[Earthquake Hazards Program](http://earthquake.usgs.gov/earthquakes/world/seismicity_maps/)  
([http://earthquake.usgs.gov/earthquakes/world/seismicity\\_maps/](http://earthquake.usgs.gov/earthquakes/world/seismicity_maps/))
- [Shakemaps:](http://earthquake.usgs.gov/earthquakes/shakemap/)  
(<http://earthquake.usgs.gov/earthquakes/shakemap/>)
- Tools for creating custom earthquake maps:  
[Tools:](http://earthquake.usgs.gov/hazards/index.php) (<http://earthquake.usgs.gov/hazards/index.php>)

**Visual 3.13 (Continued)****Job Aid 11: Resources for Threat/Hazard Research (Continued)****Earthquake****▪ FEMA's National Earthquake Hazards Reduction Program (NEHRP):**

NEHRP leads the Federal Government's efforts to reduce the fatalities, injuries, and property losses caused by earthquakes. Congress established NEHRP in 1977, directing that four Federal agencies coordinate their complementary activities to implement and maintain the program. These agencies are FEMA, the National Institute of Standards and Technology (NIST), the National Science Foundation (NSF), and the U.S. Geological Survey (USGS).

The NEHRP agencies pursue the goals of the program through collaboration with each other and numerous partners. In addition to other Federal agencies, program partners include State and local governments, universities, research centers, professional societies, trade associations, and businesses, as well as associated councils, commissions, and consortia.

NEHRP's work encompasses research, development, and implementation activities. The program develops strategies, tools, techniques, and other measures that can reduce the adverse effects of earthquakes, and facilitates and promotes implementation of these measures, thereby strengthening earthquake resilience among at-risk communities.

[NEHRP](http://www.nehrp.gov/): (<http://www.nehrp.gov/>)

**Public Health**

- **ESF #8: Public Health and Medical Services**
- **Departments of Public Health (all levels)**
- **Local health care system**
- **U.S. Department of Health and Human Services**
- **U.S. Department of Agriculture**
- **American Red Cross**
- **National Disaster Medical System (NDMS)**
- **Strategic National Stockpile (SNS)**

## Module 3: The Planning Process

### Public Health

#### Centers for Disease Control and Prevention (CDC):

- **Health Alert Network (HAN):**

Provides health alerts, health advisories, updates, and info service messages to State and local health officers, Public Information Officers, and others.

[Emergency Preparedness and Response](https://emergency.cdc.gov/HAN/) (<https://emergency.cdc.gov/HAN/>)

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### Visual 3.13 (Continued)

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#### Job Aid 11: Resources for Threat/Hazard Research (Continued)

### Public Health

- [Snap Shots of State Population Data \(SNAPS\)](https://emergency.cdc.gov/): (<https://emergency.cdc.gov/>)
  - Provides local-level community profile information nationwide
  - Can be browsed by county, State, and zip code
  - A valuable tool when responding to public health emergency events at the State, tribal, and local levels
- [U.S. Department of Agriculture \(USDA\)](https://www.usda.gov/wps/portal/usda/usdahome): (<https://www.usda.gov/wps/portal/usda/usdahome>)
- **USDA Emergency Preparedness and Response**: Animal emergencies and disaster planning. Other topics (search by topic)—for example:
  - H1N1 influenza
  - Avian influenza
  - Food security resources

### Public Health

- [Animal and Plant Health Investigation Service \(APHIS\)](https://www.aphis.usda.gov/aphis/ourfocus/emergencyresponse)  
(<https://www.aphis.usda.gov/aphis/ourfocus/emergencyresponse>)

In addition to protecting the health of livestock, poultry, and crops from foreign diseases and pests, APHIS also works closely with FEMA to provide assistance and coordination during emergencies.

- **The Emergency Preparedness and Response page** contains numerous resources for emergency managers, including the following:
  - APHIS Releases Mobilization Guide
  - APHIS Emergency Response Fact Sheet
  - Emergency Support Function 11
  - Information for Industry and State Partners
  - Saving Pets Saves Lives
  - Animal Health Response

Job Aid 11: Resources for Threat/Hazard Research (Continued)

Technological Threats/Hazards

Hazardous Materials Resources

- [EPA Web Site](https://www.epa.gov/emergency-response/epas-role-emergency-response) (<https://www.epa.gov/emergency-response/epas-role-emergency-response>) The EPA Web site has a wealth of information for emergency management personnel about hazardous materials. For example, links on the Emergency Management Programs page include:
  - **Environmental Response Laboratory Network (ERLN):** EPA's National Network of laboratories that can be accessed as needed to support large-scale environmental responses.
  - **Emergency Planning and Community Right-to-Know Act (EPCRA) Requirements:** These requirements help communities prepare for and respond to chemical accidents by requiring facilities to report chemical storage and release information and communities to develop emergency response plans.
  - **Emergency Response and Cleanup Actions:** EPA coordinates and implements a wide range of activities to ensure that adequate and timely response measures are taken in communities affected by hazardous substances and oil releases.
  - **Facility Response Plan (FRP) Rule:** As part of the Oil Pollution Prevention regulation, some facilities that store and use oil must prepare and submit plans to respond to a worst-case discharge of oil and to a substantial threat of such a discharge.
  - **Local Governments Reimbursement (LGR) Program:** EPA's program helps local governments pay for emergency response measures.
  - **National Contingency Plan (NCP) Subpart J Product Schedule:** Subpart J provides for a schedule of dispersants, other chemicals, and other spill mitigating devices and substances that may be authorized for use on oil discharges.
  - **Reporting Oil Discharges and Hazardous Substance Releases:** Regulated facilities must report discharges of oil or releases of hazardous substances to EPA, other Federal agencies, and/or State and local government agencies.
  - **Risk Management Plan (RMP):** Facilities that produce, handle, process, distribute, or store certain chemicals must develop and report to EPA an accident prevention plan including a threat/hazard assessment, a prevention history, and an emergency response program.



**Job Aid 11: Resources for Threat/Hazard Research (Continued)**

<b>Hazardous Materials Resources</b>
<ul style="list-style-type: none"><li>▪ <b>LEPCs and SERCs</b></li><li>▪ <b>ESF #10: Oil and Hazardous Materials</b></li><li>▪ <b>U.S. Coast Guard (USCG) National Strike Force</b></li><li>▪ <b>National Response System (NRS)</b></li></ul>
<ul style="list-style-type: none"><li>▪ <b>Toxics Release Inventory:</b>  The Toxics Release Inventory (TRI) is a database containing data on disposal or other releases of more than 600 toxic chemicals from thousands of United States facilities and information about how facilities manage those chemicals through recycling, energy recovery, and treatment. One of TRI's primary purposes is to inform communities about toxic chemical releases to the environment. This Web site allows you to search by zip code for information about releases in your jurisdiction.  <a href="https://www.epa.gov/enviro/tri-search">TRI Search</a>: (https://www.epa.gov/enviro/tri-search)</li></ul>

<b>Critical Infrastructure and Key Resources Information</b>
<ul style="list-style-type: none"><li>▪ <b><a href="http://www.dhs.gov/xlibrary/assets/NIPP_Plan.pdf">National Infrastructure Protection Plan (NIPP)</a>:</b> (http://www.dhs.gov/xlibrary/assets/NIPP_Plan.pdf) The National Infrastructure Protection Plan provides the unifying structure for the integration of a wide range of efforts for the enhanced protection and resiliency of the Nation's critical infrastructure and key resources (CIKR) into a single national program.  The overarching goal of the NIPP is to build a safer, more secure, and more resilient America by preventing, deterring, neutralizing, or mitigating the effects of deliberate efforts by terrorists to destroy, incapacitate, or exploit elements of our Nation's CIKR and to strengthen national preparedness, timely response, and rapid recovery of CIKR in the event of an attack, natural disaster, or other emergency.</li></ul>

Job Aid 11: Resources for Threat/Hazard Research (Continued)

**Critical Infrastructure and Key Resources Information**

- [DHS Critical Infrastructure Learning Series](https://www.dhs.gov/critical-infrastructure-learning-series) (https://www.dhs.gov/critical-infrastructure-learning-series)

The Critical Infrastructure Learning Series offers 1--hour web-based seminars that provide presentations by senior critical infrastructure protection experts on the tools, trends, issues, and best practices for infrastructure protection and resilience.

Series offerings are available at no cost and are highly recommended for the DHS private-sector and government partners, including critical infrastructure owners and operators, and officials with responsibility for risk, security, and emergency management functions.

**Human-Caused Threats/Hazards**

**Terrorism**


- [InfraGard](https://www.infragard.org/) (https://www.infragard.org/) is an information sharing and analysis effort serving the interests and combining the knowledge base of a wide range of members. At its most basic level, InfraGard is a partnership between the FBI and the private sector. InfraGard is an association of businesses, academic institutions, State and local law enforcement agencies, and other participants dedicated to sharing information and intelligence to prevent hostile acts against the United States. InfraGard Chapters are geographically linked with FBI Field Office territories.
- [The National Counterterrorism Center \(NCTC\)](https://www.nctc.gov/) (https://www.nctc.gov/) was established by Presidential Executive Order 13354 in August 2004, and codified by the Intelligence Reform and Terrorism Prevention Act of 2004 (IRTPA). NCTC serves as a central and shared knowledge bank on known and suspected terrorists and international terror groups. The NCTC Report on Terrorism provides information on terrorist trends.
- [National Consortium for the Study of Terrorism and Responses to Terrorism \(START\)](http://www.start.umd.edu/gtd/): (http://www.start.umd.edu/gtd/)
  - Research center based at the University of Maryland.
  - Committed to scientific study of the causes and human consequences of terrorism in the United States and around the world.
  - Provides the Global Terrorism Database, an open source that allows you to search by location, perpetrator, attack type, weapon, and target type.


Visual 3.14


**Creating Threat/Hazard Profiles (2 of 2)**

For each threat/hazard, identify:

- Likelihood/frequency of occurrence
- Consequences (impact on capabilities)
- Warning time
- Special planning considerations



 Job Aid 12: Threat/Hazard Profile Worksheet

 **FEMA**

Visual 3.14  
E/L0103 Planning: Emergency Operations

Key Points

Key information for threat/hazard profiles includes:

- **Likelihood and frequency.** How often is the hazard likely to occur in your jurisdiction?
- **Consequences (the expected impact on the jurisdiction’s capabilities).** The impact may range:
  - From catastrophic (e.g., a threat/hazard resulting in deaths and/or more than 50 percent of property severely damaged, overwhelming the jurisdiction’s capabilities to respond and recover)
  - To negligible (e.g., a threat/hazard resulting in minor injuries and/or less than 10 percent of property severely damaged, falling well within the jurisdiction’s capabilities to respond and recover with existing resources).
- **Warning time (how fast the threat/hazard can impact the public).** This time interval may be minimal, with little or no warning before the hazard occurs, or more than 24 hours advance warning may be possible, depending on the hazard.
- **Special planning considerations.** For example, a public health emergency might require vaccination and vector control capabilities; a hazardous materials release might require the capability to evacuate affected areas; and a terrorist act might lead to inundation of hospitals because of the fear factor, thereby stressing medical care capabilities.

**Visual 3.14 (Continued)**

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Other factors include:

- Magnitude—How severe is the hazard likely to be?
- Location—What areas of the jurisdiction are most likely to be affected?
- Area—How much of the jurisdiction is likely to be affected?
- Duration—How long can the threat/hazard be expected to last?
- Seasonality—Is the threat/hazard more likely to occur during a specific time of the year?

Job Aid 12 includes an example of a simple form that can be used to record the information.

**Visual 3.14 (Continued)**

**Job Aid 12: Threat/Hazard Profile Worksheet**

This worksheet can be used to record information about a threat/hazard. Your jurisdiction may have its own format, or you may wish to develop a form that works for you.

