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LOCAL EMERGENCY OPERATIONS PLAN GUIDEBOOK

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Foreword

Emergency Operations Plans (EOPs) provide stable frameworks for managing emergency management programs that enable jurisdictions at all levels of government to prepare for all hazards, respond to incidents, and recover from the impacts of emergencies and disasters. They describe the intentional actions that are needed to implement these functions when they will be executed, with what resources, and under which authorities. Therefore, EOPs are usually the primary emergency management document of a jurisdiction.

This guidebook is intended to provide guidance to local emergency management programs in Michigan for the development and updating of their EOPs. It provides a background on emergency operations planning principles and identifies key influences for local emergency planning, describes the formatting of EOPs, outlines a formal process that can be utilized and adapted for the development of emergency plans, and clarifies the planning standards that are in place.

Michigan State Police /Emergency Management and Homeland Security (MSP/EMHSD) Publication 201a, Review Guide for Local Emergency Operations plans, is a companion document to this guide. It establishes the 45 formal planning requirements that the EOPs of counties and municipalities with independent emergency management programs should meet in the state of Michigan. The MSP/EMHSD also publishes EOP templates that programs can utilize and adapt to their needs.

In addition to these Michigan-specific documents, Federal Emergency Management Agency's (FEMA's) Comprehensive Preparedness Guide (CPG) 101 is an excellent resource that describes planning fundamentals and how effective EOPs can be developed and connected to other emergency plans. While many of the concepts and ideas described in this guidebook will be similar or the same as those described in CPG 101, CPG 101 provides greater detail on the technical aspects of the development and formatting of plans but does not include information that is specific to the state of Michigan, its communities, and the planning standards established at the state level.

With this guide and the additional resources referenced above, local emergency managers are presented with a toolbox that assists them in the development of EOPs and outlines how their communities will protect themselves from any hazards they are faced with.

1. EOP Planning Fundamentals

Emergency planning is the process in which a jurisdiction determines how to protect the health and safety of the public, its assets, and the environment from the risks and hazards their community faces. The primary emergency planning document of a local jurisdiction is generally their EOP. In the State of Michigan, EOPs are developed by jurisdictions with emergency management programs as outlined in the Administrative Rules to the Michigan Emergency Management Act, 1976 Public Act (PA) 390, as amended. This includes all counties and municipalities with over 10,000 residents that have established emergency management programs independent from their county programs. Municipalities with over 10,000 residents that have not established independent emergency management programs develop “Support Emergency Operations Plans” that describe the relationship between the county program and the municipality and identify municipal response procedures in relation to county procedures. Guidance and templates for the development of Support EOPs are available in MSP/EMHSD Publication 204, Local Support Plan Guide.

The Michigan Emergency Management Plan (MEMP) is maintained as the state-level EOP and establishes the emergency management system for Michigan. At the federal level, there is not one comprehensive EOP document. The National Response Plan, established in 2004, has been superseded by the National Response Framework (NRF), which outlines how the nation responds to emergencies and disasters. FEMA Regions develop regional plans that serve as links between state EOPs and the NRF. The NRF and FEMA's regional plans are key components of the National Preparedness System that describes how the nation assesses risks, estimates and builds capabilities to respond to these risks, and then delivers and validates these capabilities.

Functions of local EOPs

Local jurisdictions develop EOPs to facilitate one of their primary governmental roles: the protection of their residents, their property, and community assets from harm. The EOP supports this function by improving the resilience of the community by defining the scope of the emergency management activities for the jurisdiction to ensure that it can sufficiently prepare for, respond to, and recover from all hazards. The EOP provides an overview of a jurisdiction's approach to, and framework for emergency management by addressing, among other things:

- The authorities and standards for emergency management applicable to the community (e.g., Stafford Act, National Incident Management System (NIMS), PA 390, local charters, and resolutions, etc.);
- Specific functions to prevent, protect against, mitigate, respond to, and recover from the effects of emergencies and disasters;
- Coordination between the emergency management program, response agencies, and other stakeholders;
- What hazards the community is vulnerable to;
- How the public, community assets, and environment will be protected from these and other hazards;
- Logistics considerations, such as contracts, mutual aid agreements (MAAs), and memorandums of understanding (MOUs).

EOPs should utilize an “all-hazards” approach. While an EOP includes hazard-specific information for threats and hazards that may be particularly relevant for a jurisdiction, the plan must remain flexible enough for use in all emergencies, disasters, and planned events.

