Chapter X: Developing an Emergency Operations Plan

What Is an EOP?

A jurisdiction's emergency operations plan (EOP) is a public document that:

- Assigns responsibility to organizations and individuals for carrying out specific actions, at projected times and places, in emergencies that exceed the capability or routine responsibility of any one agency.
- Sets forth lines of authority and organizational relationships, and shows how all actions will be coordinated.
- Describes how people and property will be protected in emergencies and disasters.
- Identifies personnel, equipment, facilities, supplies, and other resources available within the jurisdiction, or by agreement with other jurisdictions, for use during response and recovery operations.
- Identifies steps to address mitigation concerns during response and recovery activities.

Why Your Jurisdiction Should Have an EOP

Planning to respond to emergencies and disasters is typically the responsibility of state and local governments. The elected leadership in each jurisdiction is legally responsible for ensuring that necessary and appropriate actions are taken to protect people and property from the consequences of emergencies and disasters.

When a disaster threatens or strikes a jurisdiction, citizens expect their elected leaders to take immediate action to deal with the situation. The government is expected to marshal its resources, channel the efforts of voluntary agencies and private enterprises in the community, and solicit assistance from outside of the jurisdiction, if necessary. The development of a comprehensive, all-hazard EOP will help ensure that all government response activities are undertaken efficiently and effectively.

The Emergency Planning Process

In today's system of emergency management, local government must act to attend to the public's emergency needs. Depending on the size and nature of the emergency, state and federal assistance may be provided to the jurisdiction; however, local governments should not assume that this type of assistance will be available.

Therefore, the local EOP should focus on the functions that are essential for protecting the pubic before and after a disaster. Minimally, these functions include warning, emergency public information (EPI), evacuation, and providing shelter.

Emergency planning is not a one-time event. It is a continual cycle consisting of planning, training, exercising, and revision that takes place throughout the four phases of the emergency management cycle (mitigation, preparedness, response, and recovery).

The planning process does have a single purpose: The development and maintenance strategy for addressing critical needs in an emergency—to protect life and property.

Although the emergency planning process is cyclicle, it does have a definite starting point. Emergency planning begins by analyzing the hazards facing the jurisdiction.

Hazard analysis is the process by which hazards that threaten the community are identified, researched, and ranked according to the risks they pose and areas and infrastructure that are vulnerable to damage from an event involving the hazards. The outcome of this step is a written hazard analysis that quantifies the overall risk to the community from each hazard.

The next step in the emergency planning process is EOP development. The outcome of this step is a completed plan, which is ready to be trained, exercised, and revised, based on lessons learned from the exercises.

The third step in the planning process is testing the plan through training and exercising. Exercises of varying types and complexity allow evaluation to see what in the plan is unclear and what does not work. The outcome of this step are lessons learned about weaknesses in the plan. These weaknesses can then be address in the final step, plan maintenance and revision.

Plan maintenance and revision can be completed based on needs and resources, which may have changed since the development of the original EOP. After the EOP is developed, steps 3 and 4 repeat in a continual cycle to keep the plan up to date. However, if the community becomes subject to a new hazard, the planning team will need to revisit steps 1 and 2.

Performing a Hazard Analysis

A hazard analysis determines:

- What can occur in the community.
- How often it is likely to occur.
- The damage it likely to cause.
- How it is likely to effect the community.
- How vulnerable the community is to the hazard.

There are five steps in the hazard analysis process:

1. Identify hazards.
2. Profile each hazard.
3. Develop a community profile.
4. Determine vulnerability.
5. Create and apply scenarios.

There are many potential sources of hazard information. A starting point may be to check local newspapers. However, to get a more complete picture of the types of hazards that a community has faced historically, it may be necessary to check sources, such as the State Department of Agriculture, Bureau of Labor Statistics, or other similar agencies; the National Weather Service (NWS); local historical societies; or long-time residents. If your community has an existing hazard analysis, start by reviewing it with an eye toward what has changed in the jurisdiction since the hazard analysis was completed.