Threat/ Hazard Type	
Likelihood	<p><b>Circle one of the following:</b></p> <ul style="list-style-type: none"> <li>▪ Highly likely (near 100% in the next year)</li> <li>▪ Likely (between 10% and 100% probability in the next year)</li> <li>▪ Possible (between 1% and 10% probability in the next year)</li> <li>▪ Unlikely (less than 1% probability in the next year)</li> </ul> <p><b>Is there a seasonal pattern?</b></p> <p><input type="checkbox"/> No</p> <p><input type="checkbox"/> Yes (Specify when incidents occur): _____</p>
Consequences	<p><b>Circle one of the following:</b></p> <ul style="list-style-type: none"> <li>▪ Catastrophic impact on jurisdiction capabilities</li> <li>▪ Critical impact on jurisdiction capabilities</li> <li>▪ Limited impact on jurisdiction capabilities</li> <li>▪ Negligible impact on jurisdiction capabilities</li> </ul> <p><b>Are any areas of the community more likely to be affected? If so, which areas?</b></p>
Warning Time	<p><b>Circle one of the following:</b></p> <ul style="list-style-type: none"> <li>▪ Minimal or no warning</li> <li>▪ 6-to-12 hours warning</li> <li>▪ 12-to-24 hours warning</li> <li>▪ More than 24 hours warning</li> </ul>
Special Planning Considerations	



Visual 3.15

**Facts vs. Assumptions**

Risk assessment depends on:

- **Facts** (verified pieces of information)
- **Assumptions** (considered true in the absence of facts)
  - Only used as needed to resolve a situation
  - Replaced by facts as they become known

Research increases the proportion of facts over assumptions!



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Visual 3.15  
E/L0103 Planning: Emergency Operations

Key Points

Risk assessment depends on two types of information:

- **Facts**—verified pieces of information (e.g., laws and regulations, maps, statistics, resource inventories, etc.).
- **Assumptions**—information considered true in the absence of facts. Note that assumptions are used only to move the planning process forward. Assumptions are not used to “assume the problem away.”

Valid assumptions are implemented as facts only when necessary to resolve an emergency situation. During an actual event, operations personnel replace assumptions with facts as the event unfolds and adjust the plan accordingly.


A greater research effort will improve the proportion of facts over assumptions.


**Visual 3.16**

### Jurisdiction Information

Review and update the jurisdiction profile, including:

- Population demographics
- Property types and location
- Geographic characteristics
- Area(s) likely to be affected
- Infrastructure
- Resource base
- Current capability levels
- Impact of threats/hazards on jurisdiction capabilities



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Visual 3.16  
E/L0103 Planning: Emergency Operations

**Key Points**

The next task in understanding the situation is to compile information about the jurisdiction and develop (or update) the jurisdiction profile. Include such information as:

- Demographics:
  - Population in the affected area, including people with disabilities with access and functional needs or with other requirements relevant to emergency planning.
  - Animal populations, including household pets, service animals, and livestock.
- The type(s) of property in the area and their locations
- Geographic and topological characteristics that could affect the impact of threats/hazards on the jurisdiction or could affect emergency operations
- Areas likely to be affected by the different threats/hazards
- Infrastructure in the affected area
- The jurisdiction's resource base (both in the jurisdiction and in jurisdictions with which there are mutual aid agreements, standby contracts, emergency management assistance compacts (EMACs), and other agreements)
- Current capability levels relative to the capability targets identified in THIRA
- Likely impact of threats/hazards on jurisdiction capabilities

These types of jurisdiction information are useful for emergency planning. For example, a jurisdiction with a large number of residents with limited English proficiency might need to identify methods by which language assistance will be provided (e.g., bilingual personnel, interpreters, translated documents) to support operations, such as evacuation, sheltering, and recovery. Additionally, planners need to work with social services agencies to plan for unaccompanied minors and to identify types of resources needed for the community's children during and following a disaster.

Visual 3.17

**Sources of Jurisdiction Information**

- State, Tribal, and local hazard mitigation plans
- Regional and State information centers
- Hazard maps from Federal and State agencies
- Local planning and zoning department
- Tax assessor
- Building inspection office
- Local public works or civil engineering department

Where else can you find information?

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Visual 3.17  
E/L0103 Planning: Emergency Operations

**Key Points**

- State, Tribal, and local hazard mitigation plans
- Regional and State information centers
- Hazard maps from Federal and State agencies
- Local planning and zoning department
- Tax assessor
- Building inspection office
- Local public works or civil engineering department

A number of resources are available outside of the jurisdiction for gathering information about your jurisdiction. Other resources are available from within the jurisdiction and will vary from one jurisdiction to the next. Examples of sources are listed on the visual.

**Discussion Question:** What are some other sources where you can find information?



**ACTIVITY 3.3 – JURISDICTION PROFILE**

**Visual 3.18**


**Activity 3.3 - Jurisdiction Profile**

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**Instructions:**

**Working Individually...**

- 1. Complete Activity 3.3 Worksheet in the IAW**
- 2. Share your answers with the class**



The bottom of the slide features a red and blue banner with the FEMA logo on the left, the text "FEMA" in the center, and "Visual 3.18" and "E/L0103 Planning: Emergency Operations" on the right.

**Key Points**

**Instructions:**

Working individually

- 1. Complete Activity 3.3 Worksheet in the IAW.**
- 2. Share your answers with the class.**

### STEP 3: DETERMINE GOALS AND OBJECTIVES

#### Visual 3.19

**Step 3: Determine Goals & Objectives**

**Goals and objectives:**

- **Are based on:**
  - **Capabilities for responding to and recovering from high-risk and/or high-impact threats/hazards**
  - **Likely response constraints, demands, or needs associated with the threat/hazard**
- **Should include:**
  - **Operational priority**
  - **Response goals**
  - **Objectives**

FEMA Visual 3.19  
E/L0103 Planning: Emergency Operations

#### Key Points

**Goals and objectives** are based on:

- Capabilities for responding to and recovering from high-risk and/or high-impact threats and hazards
- Likely response constraints, demands, or needs associated with the threat/hazard

Goals and objects should include operational priority, response goals, and objectives

Planners may use the incidents that have the greatest impact on the jurisdiction (worst-case), those that are most likely to occur, or an incident constructed from the impacts of a variety of risks.

During the process of building an incident scenario, the planning team identifies the capability requirements generated by the threat or hazard, by the response, and by constraints/restraints.

**Capabilities** can stem from the nature of the threat or hazard and the required actions in response to the threat/hazard. An example is the potential need for emergency refueling during a large-scale evacuation.

### STEP 3: DETERMINE GOALS AND OBJECTIVES

#### Visual 3.19 (Continued)

A **constraint** is something that must be done (“must do”), while a **restraint** is something that prohibits action (“must not do”). They may be caused by a law, regulation, or management directive; some physical characteristic (e.g., terrain and road networks that make east-west evacuations impossible); or resource limitations.

**Operational priorities** specify what the responding organizations are to accomplish to achieve a desired end-state for the operation. By using information from THIRA and the risk profile developed as part of the analysis process, the planning team establishes how the threat or

## **Module 3: The Planning Process**

hazard would evolve in the jurisdiction and what defines a successful outcome for responders, disaster survivors, and the community—in other words, what capabilities are required to successfully manage the situation.

#### Visual 3.20

**Goals and Objectives**

**Goals:**

- Broad, general statements of what personnel and equipment are supposed to achieve
- Capabilities required for a successful operation

**Objectives:**

- More specific and identifiable actions that participants in the operation must accomplish

Use relevant capability targets from THIRA as the basis for establishing goals and objectives

FEMA Visual 3.20  
E/L0103 Planning: Emergency Operations

#### Alt Text for Visual 3.20

##### Goals and Objectives

##### Goals:

- Broad, general statements of what personnel and equipment are supposed to achieve
- Capabilities required for a successful operation

##### Objectives:

- More specific and identifiable actions that participants in the operation must accomplish

Use relevant capability targets from THIRA as the basis for establishing goals and objectives

#### Key Points

Goals and objectives must be carefully crafted to ensure they support accomplishing the plan mission and operational priorities. They must also clearly indicate the desired result or end-state they are designed to yield.

- **Goals** are broad, general statements that indicate the intended solution to identified problems. They are what personnel and equipment resources are supposed to achieve. They help identify when major elements of the response are complete and when the operation is successful.
- **Objectives** are more specific and identifiable actions carried out during the operation. They lead to achieving response goals and determining the actions that participants in the operation must accomplish.

The planning team can use relevant capability targets from THIRA as the basis for this step, expanding as needed, according to the risk assessment.

An example showing a related capability target, goal, and objective is provided on the next page.

**Visual 3.21**

The slide is titled "Goals and Objectives Example" and is divided into three main sections. The top section is a title. The middle section is split into two columns. The left column is titled "Capability Target:" and lists four bullet points: "5,000 people in 1,000 completely collapsed buildings", "10,000 people in 2,000 non-collapsed buildings", "20,000 people in 5,000 buildings", and "1,000 people from collapsed light structures". The right column is split into two boxes. The top box is titled "Goals:" and contains the text "Safely rescue the greatest number of people possible within the shortest time". The bottom box is titled "Objectives:" and contains the text "Responders will search 1,000 completely collapsed buildings and rescue 5,000 people within 72 hours after an earthquake". The bottom of the slide features the FEMA logo on the left and the text "Visual 3.21 E/L0103 Planning: Emergency Operations" on the right.

Goals and Objectives Example	
<b>Capability Target:</b> Within 72 hours, rescue: <ul style="list-style-type: none"><li>▪ 5,000 people in 1,000 completely collapsed buildings</li><li>▪ 10,000 people in 2,000 non-collapsed buildings</li><li>▪ 20,000 people in 5,000 buildings</li><li>▪ 1,000 people from collapsed light structures</li></ul>	<b>Goals:</b> Safely rescue the greatest number of people possible within the shortest time
	<b>Objectives:</b> Responders will search 1,000 completely collapsed buildings and rescue 5,000 people within 72 hours after an earthquake

**Key Points**

**Example:**

**Capability Target:** Within 72 hours, rescue:

- 5,000 people in 1,000 completely collapsed buildings
- 10,000 people in 2,000 non-collapsed buildings
- 20,000 people in 5,000 buildings
- 1,000 people from collapsed light structures

**Goal:** Safely rescue the greatest number of people possible within the shortest time.

**Objective:** Responders will search 1,000 completely collapsed buildings and rescue 5,000 people within 72 hours after an earthquake.


ACTIVITY 3.4 – GOALS AND OBJECTIVES



Visual 3.22

**Activity 3.4 – Goals and Objectives**

**Instructions: Working Individually...**

1. Complete Activity 3.4 Worksheet in the IAW
2. Share your answers with the class



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Visual 3.22  
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**Key Points**

**Instructions:**

Working individually

1. Complete Activity 3.4 Worksheet in the IAW.
2. Share your answers with the class.

Visual 3.23

Step 4  
Plan  
Development

## Step 4: Plan Development

- **Generate, compare, and select possible courses of action (solutions for achieving goals and objectives)**
- **Identify resources needed to make the operation work**
- **Estimate capabilities and identify shortfalls**

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Visual 3.23  
E/L0103 Planning: Emergency Operations

Key Points

**This step involves conceptualizing (not writing) the plan.** At this step, the planning team:

- Develops and analyzes courses of action
- Identifies resources

The planning team relies on a problem-solving model to generate a range of possible solutions to achieve the goals and objectives developed in Step 3. One or more courses of action are then developed from the possible solutions. Courses of action may be:

- **Capabilities-based**, which involves focusing on a jurisdiction’s capacity to take a course of action
- **Scenario-based**, which involves analyzing the impact of a scenario to determine required capabilities and appropriate courses of action
- **Functional**, which involves identifying the common tasks that a jurisdiction must perform during emergencies

Often, planners use a hybrid planning approach that combines the three concepts.

**Visual 3.23 (Continued)**

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Below is one model for developing the plan. Different States and jurisdictions may have different standards for planning. For more detail, refer to CPG 101.

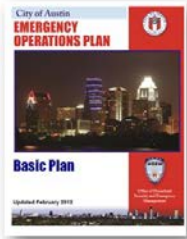
1. **Timeline:** Establish the timeline by using the speed of the event onset as the basis for timeline activities.
2. **Scenario:** Depict the scenario and place the event actions on the timeline. The context statements from THIRA may be useful in developing scenarios.
3. **Decision points:** Identify and depict decision points and establish those decision points on the timeline.
4. **Tasks:** Identify and depict the operational tasks to achieve the capability targets. Answer the basic what/who/when/where/how questions.
5. **Resources:** Identify resources and match the available resources to the anticipated resource requirements. Develop a strategy to address resource shortfalls.
6. **Information:** Identify information and intelligence needs. Establish deadlines for decision-making to trigger information requirements and critical actions.
7. **Assess:** Assess progress. Identify whether or not goals and objectives have been met.