During the hazard analysis process, it is important to keep in mind that the hazards a community faces may change over time because of new mitigation measures, the opening or closing of facilities, local development activities, or terrorist threats that were not considered before the attacks of September 11.

There may be other long-term changes to investigate as well. Changes in average temperature or rainfall and snowfall amounts may be harder to track but will certainly play an important role on the way to having a complete hazard analysis.

Developing a Hazard Profile

A hazard profile should consider four factors:

- Magnitude
- Duration
- Seasonal pattern
- Speed of onset

A hazard profile should address each hazard's magnitude—or size. How strong a hazard is and the areas that it could affect could dramatically change response plans. For example, a storm that drops two inches of rain very quickly over a small area requires a much different response than a Nor'easter that drops 20 inches of rain over a four-state area.

It is also important to consider a hazard's frequency, including whether a seasonal pattern exists. In some parts of the country, thunderstorms are a near daily occurrence. On the other hand, hurricanes are a seasonal occurrence, which may or may not present a high risk to your area.

Consider each hazard's duration, or how long the hazard is expected to last. For example, the duration of even the most severe thunderstorm is much less than that of a hurricane.

Finally, you need to consider the speed of onset of the hazard. This is important for determining the available time for issuing a warning, and is also critical to the response. The amount of damage and loss of life of an extreme hazard can be mitigated if emergency personnel and the public have time to take protective action.

A profile should be completed for each hazard to which the community is vulnerable, but it is important to keep in mind that some hazards pose such a limited threat that additional analysis may not be necessary. You should not, however, ignore low-risk hazards that have a high potential for damage should they occur. These low-risk hazards may not be a planning priority, but should be planned for nonetheless. See the following Hazard Profile Worksheet (also available in Appendix A).

Chapter X, Job Aid 1: Hazard Profile Worksheet

Hazard:

Potential magnitude (Percentage of the community that can be affected):

Catastrophic: More than 50%
Critical: 25 to 50%
Limited: 10 to 25%
Negligible: Less than 10%

Frequency of Occurrence:

- **Highly likely:** Near 100% probability in next year.
- **Likely:** Between 10 and 100% probability in next year, or at least one chance in next 10 years.
- **Possible:** Between 1 and 10% probability in next year, or at least one chance in next 100 years.
- **Unlikely:** Less than 1% probability in next 100 years.

Seasonal Pattern:

Areas Likely to be Affected Most:

Probable Duration:

Potential Speed of Onset (Probable amount of warning time):

- Minimal (or no) warning.
- 6 to 12 hours warning.
- 12 to 24 hours warning.
- More than 24 hours warning.

Existing Warning Systems:

*Does a Vulnerability Analysis Exist?**

Yes ☐
No ☐

Creating a Jurisdiction Profile

After completing the hazard analysis process, it is necessary to combine hazard-specific information with a profile of the community to determine the community's vulnerability to or risk of damage from the hazard. Because different communities have different profiles, vulnerabilities to the same hazard will vary. The following table summarizes key factors that are included in the community profile.

Key Community Factors				
Geography	**Property**	**Infrastructure**	**Demographics**	**Response Organizations**
▪ Major geographic features ▪ Typical weather patterns	▪ Numbers ▪ Types ▪ Building codes ▪ Critical facilities ▪ Potential secondary hazards	▪ Utilities construction, layout, access ▪ Communication system layout, features, back up ▪ Road systems ▪ Air and water support	▪ Population size, distribution, concentrations ▪ Numbers of people in vulnerable zones ▪ Special populations ▪ Animal populations	▪ Locations ▪ Points of contact ▪ Facilities ▪ Services ▪ Resources

After gathering this information about the community, develop the community's jurisdiction profile by plotting vulnerable areas on a jurisdiction map. The following table shows the use of community factors in the jurisdiction profile.

Use of Community Factors in the Jurisdiction Profile	
Type of Information:	**Used In:**
Geographic	▪ Predicting risk factors and the impact of potential hazards and secondary hazards
Property	▪ Projecting consequences of potential hazards to the local area ▪ Identifying available resources
Infrastructure	▪ Identifying points of vulnerability ▪ Preparing evacuation routes, emergency communication, and projecting response and recovery requirements
Demographic	▪ Projecting consequences of disasters on the population ▪ Disseminating warnings and public information ▪ Planning evacuation and mass care
Response Organizations	▪ Identifying response capabilities

Completing the Risk Analysis

After compiling the jurisdiction profile, the next step is to quantify the community's risk by merging the information. Risk is the predicted impact that a hazard would have on the people, services, and specific facilities in the community.

Quantifying risk enables jurisdictions to focus on those hazards that pose the highest threat to life, property, and the environment. Quantifying risk involves:

- Identifying the elements of the community (populations, facilities, and equipment) that are potentially at risk from a specific hazard.
- Developing response priorities. Risk to life is *always* the highest priority.
- Assigning severity ratings based on the potential impact to life, essential facilities, and critical infrastructure.
- Compiling risk data into the community risk profiles that show the areas of the community that are at highest risk from the hazard.

In analyzing risk, it is helpful to develop response priorities, using the following hierarchy for setting priorities:

- Priority 1: Life safety, including hazard areas, high-risk populations, and potential search and rescue situations.
- Priority 2: Essential facilities. Response personnel cannot respond if their own facilities are affected.
- Priority 3: Critical Infrastructure, including utilities, communication, and transportation systems that are essential to life safety and would adversely affect response efforts if they were disrupted.

Next, assign each hazard a severity rating, or risk index, that will predict, to the degree possible, the damage that can be expected in the community as a result of that hazard. This rating quantifies the expected impact of a specific hazard on people, essential facilities, property, and response assets. The following table is an example of severity ratings that may be used.

Hazard Severity Ratings	
Severity	**Expected Impact**
Catastrophic	▪ Multiple deaths ▪ Complete shutdown of critical facilities for 30 days or more ▪ More than 50 percent of property is severely damaged
Critical	▪ Injuries and/or illnesses result in permanent disability ▪ Complete shutdown of critical facilities for at least 2 weeks ▪ More than 25 percent of property is severely damaged
Limited	▪ Injuries and/or illnesses do not result in permanent disability ▪ Complete shutdown of critical facilities for more than 1 week ▪ More than 10 percent of property is severely damaged
Negligible	▪ Injuries and/or illnesses treatable with first aid ▪ Minor quality of life lost ▪ Shutdown of critical facilities for 24 hours or less ▪ Less than 10 percent of property is severely damaged

Develop a risk index for each hazard and assign a value to each characteristic. Use the following values:

- 1=catastrophic
- 2=critical
- 3=limited
- 4=negligible

The ratings should be assigned for each of the following types of hazard data:

- Magnitude
- Frequency of occurrence
- Speed of onset
- Community impact
- Special characteristics

Average the value of all factors to determine the overall risk level for each hazard.

The result of this process will be a prioritized list of hazards that pose the greatest threat to the community. The planning team in your community should plan for each hazard for which the risk index exceeds a predetermined threshold.

Creating Scenarios

The final step in the hazard analysis process is to create and apply scenarios for the highest-risk hazards. Scenarios should be realistic and based on the community's hazard and risk data.

To create a scenario, brainstorm to track the development of a specific type of emergency. Each scenario should describe:

- The initial notification that the event is occurring or is about to occur.
- The potential overall impact on the community.
- The potential overall impact of the event on specific community sectors.
- The potential consequences, such as casualties, damages, and loss of services.
- The actions and resources that would be needed to deal with the situation.

Creating scenarios helps to identify situations that may exist in a disaster. These situations should be used to help ensure that a community is prepared should the hazard event occur. The following table can be used as a guide. Use the following table to make notes about key factors in your community (also available in Appendix A).

Chapter X, Job Aid 2: Jurisdiction Hazards

Using the table as a guide, make notes in the space below about the key factors in your community.