These steps can be addressed using a number of methods. The method selected is less important than ensuring that the outcome of each step is derived.





Visual 3.24

**The EOP . . .**



- Describes how people and property will be protected
- Details who is responsible for carrying out specific actions
- Identifies available resources
- Outlines how actions will be coordinated

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Visual 3.24  
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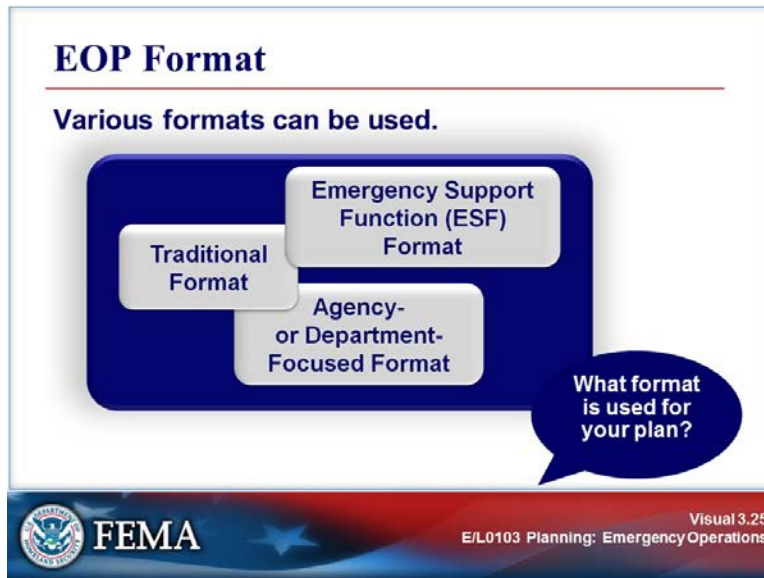
**Key Points**

An Emergency Operations Plan (EOP) is a public document that describes what the local government will do when conducting emergency operations. The plan addresses:

- Protection of people and property
- Assignment of responsibility for specific emergency actions
- Identification of personnel, equipment, facilities, supplies, and other resources within the jurisdiction or by agreement with other jurisdictions
- Coordination of authority and activity among the agencies within the jurisdiction and other organizations

The EOP is the primary example used in this course; however, there are other plans to which these steps can apply.

**Visual 3.25**



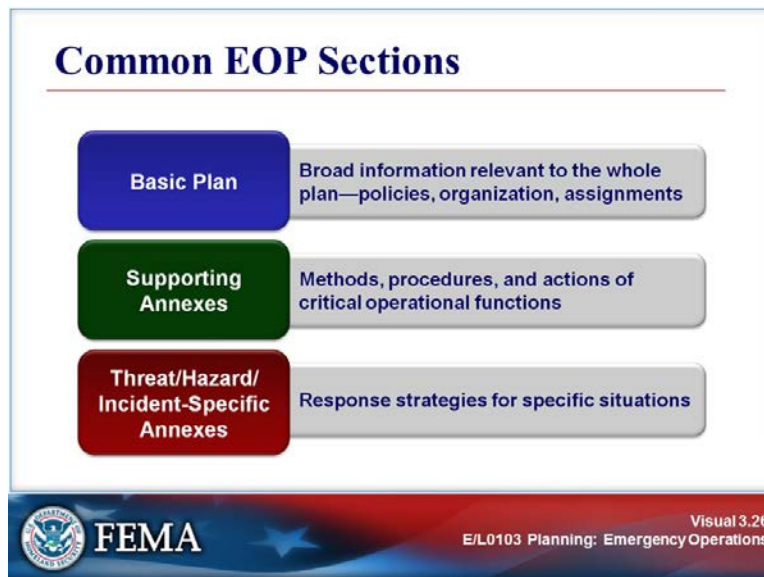
**Key Points**

Various formats can be used for the EOP. Three are described below. None of them is mandatory unless specified in State requirements.

<b>Format</b>	<b>Description</b>
<b>Traditional Format</b>	<ul style="list-style-type: none"> <li>Most commonly used EOP format</li> <li>Three major sections: the basic plan, supporting annexes, and threat/hazard/incident-specific annexes</li> </ul>
<b>Emergency Support Function (ESF) Format</b>	<ul style="list-style-type: none"> <li>Used in the NRF and in many State-level EOP.</li> <li>Begins with a basic plan, includes unique annexes that support the whole plan, addresses individual ESF annexes, and attaches separate support or incident annexes</li> </ul>
<b>Agency- or Department-Focused Format</b>	<ul style="list-style-type: none"> <li>Often used by very small communities</li> <li>Addresses each department’s or agency’s tasks in a separate section</li> <li>Includes the basic plan, lead and support agency sections, and threat/hazard/incident-specific procedures for the individual agencies.</li> </ul>

What format is used for your plan?

Visual 3.26



**Alt Text for Visual 3.26**

Common EOP Sections

Basic Plan Broad information relevant to whole plan-policies, organization, assignment

Supporting Annexes Methods, procedures, actions of critical operational functions

Threat/Hazard/Incident-Specific Annexes Response strategies for specific situations

**Key Points**

Sections common to each of these formats include:

- The **Basic Plan**, which provides broad, overarching information relevant to the EOP as a whole. This includes a description of expected threats/hazards, basic agency roles and responsibilities, and an explanation of how the plan will be kept current. Some information included in the Basic Plan is required by law. Other information will be identified through completing the threat/hazard analysis as capability requirements are identified and repetitive tasks become consolidated.
- **Supporting Annexes**, which document the methods, procedures, actions, and responsibilities for performance of critical operational functions during emergency operations.
- **Threat/Hazard/Incident-Specific Annexes**, which focus on emergency response strategies for specific threats/hazards or specific types of incidents.

Note the distinction between an EOP and Standard Operating Procedures (SOPs). The EOP presents the larger picture of how specific actions should occur in every incident. Annexes address specific emergency functions, such as evacuation or continuity of operations, as well as special threats/hazards such as flooding, explosion, or cyber attack.

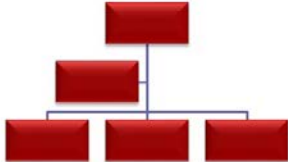
By contrast, SOPs are agency-specific documents and present actual procedures that personnel from those agencies must follow in specific situations. SOPs should be included in the EOP by reference, unless otherwise required.



**Visual 3.27**

**Basic Plan**

Provides an overview of the emergency management and response program by:

- Documenting emergency response policies
- Describing the response organization
- Assigning tasks



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Visual 3.27  
E/L0103 Planning: Emergency Operations

**Key Points**

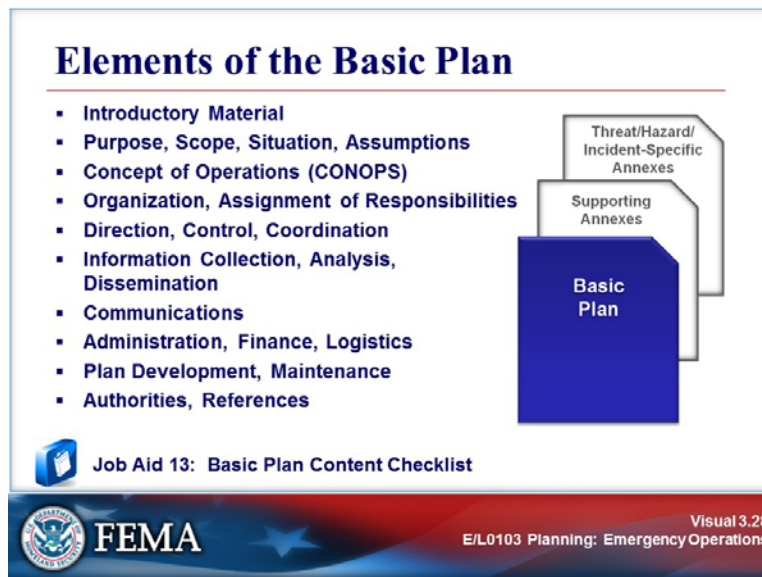
The basic plan section in each format type provides an overview of the jurisdiction’s emergency management and response program by:

- Documenting emergency response policies
- Describing the response organization
- Assigning tasks

The basic plan guides the development of the supporting operational and function-based annexes of the EOP.

The organizational structure used for the basic plan also should carry over to the annexes.

**Visual 3.28**



**Key Points**

Elements of a Basic Plan: Introductory Material, Purpose, Scope, Situation, Assumptions, Concept of Operations (CONOPS) Organization, Assignment of Responsibilities, Direction, Control, Coordination, Information Collection, Analysis, Dissemination, Communications, Administration, Finance, Logistics, Plan Development, Maintenance, Authorities, References

Content that should be included in an EOP is listed on the visual.

An EOP is a public document, although some parts of the plan may contain sensitive information and may not be suitable for release to the public.

Some States require a Comprehensive Emergency Management Plan (CEMP), which is similar. Some States have templates to be used in creating the plan.

EOPs also must comply with the Americans with Disabilities Act.

Job Aid 13 provides a checklist that describes each element of the basic plan.

**Visual 3.28 (Continued)**

**Job Aid 13: Basic Plan Content Checklist**

<p><i>This component of the EOP provides an overview of the jurisdiction's incident management program and its ability to prepare for, respond to, and recover from incidents/disasters/emergencies.</i></p>	
<p><input type="checkbox"/> <b>Promulgation Document/Signature Page</b></p>	<p>This component is a signed statement formally recognizing and adopting the plan as the jurisdiction's EOP.</p> <p><input type="checkbox"/> Include a Promulgation Statement signed by the jurisdiction's senior elected or appointed official(s). (<b>Note:</b> This statement must be updated each time a new senior elected or appointed official takes office.)</p>
<p><input type="checkbox"/> <b>Approval and Implementation</b></p>	<p>The approval and implementation page introduces the plan, outlines its applicability, and indicates that it supersedes all previous plans.</p> <p><input type="checkbox"/> Include a delegation of authority for specific modifications that can be made to the plan and by whom they can be made WITHOUT the senior official's signature.</p> <p><input type="checkbox"/> Include a date and ensure that the page is signed by the senior official(s) (e.g., elected/appointed officials, fire chief, police chief, and emergency manager).</p>
<p><input type="checkbox"/> <b>Record of Changes</b></p>	<p>The record of changes is usually a table that (at a minimum) has fields that show a change number, the date of the change, and the name of the person who made the change. Other relevant information could be considered.</p>
<p><input type="checkbox"/> <b>Record of Distribution</b></p>	<p>The record of distribution is usually a table with fields that indicate the title and the name of the person receiving the plan, the agency to which the receiver belongs, the date of delivery, and the number of copies delivered.</p>
<p><input type="checkbox"/> <b>Table of Contents</b></p>	<p>This item outlines the plan's format, key sections, attachments, charts, etc.</p> <p><input type="checkbox"/> List/identify the major sections/chapters and/or key elements within the EOP.</p>
<p><input type="checkbox"/> <b>Purpose, Scope, Situation, Assumptions</b></p>	<p>This section explains the plan's intent, whom it involves, and why it was developed.</p> <p><u>Purpose</u> Describe the purpose for developing and maintaining an EOP (e.g., increase community resilience by building and sustaining core capabilities, coordinate local agency SOPs, define threat/hazard/incident-specific procedures, outline roles and limitations).</p> <p><u>Scope</u> Describe at what times or under what conditions this plan would be activated (e.g., major county disaster versus minor local emergency; major statewide disaster; human-caused incident within the local community, county, or State).</p> <p><u>Situation Overview</u> This section provides a brief overview of the steps taken by the jurisdiction to prepare for disasters.</p> <p><u>Threat/Hazard Analysis Summary</u> This section builds upon the THIRA and summarizes the major findings identified from a completed assessment of each threat/hazard likely to affect the jurisdiction. <b>Note:</b> The threat/hazard assessment information can be presented as a tab to the EOP or maintained as a part of the local THIRA or mitigation plan. In either case, this section needs to provide an overview of the analysis process and its results and then refer to the tab or the original assessment.</p>

**Visual 3.28 (Continued)**

**Job Aid 13: Basic Plan Content Checklist (Continued)**

**Purpose, Scope, Situation, Assumptions (Continued)**

Threat/Hazard Analysis Summary (Continued)