Geography	Property	Infrastructure	Demographics	Response Organizations
▪ Major geographic features: ▪ Typical weather patterns	▪ Numbers: ▪ Types: ▪ Ages: ▪ Building codes: ▪ Critical facilities: ▪ Potential secondary hazards:	▪ Utilities construction, layout, access: ▪ Communication system layout, features, backups: ▪ Road systems: ▪ Air and water support:	▪ Population size, distribution, concentrations: ▪ Numbers of people in vulnerable zones: ▪ Special populations: ▪ Animal populations:	▪ Locations: ▪ Points of contact: ▪ Facilities: ▪ Services: ▪ Resources:

Components of an EOP

An emergency operations plan describes actions to be taken in response to natural, manmade, or technological hazards. It also details tasks to be performed by specific organizational elements at projected times and place based on established objectives, assumptions, and assessment of capabilities.

An EOP should be comprehensive. In other words, it should cover all aspects of emergency preparedness and response and address mitigation concerns as well. It should also address all hazards and, thus, be flexible enough to use in all emergencies—even unforeseen events. Finally, the EOP should be risk-based. It should include hazard-specific information based on the risks that were established in the hazard analysis.

The EOP is written to provide an overview of the jurisdiction's response organization and policies. It should also provide a general understanding of the jurisdiction's approach to emergency response for all involved agencies and organizations.

An EOP consists of three parts: The basic plan, functional annexes that address the performance of a particular broad task, and hazard-specific appendices that provide additional response. So, although the basic plan provides the general approach to emergency response, it does not stand alone. Rather, it forms the basis for the remainder of the plan.

In addition, each part of the plan my have addenda in the form of Standard Operating Procedures (SOPs), maps, charts, checklists, tables, forms, etc. These addenda may be included as attachments or incorporated by reference.

The Basic Plan

Although there is no standard format, for the sake of compatibility with other jurisdictions and levels of government, it is recommended that the basic plan include the following components:

- Introduction
- Purpose Statement
- Situation and Assumptions
- Concept of Operations
- Organization and Assignment of Responsibility
- Administration and Logistics
- Plan Development and Maintenance
- Authorities and References

The introduction consists of five elements:

- The Promulgation Document, which is signed by the jurisdiction's Chief Elected Official, affirming his or her support for the Emergency Management Agency and the planning process. It gives organizations the authority and responsibility to perform their tasks. It also mentions the tasked organizations' responsibility to prepare and maintain implementing instructions, gives notice of necessary EOP revisions, and commits to the training necessary to support the EOP.
- The Signature Page, which is signed by all partner organizations, demonstrating their commitment to EOP implementation.
- Dated title page and record of changes, which includes the date, description, and parts affected by changes to the EOP.
- Record of Distribution, which lists EOP recipients and facilitates and provides evidence of EOP distribution.
- Table of Contents.

The Purpose Statement should include a broad statement about what the EOP is meant to do. It should also include a synopsis of the EOP, annexes, and appendices. The Purpose Statement need not be complex, but should include enough information to establish the direction for the remainder of the plan.

The third component of the basic plan is the Situation and Assumptions Section. The Situation characterizes the planning environment, making it clear to the community why emergency planning is necessary. It draws from the hazard analysis to narrow the scope of the EOP and includes:

- Hazards addressed by the plan.
- Relative probability and impact.
- Areas likely to be affected.
- Vulnerable critical facilities.
- Population distribution.
- Special populations.
- Interjurisdictional relationships.
- Maps

The Assumptions Statement delineates what was assumed to be true when the EOP was developed. Additionally, the Assumptions statement shows the limits of the EOP, thus, limiting liability for the jurisdiction.

It may be helpful for your jurisdiction to list even obvious assumptions, such as:

- Identified hazards will occur.
- Individuals and organizations are familiar with the EOP.
- Individuals and organizations will execute their assigned responsibilities.
- Assistance may be needed, and if so, will be available.
- Executing the EOP will save lives and reduce damage.

The fourth component of the basic plan is the Concept of Operations, which explains the community's overall approach to emergency response (i.e., what, when, by whom). The Concept of Operations includes:

- The division of local, State, and Federal responsibilities.
- When the EOP will be activated and when it will be deactivated—and more importantly, by whom.
- Alert levels and the basic actions that accompany each level.
- The general sequence of actions before, during, and after the event.
- Forms necessary to request assistance of various types.

The Organization and Assignment of Responsibilities section lists the general areas of responsibility assigned by organizations and position. It also identifies shared responsibilities and specifies which organization has primary responsibility for a given function and which have supportive roles. In other words, the Organization and Assignment of Responsibilities section specifies reporting relationships and lines of authority for an emergency response.

The sixth component of the Basic Plan is the Administration and Logistics section. This section provides resource management policies and policies for augmenting response staff with public employees and volunteers, as well as a statement that addresses liability issues. It also includes the assumed resource needs for high-risk hazards, resources that are available within the community, and spells out resources that may be available through mutual aid agreements. It is important to note, however, that the community should not rely on mutual aid agreements because neighboring jurisdictions may be faced with the same emergency or disaster that your community is facing.

The next component is Plan Development and Maintenance. The responsibility for the coordination of the development and revision of the basic plan, annexes, appendices, and implementing instructions must be assigned to the appropriate persons. Therefore, this section:

- Describes the planning process.
- Identifies the planning participants.
- Assigns planning responsibilities.
- Describes the revision cycle (i.e., training, exercising, review of lessons learned, etc.).

The final section the basic plan is the Authorities and References Section. This section cites:

- The legal basis for emergency operations and activities, including:
  - Laws, statutes, and ordinances.
  - Executive orders.
  - Regulations.
  - Formal agreements.
  - Predelegation of emergency authorities.

- Pertinent reference materials, including related plans for other levels of government.

Annexes

An annex delineates how the community will carry out broad functions in any emergency, such as issuing warnings or resource management. Early in the planning process, it is important to determine the functions that will be included in the basic plan as annexes. When making this decision, it is important to consider the organization of the state government and that of your jurisdiction, capabilities of your jurisdiction's emergency services agencies, and the established concept of operations.

During this process, it is important to keep in mind the hazard analysis information developed for your community. What the community's planning team knows about the vulnerability to the community is key to developing meaningful functional annexes.

Because communities vary so widely, there is no single list of functional annexes that is right for everyone. There are, however, eight core functions that FEMA recommends be addressed as annexes in every EOP:

- The Direction and Control Annex allows a jurisdiction to analyze the situation and decide on the best response, direct the response teams, coordinate efforts with other jurisdictions, and make the best use of available resources.
- The Communications Annex provides a detailed focus on the total communications system and how it will be used.
- The Warning Annex describes the warning systems in place and the responsibilities and procedures for using them.
- The Emergency Public Information (EPI) Annex provides the procedures for giving the public accurate, timely, and useful information and instructions throughout the emergency period. It is important to note that while a Warning Annex focuses on the procedures that the government uses to alert those at risk, an EPI Annex deals with developing messages and accurate information, disseminating the information, and monitoring how the information is received. Because the warning system is one means for an EPI organization to get information out, an EPI Annex must address coordination with those responsible for the warning system.
- The Evacuation Annex describes the provisions that have been made to ensure the safe and orderly evacuation of people threatened by hazards that the jurisdiction faces.
- The Mass Care Annex deals with the actions that are taken to protect evacuees and other disaster victims from the effects of the disaster, including providing temporary shelter, food, medical care, clothing, and other essential needs.
- The Health and Medical Annex describes policies and procedures for mobilizing and managing health and medical services under emergency or disaster conditions.
- The Resource Management Annex describes the means, organization, and process by which a jurisdiction will find, obtain, and allocate resources to satisfy needs that are generated by an emergency or disaster.

In addition to these annexes, the planning team may want to consider annexes that make sense for the community. For example, if the community has a nuclear power plant, the planning team may want to add an annex on radiological protection.