- Summarize/identify the threats/hazards that pose a unique risk to the jurisdiction and would result in the need to activate this plan (e.g., threatened or actual natural disasters, technological incidents, or human-caused emergencies).
- Summarize/identify the probable high-risk areas (population, infrastructure, and environmental) that are likely to be affected by the defined threats/hazards (e.g., medical facilities, types/numbers of critical infrastructure facilities in floodplains or near chemical facilities).
- Summarize/identify the likelihood that the defined threats/hazards have occurred and will continue to occur within the community (e.g., historical frequency, probable future risk, national security threat assessments).
- Describe how the intelligence from threat analysis via State/local fusion centers, joint terrorism task forces, national intelligence organizations, etc., has been incorporated into the jurisdiction's threat/hazard analysis.
- Describe how critical infrastructure/key resource protection activities have been incorporated into the threat/hazard analysis.
- Describe how agricultural; food supply; cyber security; chemical, biological, radiological, and/or nuclear explosive events; and pandemics (those located/originating in the jurisdiction, as well as a nonlocal, nationwide, or global event) have been assessed and incorporated into the jurisdiction's threat/hazard analysis.
- Describe the assumptions made and the methods used to complete the jurisdiction's threat/hazard analysis, including what tools or methodologies were used to complete the analysis (e.g., State and local THIRAs, mitigation plan guidance, vulnerability assessment criteria, consequence analysis criteria).
- Include maps that show the high-risk areas that are likely to be affected by the identified threats/hazards (e.g., critical infrastructure within defined floodplains, earthquake fault zones, vulnerable zones for hazardous materials facilities/routes, or ingestion zones for nuclear power plants).
- Describe/identify the threats/hazards that could originate in a neighboring jurisdiction and could create hazardous conditions in the jurisdiction (e.g., watershed runoff, chemical incident, riot/terrorist act).
- Describe/identify the unique time variables that may influence the threat/hazard analysis and preplanning for the emergency (e.g., planned or seasonal events, how quickly the event occurs, the time of day that the event occurs).

**Visual 3.28 (Continued)**

**Job Aid 13: Basic Plan Content Checklist (Continued)**

Capability Assessment

Describe the process used by the jurisdiction to determine its capabilities and limits in order to prepare for and respond to the defined threats/hazards. **Note:** The jurisdiction may wish to address this topic as part of the threat/hazard/incident-specific sections. This decision would allow the jurisdiction to address the unique readiness issues and limitations for each specific threat/hazard. In this case, this section should provide an overview of the jurisdiction's capabilities and then refer the reader to the threat/hazard/incident-specific sections for more detailed information.

- Summarize the jurisdiction's prevention, protection, mitigation, response, and recovery capabilities involving the defined threats/hazards.
- Describe the jurisdiction's limitations on the basis of training, equipment, or personnel.

**Purpose, Scope, Situation, Assumptions (Continued)**

Capability Assessment (Continued)

- Describe the methods used and agencies involved in a formal capability assessment, including how often to conduct the assessment.
- Describe methods used and nongovernmental organizations (business, not-for-profit, community, and faith based) involved in formal community capability assessment, including how often to conduct the assessment.

Mitigation Overview

This section covers the actions taken in advance to minimize the impact that is likely to result from an emergency, including short- and long-term strategies. **Note:** Specific mitigation plans/guidance documents may be available from State emergency management agencies, the Federal Emergency Management Agency (FEMA), or the Department of Homeland Security (DHS).

- Provide a brief overview of the mitigation programs used locally to reduce the chance that a defined threat/hazard will affect the jurisdiction (e.g., moving facilities out of floodplain, installing surveillance cameras), including short- and long-term strategies.
- Identify potential prevention, protection, and mitigation strategies for high-risk targets.
- Describe the procedures used to develop jurisdiction-specific protection plans, including access control and identity verification; intelligence and information sharing; interdiction and disruption; physical protective measures; screening, search, and detection; supply chain integrity and security; and cyber security.
- Describe the procedures used to educate and involve the public in the mitigation programs (e.g., public education programs, jurisdiction fundraisers for mitigation activities).
- Describe the process and agencies used to develop mitigation plans and how these are coordinated with local, State, tribal, and Federal agencies/plans.

Planning Assumptions

This section identifies what the planning team assumed to be facts for planning purposes in order to make it possible to execute the EOP.



**Visual 3.28 (Continued)**

**Job Aid 13: Basic Plan Content Checklist (Continued)**

**Concept of Operations**

- Describe who has the authority to activate the plan (e.g., emergency management agency office, chief elected official, State official, fire/police chief).
- Describe the process, templates, and individuals involved in issuing a declaration of emergency for a given threat/hazard and how the declaration will be coordinated with neighboring jurisdictions and the State.
- Describe how legal questions/issues are resolved as a result of prevention, protection, response, or recovery actions, including what liability protection is available to responders.
- Describe the process by which the emergency management agency office coordinates with all appropriate agencies, boards, or divisions within the jurisdiction.
- Describe how emergency plans take into account populations with disabilities or other access and functional needs and service or working animals.
- Describe how emergency plans take into account companion and farm animal care (e.g., for service animals for individuals with access or functional needs or agricultural education programs).
- Identify other response/support agency plans that directly support the implementation of this plan (e.g., hospital plans, facility plans).

**Organization and Assignment of Responsibilities**

- Describe how roles and responsibilities will be determined for unaffiliated volunteers and how to incorporate these individuals into the emergency operation.
- Describe/identify what mutual aid and assistance agreements are in place for the quick activation and sharing of resources during an emergency. Examples of agreements that may exist include the following:
  - Agreements between response groups (e.g., fire and police, emergency medical/ambulance).
  - Agreements for additional resources/assistance between neighboring jurisdictions' response forces (e.g., fire, police, EMS).
  - Agreements for providing and receiving additional resources through the Emergency Management Assistance Compact.
  - Agreements for alert and notification and dissemination of emergency public information.
  - Resource agreements (e.g., outside assistance, personnel, equipment).
  - Agreements between medical facilities inside and outside the jurisdiction (e.g., using facilities, accepting patients).
  - Evacuation agreements (e.g., use of buildings, restaurants, homes as shelters/lodging, relocation centers; transportation support), including agreements between jurisdictions for the acceptance of evacuees.

**Note:** Actual mutual aid and assistance agreements should not be included in the plan in their entirety. The EOP should only identify that the agreement exists and briefly summarize who is covered by the agreement, what goods or services are covered, and what limitations apply, if any.

**Visual 3.28 (Continued)**

**Job Aid 13: Basic Plan Content Checklist (Continued)**

<p><b>Note:</b> Mutual aid and assistance may also be addressed separately in each section of the EOP if the jurisdiction believes that such placement will help to better explain how that mutual aid/assistance directly supports a specific procedure.</p> <ul style="list-style-type: none"><li><input type="checkbox"/> Describe how the jurisdiction maintains a current list of available National Incident Management System (NIMS) Typed Resources and Credentialed Personnel.</li><li><input type="checkbox"/> Describe how all tasked organizations maintain current notification rosters, standard operating procedures, and checklists to carry out their assigned tasks.</li><li><input type="checkbox"/> Provide a matrix that summarizes which tasked organizations have the primary lead versus a secondary support role for each defined response function.</li><li><input type="checkbox"/> Describe the jurisdiction's policies regarding public safety enforcement actions required to maintain the public order during a crisis response, including teams of enforcement officers needed to handle persons who are disrupting the public order, violating laws, requiring quarantine, etc.</li></ul>
<ul style="list-style-type: none"><li><input type="checkbox"/> <b>Direction, Control, and Coordination</b> This section describes the framework for all direction, control, and coordination activities.<ul style="list-style-type: none"><li><input type="checkbox"/> Identify who has tactical and operational control of response assets.</li><li><input type="checkbox"/> Discuss multijurisdictional coordination systems and processes used during an emergency.</li></ul></li></ul>
<ul style="list-style-type: none"><li><input type="checkbox"/> <b>Information Collection and Dissemination</b><ul style="list-style-type: none"><li><input type="checkbox"/> Identify intelligence position (e.g., fusion center liaison) requirements for the emergency operations center's planning section.</li><li><input type="checkbox"/> Describe plans for coordination between the planning section and the jurisdiction's fusion center.</li><li><input type="checkbox"/> Describe information dissemination methods (e.g., verbal, electronic, graphics) and protocols.</li><li><input type="checkbox"/> Describe critical information needs and collection priorities.</li><li><input type="checkbox"/> Describe long-term information collection and dissemination strategies.</li><li><input type="checkbox"/> Describe collaboration with the general public, to include sector-specific watch programs.</li></ul></li></ul>
<ul style="list-style-type: none"><li><input type="checkbox"/> <b>Communications</b> This section describes communication protocols and coordination procedures used during incidents for communication between response organizations.<ul style="list-style-type: none"><li><input type="checkbox"/> Describe the framework for delivering communications support and how the jurisdiction's communications integrate into the regional or national disaster communications network.</li><li><input type="checkbox"/> Identify and summarize separate interoperable communications plans.</li></ul></li></ul>

**Visual 3.28 (Continued)**

**Job Aid 13: Basic Plan Content Checklist (Continued)**

**Administration, Finance, and Logistics**

Administration

This section describes administrative procedures used during an emergency operation.

*Documentation* is an administrative process used by a jurisdiction to document the response to and recovery from a disaster. **Note:** This information can also be discussed for each emergency response function or for the specific threats/hazards.

- Describe the process and agencies used to document the actions taken during and after the emergency (e.g., incident and damage assessment, incident command logs, cost recovery).
- Describe/summarize the reasons for documenting the actions taken during response and recovery (e.g., create historical records, recover costs, address insurance needs, develop mitigation strategies).
- Include copies of the reports that are required (e.g., cost recovery, damage assessment, incident critique, historical record).
- Describe the agencies and procedures used to create a permanent historical record of the event (after-action report) and include information identifying the actions taken, resources expended, economic and human impacts, and lessons learned as a result of the disaster.

*After-action review* is an administrative process used by the jurisdiction to review and discuss the response in order to identify strengths and weaknesses in the emergency management and response program.

- Describe the reasons and need to conduct an after-action review (e.g., review actions taken, identify equipment shortcomings, improve operational readiness, highlight strengths/initiatives).
- Describe the methods and agencies used to organize and conduct an after-action review of the disaster, including how recommendations are documented to improve readiness (e.g., change plans/procedures, acquire new or replace outdated resources, retrain personnel).
- Describe the links and connections between the processes used to critique the response to an incident and the processes used to document recommendations for the jurisdiction's exercise program.
- Describe how the jurisdiction ensures that the deficiencies and recommendations identified during an after-action review are corrected/completed

**Visual 3.28 (Continued)**

**Job Aid 13: Basic Plan Content Checklist (Continued)**

**Administration, Finance, and Logistics (Continued)**

Finance

This section describes finance procedures used to recover the costs incurred during an emergency operation.

- Describe/identify the various programs that allow local political jurisdictions and their response/support agencies to recover their costs (e.g., Small Business Administration, FEMA Public Assistance Program).
- Describe the procedures agencies follow to document the extraordinary costs incurred during response and recovery operations (e.g., personnel overtime, equipment used/expended, contracts initiated).
- Describe/identify the programs and how the jurisdiction assists the general public to recover their costs and begin rebuilding (e.g., Small Business Administration, unemployment, worker's compensation).
- Describe the methods used to educate responders and local officials about the cost recovery process.
- Describe the impact and role that insurance has in recovering costs (e.g., self-insurance, participation in the National Flood Insurance Program, homeowner policies).

Logistics

This section describes the logistics and resource management mechanisms used to identify and acquire resources in advance of and during an emergency operation, especially to overcome gaps possibly identified in a capability assessment.