Additional functional annexes may be added based on state law or jurisdictional requirements. Examples of annexes that may be added include:

- Damage assessment.
- Search and Rescue.
- Emergency Services.
- Aviation Operations.

Hazard-Specific Appendices

An appendix is a supplement to an annex that adds information about how to carry out the function in the face of a specific hazard. Therefore, every annex may have several appendices, each addressing a particular hazard. The hazard-specific appendices that the planning team deems appropriate depends on the community's hazard analysis. The decision about whether to develop an appendix rests solely with the planning team.

Unlike annexes, hazard-specific appendices are not attached to the basic plan, but are linked to each functional annex. Topics addressed in hazard-specific appendices include:

- Special planning requirements.
- Priorities identified through the hazard analysis.
- Unique characteristics of the hazard that require special attention.
- Special regulatory considerations.

The following table suggests appendix topics for each functional annex.

Annex	Appendix Topics
Direction and Control	▪ Response actions keyed to specific time periods or phases ▪ Urban Search and Rescue (US&R) inspection ▪ Protective gear for responders ▪ Detection equipment and techniques ▪ Laboratory analysis services ▪ Containment and cleanup teams
Communications	▪ Provisions made to ensure that the effects of a specific hazard do not prevent or impede the ability of response personnel to communicate with each other during response operations
Warning	▪ Hazard-specific public warning protocols ▪ Required or recommended notifications of state and federal officials
Emergency Public Information	▪ Information the public will need to know about the specific hazard (e.g., special evacuation routes and shelters, in-place protective actions, etc.) ▪ The means by which information to the public will be conveyed
Evacuation	▪ Evacuation options and timing ▪ Evacuation routes ▪ Transportation resources to support mass evacuation
Mass Care	▪ Shelter locations out of the hazard's vulnerable areas ▪ Protection of shelter occupants ▪ Food and water stocks to support extended shelter stays ▪ Capability to decontaminate people exposed to hazardous materials
Health and Medical Services	▪ Unique health consequences and treatment options for people exposed to the hazard ▪ Environmental monitoring and/or decontamination requirements
Resource Management	▪ Provisions for purchasing, stockpiling, or otherwise obtaining special protective gear, supplies, and equipment needed by response personnel and disaster victims

Implementing Instructions

Like the basic plan, each annex or appendix may use implementing instructions in the form of:

- Standard Operating Procedures (SOPs).
- Checklists.
- Information Cards.
- Recordkeeping and combination forms.
- Maps.
- Charts.
- Tables.
- Forms.
- Checklists.

Implementing instructions may be included as attachments or by reference, and the planning team may use them as needed to clarify the contents of the plan, annex, or appendix. For example, the Evacuation Annex may be made clearer by attaching maps with evacuation routes marked. Because these routes may change depending on the location of the hazard, maps may also be included in the hazard-specific appendices to the Evacuation Annex. Similarly, the locations of shelters may be marked on maps supporting the Mass Care Annex.

A common form of implementing instructions are Standards Operating Procedures (SOPs). SOPs provide response protocols for carrying out specific responsibilities. They describe who, what, when, where, and how. SOPs are appropriate for:

- Complex tasks requiring step-by-step instructions.
- Tasks for which standards must be specified.
- Tasks for which documentation of performance protocols is required as a protection against liability.

When developing SOPs:

- Develop a task list.
- Determine who, what, when, where, and how. Remember that who includes who performs the activity, to whom he or she reports, and with whom he or she coordinates.
- Identify the steps for each task.
- Identify the standards for task completion.
- Test the procedures.

It is important to keep the SOPs up-to-date through review and revision.

The next type of implementing instructions to be discussed are job aids. A job aid is a written procedure that is intended to be used on the job while the task is being done. SOPs may be presented as job aids. Job aids are also appropriate for:

- Complex tasks.
- Critical tasks that could result in serious consequences.
- Tasks that are done infrequently.
- Procedures or personnel that change often.

Job aids are also useful when conformity is needed among workers or across locations. Job aids should specify:

- The task title.
- The purpose of the task.
- When to do the task.
- Materials needed to perform the task.
- How to perform each step of the task.
- The desired results.
- Standards to which the task MUST be performed.
- How to ensure that the work is done properly.

A job aid may include:

- Graphics.
- Flow charts.
- If…then decision tables.
- Dos and don'ts.

Because job aids are used in the midst of completing a task, they must be clear to be effective. They should use actions verbs and everyday language, highlight important information, and place warnings before steps to which they apply.

Formatting is also important when creating job aids. Numbering steps and using space, boxes, or lines to separate steps allows users to find their place easily after looking away.

Job aids may not be useful for all tasks, especially simple tasks that are performed regularly or must be accomplished quickly, from memory. If a task cannot be completed while referring to a job aid at the same time, a job aid is not appropriate.

Checklists are also useful implementing instructions. They provide a list of tasks, steps, features, contents, or other items to be checked off as completed. They often take the form of boxes to be checked off but can be developed in any form, including as rating scales.

Checklists are particularly useful for tasks that are made up of multiple steps that must be completed in sequence or for when it might be necessary to document the completion of steps. Checklists may be less useful when observations must be recorded, when calculations or evaluations must be made, or when detailed instructions are required to complete the task.

Information Cards provide information that is needed on the job in a convenient, often graphic, form. Examples include:

- Reference forms.
- Diagrams, labeled illustrations, charts, or tables.
- Information summarized in matrix form.

Things that might be presented in the form of information cards include:

- Call-down rosters.
- Contact lists.
- Resource lists.
- Organizational charts.
- Task matrices.
- Equipment diagrams.

Common forms used as implementing instructions include:

- Record-keeping forms on which calculations, observations, or other information (e.g., damage assessment) can be recorded.
- Combination forms that serve multiple functions, such as checklists with record-keeping sections.

Maps may be used as implementing instructions to highlight:

- Geographic boundaries and features.
- Jurisdictional boundaries.
- Locations of key facilities.
- Transportation or evacuation routes.

It is important to note that, when using a map as an implementing instruction to show a particular feature, extraneous details are often eliminated.

Creating Effective Implementing Instructions

To be effective, implementing instructions must be appropriate for both the audience and the intended use. They must also be:

- Complete in that they cover all of the components or steps.
- Clear, concise, and easy to use. They should avoid jargon and ambiguity, be organized in a logical manner, and include instructions that identify the purpose and applicability of the particular implementing instruction.
- Sufficiently detailed in that they give all of the necessary information.
- Up-to-date. The latest revision should be included.
- Sufficient in scope. They must cover each function fully.
- Identified in the EOP so that their existence is recorded. Implementing instructions should be incorporated by reference in the basic plan, annex, or appendix to which they refer.

Implementing Instructions are used by all agency personnel who respond to disasters, whatever their function. They are developed at the agency level because agency personnel will be using them, and therefore, will know if they are effective.

Implementing Instructions used by the agency should support the agency's roles and responsibilities as described in the basic plan. For this reason, only some of the types of implementing instructions described will be useful to a particular agency, depending on its function in a response.

When developing any type of implementing instruction, the first step is to consider the job title or position and tasks that go along with that position. You can then decide what type of implementing instructions would be most useful for those tasks.

Summary

Emergency planning is a continual cycle of planning, training, exercising, and revision that takes place throughout the four phases of the emergency cycle: Mitigation, preparedness, response, and recovery.

The end of product of emergency planning is the EOP, a document describing how citizens and property will be protected in a disaster or emergency.

There are four steps in the emergency planning process.

1. The hazard analysis, or the process by which hazards in the community are identified and ranked according to the risks that they pose to the community.
2. EOP development, including the basic plan, functional annexes, hazard-specific appendices, and implementing instructions.
3. Testing the plan through training and exercises to determine weaknesses in the plan.
4. Plan maintenance and revision, based on needs and resources that may have changed since the development of the original EOP.

Completing each of these steps thoroughly will help you develop an EOP that requires fewer changes and less significant changes following training and exercising.