- Describe/identify the procedures and agencies involved in using the existing threat/hazard analysis and capability assessment to identify what resources are needed for a response to a defined threat/hazard, including using past incident critiques to identify/procure additional resources.
- Describe/identify the steps taken to overcome the jurisdiction's identified resource shortfalls, including identifying the resources that are only available outside the jurisdiction (e.g., resources for hazardous materials response; water rescue; search and rescue; and chemical, biological, radiological, nuclear, or high-yield explosive incident response) and the procedures to request those resources.
- Provide a brief summary statement about specialized equipment, facilities, personnel, and emergency response organizations currently available to respond to the defined threats/hazards. Note: A tab to the plan or a separate resource manual should be used to list the types of resources available, amounts on hand, locations, and any restrictions on use.
- Describe the process used to identify private agencies/contractors that will support resource management issues (e.g., waste haulers, spill contractors, landfill operators). Identify existing memorandums of agreement or understanding and contingency contracts with these organizations.

**Visual 3.28 (Continued)**

**Job Aid 13: Basic Plan Content Checklist (Continued)**

**Plan Development and Maintenance**

This section describes the process used to regularly review and update the EOP.

- Describe how this plan was coordinated with the EOPs from adjoining/intrastate regional jurisdictions to include local political subdivisions that develop their own EOPs in accordance with State statute.
- Describe the process used to review and revise the plan each year, or more often if changes in the jurisdiction warrant (e.g., changes in administration or procedures, newly added resources/training, revised phone contacts or numbers).
- Describe the responsibility of each organization/agency (governmental and nongovernmental) to review and submit changes to its respective portion(s) of the plan.
- Identify/summarize to whom the plan is distributed, including whether it is shared with other jurisdictions. Include a plan distribution list. **Note:** This list can be included as a tab to the plan.
- Describe/identify how or where the plan is made available to the public.
- Summarize the process used to submit the plan for review, coordination, and/or evaluation by other jurisdictions/organizations.
- Include a page to document when the changes are received and entered into the plan.

**Authorities and References**

- Identify/describe the local, State, and Federal laws that specifically apply to the development and implementation of this plan, including (but not limited to) the following:
  - Local and regional ordinances and statutes
  - State laws or revised code sections that apply to emergency management and homeland security
  - State administrative code sections that define roles, responsibilities, and operational procedures
  - State Attorney General's opinions
  - Federal regulations and standards (e.g., Stafford Act, FEMA Policy, Patriot Act, National Fire Protection Association 1600).
- Identify/describe the reference manuals used to develop the plan and/or help prepare for and respond to disasters or emergencies, including (but not limited to) the following:
  - General planning tools
  - Technical references
  - Computer software
- Identify/define the words, phrases, acronyms, and abbreviations that have special meanings with regard to emergency management and are used repeatedly in the plan.

**Visual 3.28 (Continued)**

**Job Aid 13: Plan Review Rating Form**

<b>Job Aid 13: Plan Review Rating Form</b>	
<p><b>Instructions:</b> Please indicate the current rating for each criterion by placing the appropriate number from the scale below in the Rating column. If the plan is currently in the initial stages of development and you are unable to evaluate certain criteria, please indicate 'N/A' in the Rating column.</p> <ol style="list-style-type: none"> <li>1. The Plan / Annex <b>is missing all</b> of the specified characteristics.</li> <li>2. The Plan / Annex <b>minimally</b> addresses the specified characteristics.</li> <li>3. The Plan / Annex addresses some of the specified characteristics.</li> <li>4. The Plan / Annex addresses most of the specified characteristics:</li> <li>5. The Plan / Annex addresses <b>all</b> of the specified characteristics.</li> </ol>	<b>Rating</b>
<p><b>Adequacy.</b> A plan is adequate if the scope and concept of planned operations identify and address critical tasks effectively; the plan can accomplish the mission while complying with guidance; and the plan's assumptions are valid, reasonable, and comply with guidance.</p>	
<p><b>Feasibility.</b> A plan is feasible if the organization can accomplish the mission and critical tasks by using available resources within the time contemplated by the plan. The organization allocates available resources to tasks and tracks the resources by status (e.g., assigned, out of service). Available resources include internal assets and those available through mutual aid or through existing State, regional, or Federal assistance agreements. Specifically, the jurisdiction should complete a capability estimate that:</p> <ul style="list-style-type: none"> <li>▪ Identifies the current status (e.g., training, quantity) of resources arrayed to support the plan.</li> <li>▪ Analyzes the required resources based on the courses of action in the plan.</li> <li>▪ Identifies the most supportable courses of action and ways to reduce the impact of resource deficiencies (example: mutual aid).</li> </ul>	
<p><b>Acceptability.</b> A plan is acceptable if it meets the requirements driven by threats/hazards, meets decision-makers' and public's cost and time limitations, and is consistent with the law. The plan can be justified in terms of the cost of resources and if its scale is proportional to mission requirements.</p>	
<p><b>Completeness.</b> A plan is complete if it:</p> <ul style="list-style-type: none"> <li>▪ Incorporates all tasks to be accomplished</li> <li>▪ Includes all required capabilities</li> <li>▪ Provides a complete picture of the sequence and scope of the planned response operation (i.e., what should happen, when, and at whose direction)</li> <li>▪ Integrates the needs of the general population, children of all ages, individuals with disabilities and others with access and functional needs, immigrants, individuals with limited English proficiency, and diverse racial and ethnic populations</li> <li>▪ Makes time estimates for achieving objectives</li> <li>▪ Identifies success criteria and a desired end-state</li> </ul>	
<p><b>Compliance.</b> The plan should align with guidance and doctrine to the maximum extent possible, because these provide a baseline that facilitates both planning and execution.</p> <ul style="list-style-type: none"> <li>▪ Compliance with CPG 101, Version 2.0</li> <li>▪ Consistence with CPG 201 (THIRA)</li> <li>▪ Compliance with Other</li> </ul>	
<p><b>Whole Community Engagement.</b> Does the development of the plan include involvement of the whole community in planning efforts, including but not limited to: those nongovernmental organizations beyond traditional engagement, groups representing those with access and functional needs, youth and children, and the private sector?</p>	

Source: This form is derived from the CPG 101, Version 2.0 – [Process and Analysis Support Tool-March 2011](https://www.fema.gov/pdf/about/divisions/npd/CPG_101_v2_past.pdf) (https://www.fema.gov/pdf/about/divisions/npd/CPG\_101\_v2\_past.pdf)

Visual 3.29

**Supporting Annexes**

- Add specific information and direction
- May include functional, support, emergency phase, or agency-focused annexes
- Focus on critical operational functions
- Indicate specific responsibilities, tasks, and operational actions related to a particular function

The diagram shows a stack of three documents. The bottom document is labeled 'Basic Plan'. The middle document is labeled 'Supporting Annexes' and is highlighted in green. The top document is labeled 'Threat/Hazard/ Incident-Specific Annexes'.

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Visual 3.29  
E/L0103 Planning: Emergency Operations

**Key Points**

Supporting annexes add specific information and direction to the EOP. They may include functional, support, emergency phase, or agency-focused annexes.

Focus on critical operational functions. It is important to identify the functions that are critical to successful emergency response. These core functions become the subjects of the separate annexes. Indicate specific responsibilities, tasks, and operational actions related to a particular function. While no single list of functions applies to all jurisdictions, the core functions warrant special attention because they may require specific actions during emergency response operations.

**Visual 3.29 (Continued)**

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The following list of core functions is not comprehensive. Each jurisdiction must assess its own needs, and additional or different annexes should be prepared at the planning team's discretion.

- Direction, Control, and Coordination
- Information Collection, Analysis, and Dissemination
- Communications
- Transportation
- External Affairs/Emergency Public Information
- Population Protection
- Mass Care, Emergency Assistance, Housing, and Human Services
- Public Health and Medical Services
- Resource Management
- Continuity of Government/Operations
- CIKR Restoration
- Damage Assessment
- Firefighting
- Logistics Management and Resource Support
- Search and Rescue
- Oil and Hazardous Materials Response
- Agriculture and Natural Resources
- Energy
- Public Safety and Security
- Long-Term Community Recovery
- Financial Management
- Mutual Aid/Multi-Jurisdictional Coordination
- Private Sector Coordination
- Volunteer and Donations Management
- Worker Safety and Health
- Prevention and Protection



Visual 3.30

**Threat/Hazard/Incident-Specific Annexes**

- Focus on special planning needs generated by a threat, hazard, or incident
- Address unique or specific:
  - Response details
  - Risk areas and evacuation routes
  - Provisions for emergency public information
  - Protective equipment for responders
- Include tabbed maps, charts, inventories, and other work aids

The diagram illustrates the relationship between planning documents. At the bottom is the 'Basic Plan'. Above it are 'Supporting Annexes'. At the top is the 'Threat/Hazard/Incident-Specific Annexes', which is shown as a red tabbed folder containing the specific annexes listed in the text.

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Visual 3.30  
E/L0103 Planning: Emergency Operations

**Key Points**

Threat, hazard, or incident-specific annexes focus on special planning needs generated by individual threats/hazards. Threat/hazard- or incident-specific annexes usually:

- Contain unique and regulatory response details that apply to a single threat/hazard or type of incident
- Identify threat/hazard-specific risk areas and evacuation routes
- Specify provisions and protocols for warning the public and disseminating emergency public information
- Specify the types of protective equipment and detection devices for responders


Threat/hazard/incident-specific annexes follow the basic plan's content organization. They may include tabs that serve as work aids for items such as maps, charts, tables, checklists, resource inventories, and summaries of critical information.


**Visual 3.31**

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**Developing an Annex**

- **Focus on the special planning needs generated by the threat/hazard**
- **Include unique and regulatory response details related to the threat/hazard**



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Visual 3.31  
E/L0103 Planning: Emergency Operations

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**Key Points**

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When developing a threat/hazard/incident-specific annex, focus on the special planning needs generated by the threat/hazard. Include unique and regulatory response details related to the threat/hazard.

Visual 3.32

**Annex Organization**

Follow the basic plan's content organization

- Purpose, Scope, Situation Overview, Planning Assumptions
- Concept of Operations (CONOPS)
- Organization, Assignment of Responsibilities
- Direction, Control, Coordination
- Information Collection, Analysis, Dissemination
- Communications
- Administration, Finance, Logistics
- Plan Development, Maintenance
- Authorities, References

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Visual 3.32  
E/L0103 Planning: Emergency Operations

**Key Points**

The organization of the annex should follow the organization used in the basic plan. For example, if a traditional functional format for the EOP is used, the following topics would be also included in the annex:


- Purpose, Scope, Situation Overview, and Planning Assumptions
- Concept of Operations (CONOPS)
- Organization and Assignment of Responsibilities
- Direction, Control, and Coordination
- Information Collection, Analysis, and Dissemination
- Communications
- Administration, Finance, and Logistics
- Plan Development and Maintenance
- Authorities and References



**Visual 3.33**

**Operations Information in an Annex**

In the annex CONOPS section, provide threat/hazard-specific operations information, including:

- Assessment and control
- Unique prevention and protection actions
- Public warning
- Stabilization and recovery actions



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Visual 3.33  
E/L0103 Planning: Emergency Operations

**Key Points**

Operations information related to the threat/hazard is usually placed in the Concept of Operations (CONOPS) section of the annex. Include the following types of information:

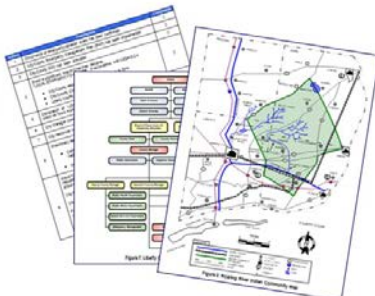
- Assessment and control of the threat/hazard
- Unique prevention and protection actions to address the hazard
- Public warning
- Stabilization and recovery actions


**Visual 3.34**

**Implementing Instructions**

**Annexes may include implementing instructions, as attachments or references:**

- SOPs/SOGs
- Maps
- Charts and tables
- Forms
- Checklists



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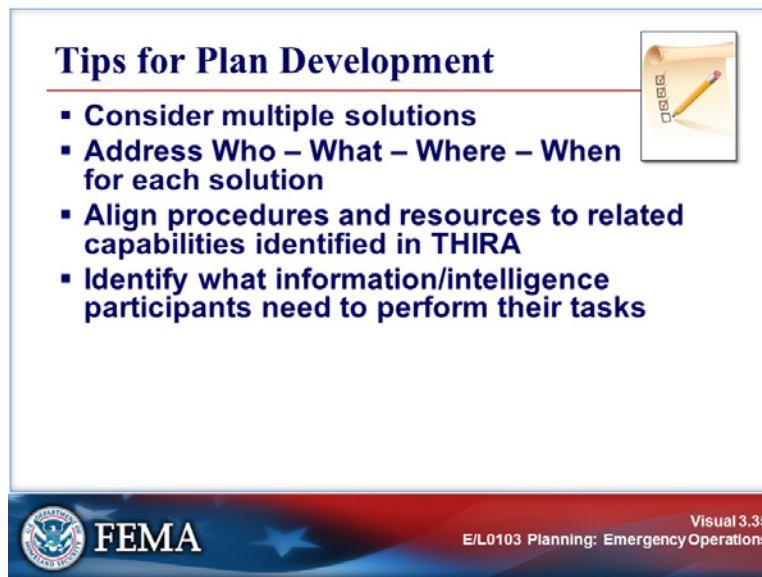
Visual 3.34  
E/L0103 Planning: Emergency Operations

**Key Points**

Each annex, as well as the basic plan, may use implementing instructions in the form of standard operating procedures (SOPs), standard operating guidelines (SOGs), maps, charts, tables, forms, and checklists. These items may be included as attachments or references.

The EOP planning team may use supporting documents, as needed, to clarify the contents of the plan or annex. For example, a winter storm annex may be made clearer by attaching maps marked with snow emergency routes. A flood annex might include designated shelters outside the floodplain.

Visual 3.35



**Tips for Plan Development**

- Consider multiple solutions
- Address Who – What – Where – When for each solution
- Align procedures and resources to related capabilities identified in THIRA
- Identify what information/intelligence participants need to perform their tasks

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Visual 3.35  
E/L0103 Planning: Emergency Operations

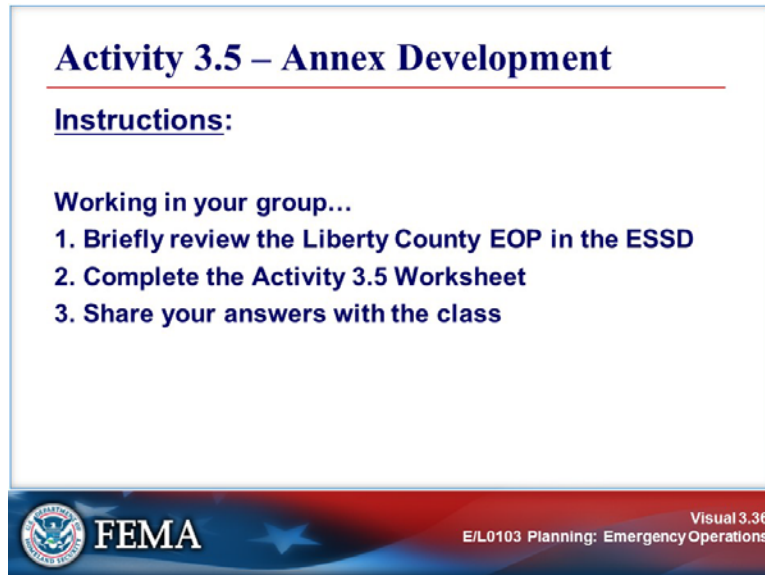
**Key Points**

Tips for plan development include the following:

- **Consider multiple solutions.** The art and science of planning helps determine how many solutions or alternatives to consider; however, at least two options should always be considered. Developing only one solution may speed the planning process, but it will probably provide for an inadequate response, leading to more damaging effects on the affected population or environment.
- **Address What-Who-Where-When for each solution.**
  - What is the action? What resources does the person/entity need in order to perform the action?
  - Who is responsible for the action?
  - Where are the potential impact areas, key facilities, resources, etc., located?
  - When should the action take place? How long should the action take and how much time is actually available? What has to happen before? What happens after?
- **Align procedures and resources to related capabilities identified in THIRA.** Remember, emergency planning should be capabilities-based, and capability estimates are critical to this effort. A capability estimate is a planner’s assessment of a jurisdiction’s ability to take a course of action. Capability estimates help planners decide if pursuing a particular course of action is realistic and supportable. They help planners better project and understand what might take place during an operation.
- **Identify what information and intelligence response participants need to perform their tasks.** Planners should identify the information and intelligence they will need and their deadline(s) for receiving it to drive decisions and trigger critical actions.

ACTIVITY 3.5 – ANNEX DEVELOPMENT

Visual 3.36



The slide is titled "Activity 3.5 – Annex Development" in a blue serif font, underlined. Below the title, the word "Instructions:" is written in a blue sans-serif font. Underneath, the text "Working in your group..." is followed by a numbered list of three items: "1. Briefly review the Liberty County EOP in the ESSD", "2. Complete the Activity 3.5 Worksheet", and "3. Share your answers with the class". The slide has a blue and red decorative footer with the FEMA logo on the left and the text "Visual 3.36" and "E/L0103 Planning: Emergency Operations" on the right.

Key Points

**Instructions:**

Working in your groups

1. Briefly review the Liberty County EOP in the ESSD
2. Complete the Activity 3.5 Worksheet
3. Share your answers with the class

**Purpose:** The purpose of this activity is to understand what is different in an annex versus a basic EOP and be able to identify threat/hazard/incident-specific annexes.

**Scenario:** You are part of a planning team that is updating the EOP for Liberty County. As part of that effort, the threat/hazard/incident-specific annexes listed in the Activity 3.2 Worksheet will be added. Your working group will be assigned one of those threats/hazards. As a team, develop an outline of the information and procedures you would include in your annex.

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**Visual 3.36 (Continued)**

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**Activity 3.5 Worksheet**

**Instructions:**

1. Indicate your group's assigned threat/hazard below:
  - Natural threat/hazard: Winter storm, earthquake, or wildfire (select one)
  - Natural threat/hazard: Public health threat (pandemic flu)
  - Technological threat/hazard: Hazardous materials release (transportation)
  - Human-caused threat/hazard: Terrorist act against a public venue
  - Human-caused threat/hazard: Cyber attack on government systems
  
2. Develop an outline of the information and procedures you would include in your annex in the provided Outline space below.

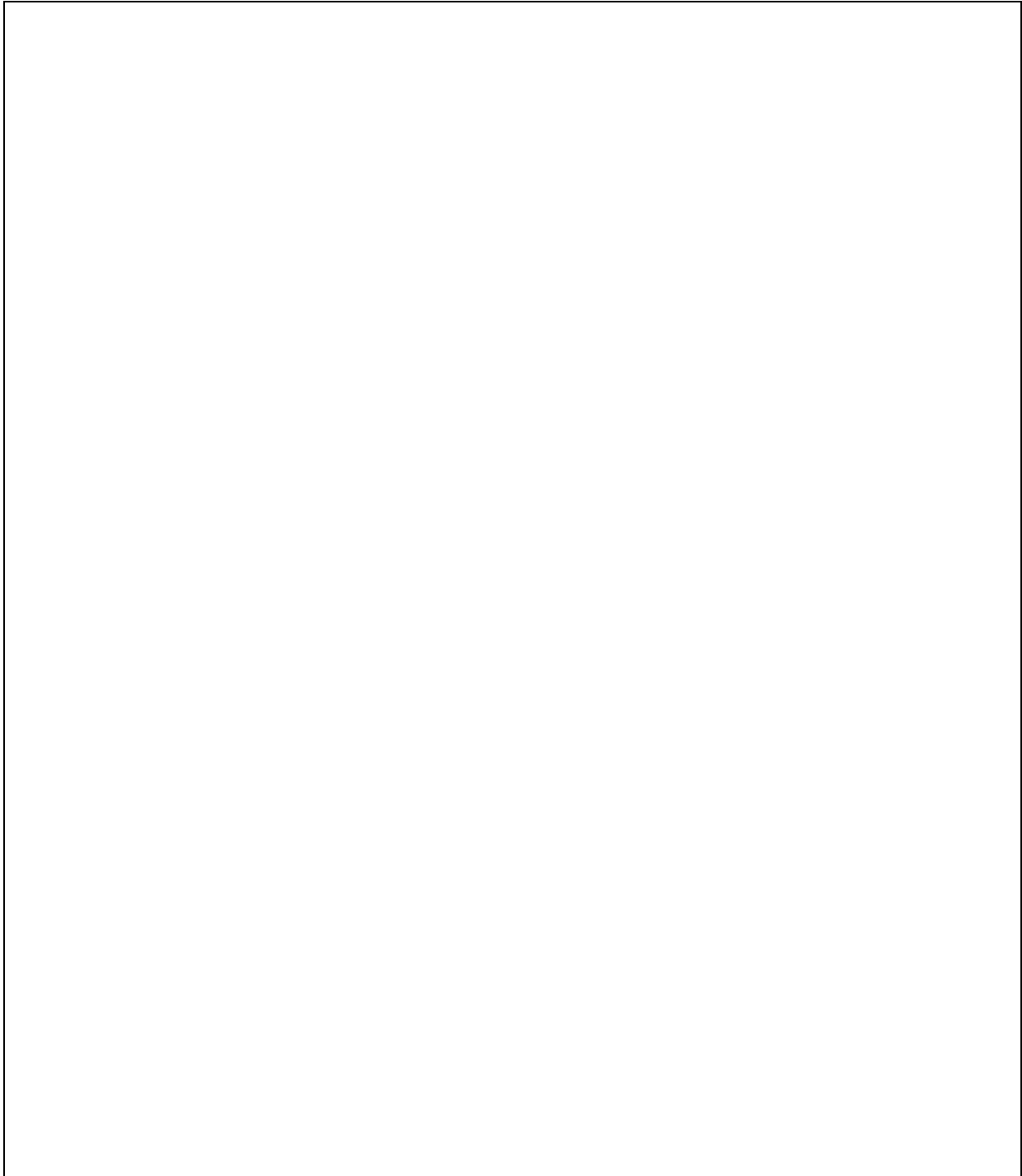
**Your Outline:**



**Visual 3.36 (Continued)**

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**Worksheet 3.5 (Continued)**



**Visual 3.36 (Continued)**

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1. Write the answer below. Identify who would you ask to assist with developing and writing this annex.

2. Write the answer below. Who would review and approve the annex?


**STEP 5: PLAN PREPARATION, REVIEW, AND APPROVAL**


**Visual 3.37**

**Step 5**  
Plan Preparation,  
Review &  
Approval

### Step 5: Plan Preparation, Review, and Approval

- Writing and validating the plan
- Getting approval
- Disseminating the plan



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Visual 3.37  
E/L0103 Planning: Emergency Operations

**Key Points**


Plan preparation, review, and approval involves:



- Writing and validating the plan that was conceptualized in Step 4
- Getting the plan approved
- Disseminating the plan

Visual 3.38

**Writing Process**

- Develop a plan outline
- Develop the content for the draft plan and annexes
- Allow for review by all who have plan responsibilities
- Develop the final draft



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Visual 3.38  
E/L0103 Planning: Emergency Operations

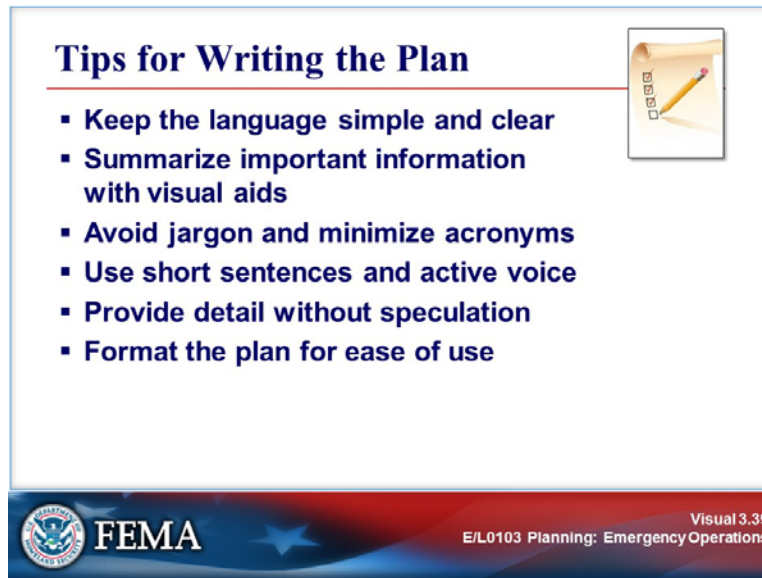
**Key Points**

The outline and rough draft of an EOP are based on the research and activities undertaken to develop viable strategies in the previous steps.

Develop the content of the draft basic plan and supporting and threat/hazard/incident-specific annexes as part of the outline and draft process.


Commit to a cycle of careful reviews to refine the plan and develop the final draft. Include all organizations with plan responsibilities and other stakeholders in the review process.


**Visual 3.39**



**Tips for Writing the Plan**

- **Keep the language simple and clear**
- **Summarize important information with visual aids**
- **Avoid jargon and minimize acronyms**
- **Use short sentences and active voice**
- **Provide detail without speculation**
- **Format the plan for ease of use**



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Visual 3.39  
E/L0103 Planning: Emergency Operations


**Key Points**

Writing the plan is the easy part, but there are several basic rules to keep in mind.

- Keep the language simple and clear.
- Summarize important information with visual aids (e.g., checklists, maps, flowcharts, etc.).
- Avoid using jargon, and minimize the use of acronyms.
- Use short sentences and the active voice.
- Provide enough detail for easy recognition of a situation without speculation. The greater the level of certainty, the more detail should be provided.
- Format the plan for ease of use.


Visual 3.40


### Validating and Approving the Plan



**Review the plan and obtain approval.**  
The plan must be:

- Adequate
- Feasible
- Acceptable
- Complete
- Compliant
- Whole-community based





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Visual 3.40  
E/L0103 Planning: Emergency Operations

**Key Points**

An important part of Step 5 is reviewing the plan to ensure its accuracy and adequacy. Plans cannot be implemented without proper review and buy-in from all involved personnel. The following considerations should be part of the validation process:

Criteria	Considerations
<b>Adequacy</b>	<ul style="list-style-type: none"> <li>▪ Are the plan’s scope and concept of operations adequate to allow accomplishment of critical tasks?</li> <li>▪ Do the scope and concept of planned operations fulfill task assignments?</li> <li>▪ Are the plan’s assumptions valid, reasonable, and compliant with guidance?</li> <li>▪ Are sufficient resources identified to accomplish the plan?</li> </ul>
<b>Feasibility</b>	<ul style="list-style-type: none"> <li>▪ Can the mission and critical tasks be accomplished by using available (internal and external) resources within the time contemplated by the plan?</li> <li>▪ Does the plan include capability estimates that support the courses of action?</li> </ul>
<b>Acceptability</b>	<ul style="list-style-type: none"> <li>▪ Does the plan meet the requirements driven by a threat/hazard or incident?</li> <li>▪ Does it meet decision maker and public cost and time limitations?</li> <li>▪ Is it consistent with the law?</li> </ul>

**Visual 3.40 (Continued)**

<b>Criteria</b>	<b>Considerations</b>
<b>Completeness</b>	<ul style="list-style-type: none"><li>▪ Does the plan designate who will execute it and how it will be executed?</li><li>▪ Does it include all tasks and all required capabilities?</li><li>▪ Does the plan integrate the needs of the whole community, including children, individuals with disabilities and other access and functional needs, immigrants, persons with limited English proficiency, and diverse racial and ethnic populations?</li><li>▪ Does it include time estimates for achieving objectives?</li><li>▪ Does the plan identify success criteria and a desired end-state?</li></ul>
<b>Compliance</b>	<ul style="list-style-type: none"><li>▪ Is the plan consistent with guidance and doctrine? Consider whether the plan aligns with CPG 101, CPG 201, and State and Federal requirements.</li></ul>
<b>Whole Community Engagement</b>	<ul style="list-style-type: none"><li>▪ Does the development of the plan involve the whole community in planning efforts, including but not limited to: nongovernmental organizations beyond those traditionally engaged, groups representing those with functional and access needs, youth and children, and the private sector?</li></ul>

**Discussion Question: Who in your community has authority to approve EOPs?**

Visual 3.41

The slide features a blue header with the title 'Step 6: Plan Implementation and Maintenance' and a sub-header 'Step 6 Plan Implementation & Maintenance'. Below the title is a bulleted list of four tasks: 'Training personnel to perform tasks identified in the plan', 'Exercising and evaluating plan effectiveness', 'Compiling feedback', and 'Revising and maintaining the plan'. To the right of the list is a photograph of several people in a meeting room. At the bottom of the slide is the FEMA logo and the text 'Visual 3.41 E/L0103 Planning: Emergency Operations'.

Key Points

A plan is effective when the goals, objectives, and activities identified in the plan lead to:

- Building and sustaining needed capabilities
- A successful response
- A safe and resilient community

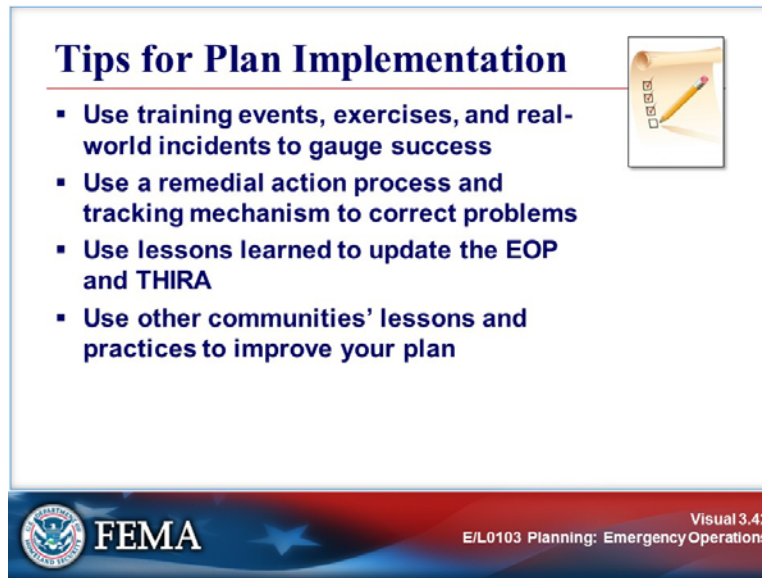
Step 6 of the planning process is plan implementation and maintenance. The tasks involved in this final step are:

- **Training:** After the plan is developed, managers should be required to train their personnel so they have the knowledge, skills, and abilities needed to perform the tasks identified in the plan. Personnel should also be trained on the organization-specific procedures necessary to support those plan tasks.
- **Exercising:** Evaluating the effectiveness of plans involves a combination of training events, exercises, and real-world incidents to determine whether the goals, objectives, decisions, actions, and timing outlined in the plan led to a successful response.
- **Compiling feedback:** A remedial action process can help the planning team identify and correct problems that are identified during implementation and exercises. It is important to have a mechanism for tracking and following up on any identified problems.
- **Revising and maintaining the plan.** This step closes the loop in the planning process. It focuses on adding the information gained through exercises to the research collected in Step 2 and starting the planning cycle over again.




**Visual 3.42**



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**Tips for Plan Implementation**

- Use training events, exercises, and real-world incidents to gauge success
- Use a remedial action process and tracking mechanism to correct problems
- Use lessons learned to update the EOP and THIRA
- Use other communities' lessons and practices to improve your plan



 **FEMA** 

Visual 3.42  
E/L0103 Planning: Emergency Operations

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**Key Points**


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When implementing the plan:

- Use training events, exercises, and real-world incidents to determine whether the plan led to a successful response.
- Use a remedial action process and tracking mechanism to correct any problems that are identified.
- Use lessons learned to update the EOP and THIRA.
- Be aware of lessons and practices from other communities and build on them to improve your own plan.

**Visual 3.43**



**Activity 3.6 – Your EOP**



**Instructions:**

**Working Individually...**

- 1. Complete Activity 3.6 Worksheet in the IAW**
- 2. Share your answers with the class**

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Visual 3.43  
E/L0103 Planning: Emergency Operations

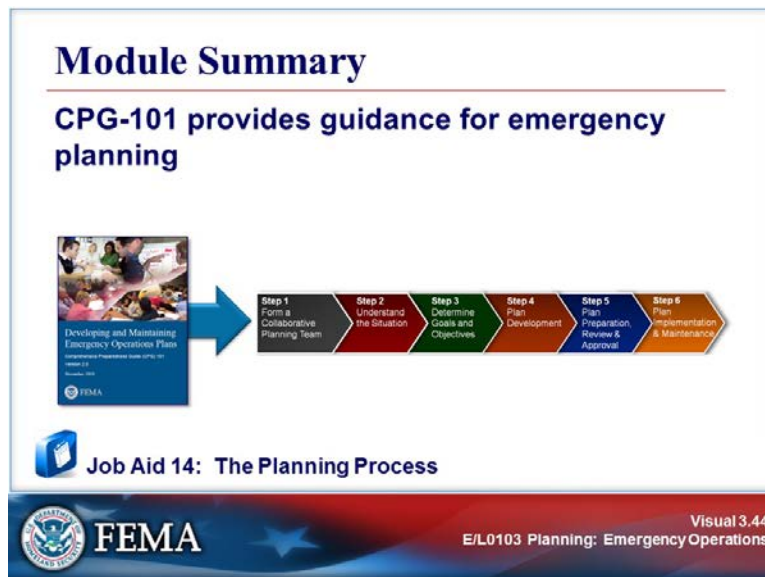
**Key Points**

**Instructions:**

Working individually

1. Complete Activity 3.6 Worksheet in the IAW
2. Share your answers with the class

#### Visual 3.44



#### Key Points

The planning process described in CPG 101 includes the following steps:

1. Form a Collaborative Planning Team
2. Understand the Situation
3. Determine Goals and Objectives
4. Develop the Plan
5. Prepare, Review, and Get Approval
6. Implement and Maintain the Plan

The outputs of THIRA can be used at each step in this process to enhance the planning process and the planning outcomes.

#### Job Aid 14: The Planning Process

**Visual 3.44 (Continued)**

**Job Aid 14: Emergency Planning Process**

**Emergency Planning Process and THIRA**



**Emergency Planning Process and THIRA**

1. Form a Collaborative Planning Team – Leverage a similar whole community approach
2. Understand the Situation – Build on the threats and hazards identified in THIRA
3. Determine Goals and Objectives – Use relevant capability targets to determine goals and objectives
4. Develop the Plan – Align procedures and resources to related capabilities
5. Prepare, Review, and Get Approval – Make sure the plan supports the achievement of capability targets
6. Implement and Maintain the Plan – Identify lessons learned to update both TIRA and EOP

**Step 1: Form a Planning Team**

By developing a collaborative planning team, jurisdictions or other organizations engage the whole community in the planning effort. Building the team is one of the most valuable efforts in the planning process because the trust and working relationships fostered by participating together as members of the team will:

- Pay dividends in more comprehensive and creative planning.
- Extend into operations when the same people work together during emergencies.

**Visual 3.44 (Continued)**

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The following are examples of community officials and workers who might participate on the planning team:

- Senior Official (elected or appointed) or designee
- Emergency Manager or designee
- Emergency Medical Services (EMS) Director or designee
- Fire Services Chief or designee
- Law Enforcement Chief or designee
- Public Works Director or designee
- Public Health Officer or designee
- Hazardous Materials Coordinator
- Hazard Mitigation Specialist
- Transportation Director or designee
- Agriculture Extension Service representative
- School Superintendent or designee
- Social services agency representatives
- Local, Federal asset representatives
- Nongovernmental Organizations (NGOs) (includes members of National Voluntary Organizations Active in Disaster (NVOAD) and other private, nonprofit, faith-based, and community organizations)
- Local business and industry representatives
- Amateur Radio Emergency Services (ARES)/Radio Amateur Civil Emergency Service (RACES) Coordinator
- Utility representatives
- Veterinarians/animal shelter representatives, and State Animal Response Team (SART)

**Step 2: Understand the Situation**

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This step is a problem-solving process consisting of the following activities:

- Conducting research to identify threats and hazards
- Developing (or updating) a jurisdiction profile
- Analyzing the information to assess risks

**Step 3: Determine Goals and Objectives**

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Goals and objectives are generated from the threat and hazard analysis and the capability targets developed during the risk assessment. These base goals and objectives are based on:

- The capabilities needed in responding to and recovering from high-risk and/or high-impact threats/hazards
- The likely constraints, demands, or needs associated with responding to the threat/hazard

After identifying the capability requirements and demands caused by the threat/hazard, the planning team restates them in terms of:

- Operational priority, indicating a desired end state for the operation
- Response goal, indicating a general solution to the identified threat
- Intermediate objectives, indicating specific actions carried out during the operation

**Visual 3.44 (Continued)**

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**Step 4: Develop the Plan**

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Plan development involves conceptualizing the plan, including:

- Developing and analyzing courses of action
- Identifying resources

The planning team relies on a problem-solving model to generate a range of possible solutions to achieve the goals and objectives developed in Step 3. One or more courses of action are then developed from the possible solutions. Courses of action may be:

- Scenario-based, which involves analyzing the impact of a scenario to determine appropriate courses of action
- Functional, which involves identifying the common tasks that a jurisdiction must perform during emergencies
- Capabilities-based, which involves focusing on a jurisdiction's capacity to take a course of action

Often, planners use a hybrid planning approach that combines the three concepts.

**Step 5: Prepare, Review, and Get Approval**

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This step is where the actual written plan is created, based on the courses of action identified in the previous step. The plan is then reviewed and finalized, approved by the appropriate authorities, and disseminated.

**Step 6: Implement and Maintain the Plan**

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In this step, the approved plan is put into action. This involves:

- Having key personnel review the plan
- Conducting training and exercises to evaluate the plan's effectiveness. A plan is effective when the goals, objectives, and activities identified in the plan lead to a successful response.
- Compiling and analyzing feedback, and revising the plan as needed
- Maintaining the plan on an ongoing basis through periodic reviews, exercises, and revision cycles. This step brings us back to Step 1, and the planning cycle continues.

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## **MODULE 4. EMERGENCY OPERATIONS PLANNING ACTIVITY**

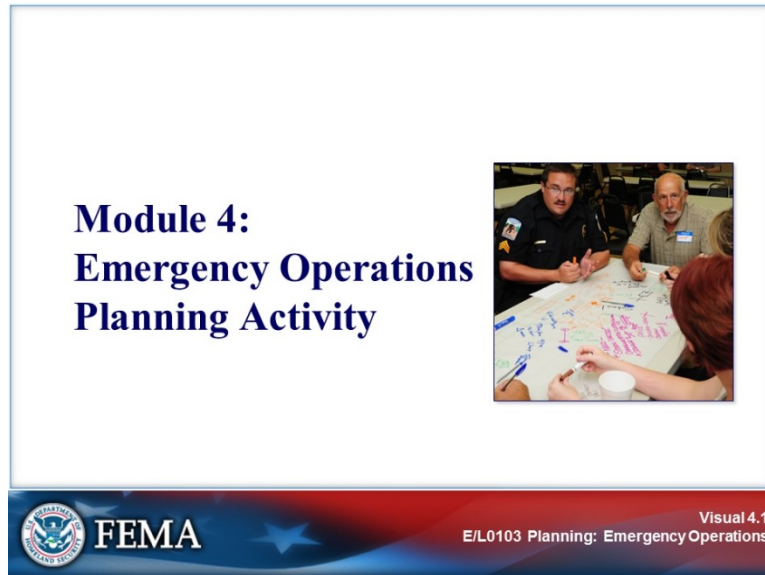
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### INTRODUCTION

#### Visual 4.1



The slide features the title "Module 4: Emergency Operations Planning Activity" in a large, bold, blue font on the left. On the right, there is a photograph of three people (two men and one woman) sitting around a table, looking at a large map or document. The bottom of the slide has a red and blue banner with the FEMA logo on the left, the text "Visual 4.1" and "E/L0103 Planning: Emergency Operations" on the right.

#### Key Points


Module 4, Emergency Operations Planning Activity provides an opportunity to apply concepts learned in earlier modules. This module should take approximately 4 hours and 10 minutes to complete.



Topic	Time
Module Introduction	1 minutes
Activity <ul style="list-style-type: none"><li>Activity 4.1 Whole Community Planning (Visual 4.3)</li></ul>	180 minutes
Course Summary <ul style="list-style-type: none"><li>Activity 4.2 IAW Summary Activity (Visual 4.7)</li></ul>	35 minutes
Post-Test	30 minutes
Feedback	4 minutes
<b>Total Module Time:</b>	<b>4 hour, 10 minutes</b>

**Visual 4.2**

**Module Objective**

**Analyze the effectiveness of an emergency operations plan in addressing the needs of the whole community and identify strategies to improve the plan**



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Visual 4.2  
E/L0103 Planning: Emergency Operations

**Key Points**

Analyze the effectiveness of an emergency operations plan in addressing the needs of the whole community and identify strategies to improve the plan

Review the module objective.

**Visual 4.3**


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**Activity 4.1 - Whole Community Planning** (1 of 2)

**Instructions:**

**Working in your groups...**

1. Using Activity 4.1 Worksheet as a guide, brainstorm how to better meet the needs of your assigned community segment in the updated plan



The slide features a blue and red footer with the FEMA logo on the left, the text 'FEMA' in the center, and 'Visual 4.3' and 'E/L0103 Planning: Emergency Operations' on the right.

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**Key Points**

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**Purpose:** This activity provides an opportunity to evaluate an emergency operations plan and related materials from the standpoint of representing the whole community and to identify needed improvements when the plan is updated.

**Instructions:**

1. Review the scenario and instructions provided in Activity 4.1 Worksheet.
2. Your team will be assigned one of the community segments identified in the worksheet.
3. As a team, complete the materials review and discussion as described in the worksheet for your assigned community segment.

**Visual 4.3 (Continued)**

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**Activity 4.1 Worksheet**

**Scenario:** You are part of a planning team whose goal is to update the Liberty County Emergency Operations Plan and related planning materials (e.g., threat/hazard assessments, community profile).

The instructor will assign each team one of the community segments listed below. Your team will serve as a focus group. You will examine the materials from the perspective of a particular community segment and brainstorm how to better meet their needs in the updated plan.

1. Indicate your team's assigned community segment below:
  - Children of all ages
  - People in congregate living arrangements (e.g., dormitories, group homes, long-term care facilities, prisons)
  - Homeless people and undocumented immigrants
  - Individuals with disabilities and other access and functional needs
  - People with limited English proficiency.
  
2. Who would you include in the planning team?
  
  
  
  
  
  
  
  
  
  
3. What steps will you recommend to ensure that this group is fully engaged in the planning process and that the end product (the plan) will address their needs?

**Visual 4.3 (Continued)**

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**Activity 4.1 Worksheet (Continued)**

4. As a group, discuss the planning considerations for your community segment. What are key issues that should be addressed for this group?

5. Review the current Liberty County materials, and answer the following questions:  
a. What must the revised plan include?

b. What planning materials will you need to ensure the plan will fully represent the community segment?

**Visual 4.3 (Continued)**


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**Activity 4.1 Worksheet**

6. To what extent does the plan, as written, meet these requirements? What should be added or changed to better represent this group? (Be specific)



**Visual 4.4**

**Activity 4.1 - Whole Community Planning** (2 of 2)



**Team Reports:**

- Who is on the team?
- How will you ensure engagement?
- What is your planning segment?
- What key issues should be addressed for the group?
- What must a revised plan include?
- What materials will you need?
- What needs to be changed?

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Visual 4.4  
E/L0103 Planning: Emergency Operations

**Key Points**

Team Reports:

- Who is on the team?
- How will you ensure engagement?
- What is your planning segment?
- What key issues should be addressed for the group?
- What must a revised plan include?
- What materials will you need?
- What needs to be changed?

Report your group's findings.

Visual 4.5

**Course Summary (1 of 2)**

- A key principle of emergency planning is the use of a logical and analytical problem-solving process to address the complexity and uncertainty of potential threats and hazards
- CPG 101 provides such a process:

Step 1: Form a Collaborative Planning Team  
Step 2: Understand the Situation  
Step 3: Determine Goals and Objectives  
Step 4: Plan Development  
Step 5: Plan Preparation, Review & Approval  
Step 6: Plan Implementation & Maintenance

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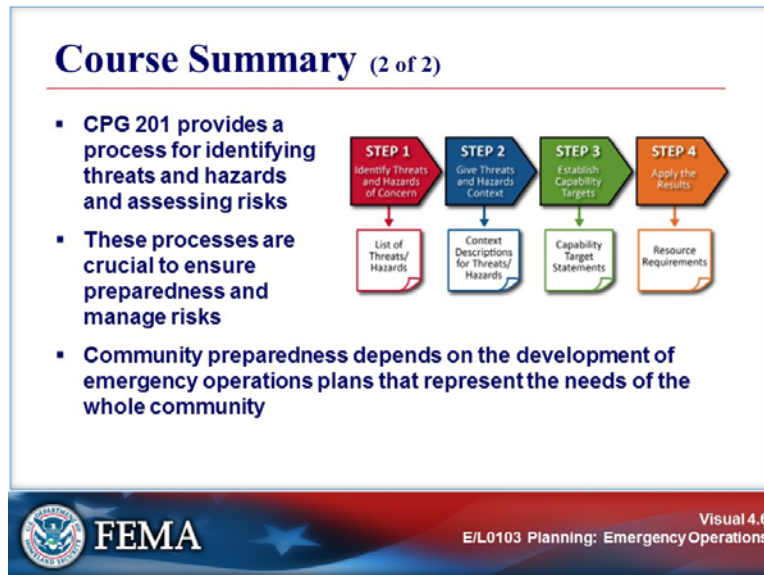
Visual 4.5  
E/L0103 Planning: Emergency Operations

**Key Points**

- A key principle of emergency planning is the use of a logical and analytical problem-solving process to address the complexity and uncertainty of potential threats and hazards
- CPG 101 provides such a process:
  - Step 1: Form a Collaborative Planning Team
  - Step 2: Understand the Situation
  - Step 3: Determine Goals and Objectives
  - Step 4: Plan Development
  - Step 5: Plan Preparation Review, and Approval
  - Step 6: Plan Implementation and Maintenance



Visual 4.6



Key Points

- CPG 201 provides a process for identifying threats and hazards and assessing risks
- These processes are crucial to ensure preparedness and manage risks
- Community preparedness depends on the development of emergency operations plans that represent the needs of the whole community

Step 1: Identify Threats and Hazards of Concern (List of Threats/Hazards)

Step 2: Give Threats and Hazards Context (Context Descriptions for Threats/Hazards)

Step 3: Establish Capability Targets (Capability Target Statements)

Step 4: Apply the Results (Resource Requirements)


**Do you have any questions about the concepts covered in this course?**



**Visual 4.7**

**Activity 4.2 – IAW Summary Activity**

**Instructions:**

1. Take a few minutes and consider your IAW, the answers you provided, and learning you participated in
2. Review the Action Plan Job Aid in the IAW
3. Share:
  - a. One interesting skill or knowledge you learned in this class
  - b. One thing you are going to do differently after learning information from this course
  - c. One “To-Do” you identified for when you return to your jurisdiction



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Visual 4.7  
E/L0103 Planning: Emergency Operations

**Key Points**

**Instructions:**

1. Take a few minutes and consider your IAW activity booklet, the answers you provided, and learning you participated in.
2. Review the Action Plan Job Aid in the IAW.
3. Share:
  - a. One interesting skill or knowledge you learned in this class
  - b. One thing you are going to do differently after learning information from this course
  - c. One “To-Do” you identified for when you return to your jurisdiction


### POST-TEST

#### Visual 4.8

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### Post-Test

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**Instructions:**

1. Take a few minutes to review the course contents in your Student Manual and Resource Manual
2. Next, complete the Post-Test
3. Be prepared to submit your Post-Test in 30 minutes

 **FEMA** Visual 4.8  
E/L0103 Planning: Emergency Operations

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#### Key Points

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The instructor will distribute the final exam.


#### **Instructions:**

1. Take a few minutes to review the course contents in your Student Manual and Resource Manual
2. Next, complete the Post-Test
3. Be prepared to submit your Post-Test in 30 minutes



**Visual 4.9**

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**Feedback**



- Any other comments or questions?
- Please complete the course evaluation form.
- Your comments are important!
- Thank you for your participation.

 **FEMA** 

Visual 4.9  
E/L0103 Planning: Emergency Operations

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**Key Points**

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- Any other comments or questions?
- Please complete the course evaluation form.
- Your comments are important!

Congratulations! You have completed the course *Planning: Emergency Operations*. Thank you for your participation and for your contributions to the discussions.

We value your input. Please provide your feedback on the provided form.