Planners should integrate their EOPs with other plans and frameworks. Vertical integration of EOPs ensures that plans align up and down different levels of government. That means that at the county level, planners should collaborate with their counterparts in other agencies to ensure their EOP aligns with the state-level EOP and with municipal EOPs and/or response procedures. Through the horizontal

integration of EOPs, the plan aligns and deconflicts operations across a jurisdiction by ensuring that departments and support agencies have their own plans and procedures in place that are compatible. Horizontal integration also ensures that a jurisdiction's plans do not conflict with neighboring jurisdictions' plans, and ideally facilitates support between their communities.

Eligibility for pre- and post-disaster assistance

In addition to improving preparedness and resilience, having an EOP in place is also a requirement for some forms of financial and other assistance. Jurisdictions applying for post-disaster assistance funding from the State of Michigan's disaster and emergency contingency fund (also known as "Section 19 funding" after the section of 1976 PA 390, as amended, which outlines the availability of this funding), must have an EOP in place. Assistance can become available to counties and municipalities for reimbursement of public expenditures for incidents that received a state of disaster or emergency declaration from the Governor, but for which federal Public Assistance programs are unavailable if the applicable EOP was activated at the beginning of an incident.

A local EOP is technically not required for post-disaster assistance eligibility from the federal government under the Stafford Act and the Individual Assistance and Public Assistance programs administered by FEMA. However, when requesting such assistance, the State of Michigan must show that response and recovery requirements exceeded local and state capabilities, and that reasonable efforts have been made to deal with the effects of the incident. In the justification of the request, the State of Michigan will generally certify that the MEMP and local EOP(s) were in place and utilized throughout the incident to show how in-state capabilities were utilized to the maximum extent.

An EOP is not only needed to establish eligibility for different types of post-disaster assistance but also for pre-disaster grants. For example, in accordance with the Code of Federal Regulations, jurisdictions receiving Emergency Management Performance Grant (EMPG) assistance must have an EOP in place that was authorized by their chief executive official and reviewed by state officials to ensure consistency with the state-level EOP.

Other types of local emergency plans

While the EOP is generally the centerpiece of a jurisdiction's planning effort related to emergency management, other pre-disaster planning documents supplement the EOP. This can include job aids and operating procedures that support the implementation of activities that are outlined in the plan and support plans to the EOP. Support plans are developed for specific emergency functions that require additional consideration due to their complexity. Examples of EOP support plans that may be developed include plans for post-disaster recovery, debris management, evacuation, and sheltering/disaster housing, etc. At the state level, nine MEMP support plans have been established.

Departments and other agencies that are planning stakeholders may also develop department-/agency-based plans that document the organization's internal response to an incident and how the organization will carry out its assignments in the EOP. These documents may be more procedural in nature than the actual EOP.

Continuity plans address how jurisdictions provide services and maintain essential functions after disruptions due to emergencies or disasters. Continuity of operations plans (COOP) define what governmental functions are essential, how these essential functions can be performed promptly after a disruption, how critical capabilities can be delivered during disruptive incidents, and how normal overall government operations can resume in a timely manner. Continuity of government (COG) plans discuss how statutory, legislative, and administrative functions can be preserved and carried out during incidents.

Hazard mitigation plans identify the hazards that a community faces and outline strategies to avoid or reduce their impact. In addition to establishing mitigation actions and strategies for risk reduction, which can often be long-term, they also increase awareness of existing hazards and vulnerabilities, facilitate partnerships to reduce risk across the whole community, and integrate mitigation into other community

planning efforts. When applying for certain types of non-emergency disaster assistance and mitigation funding, jurisdictions are required to have FEMA-approved mitigation plans in place. While the planning teams that work on hazard mitigation plans can differ from those that develop and maintain EOPs, there often is significant overlap between stakeholders for both efforts. The analysis of hazards and vulnerabilities in a mitigation plan can also be utilized during the development of the EOP.

2. EOP Planning Requirements

There are different planning standards applicable to EOPs in Michigan. At the state level, 1976 PA 390, as amended, establishes MSP/EMHSD's authority to establish formal requirements in the Administrative Rules to the act and in additional forms. At the federal level, FEMA provides guidance and best practices for the development of EOPs but establishes no binding standards. MSP/EMHSD's Publication 201a, Review Guide for Local Emergency Operations Plans, integrates the formal requirements outlined in PA 390 with federal guidance and establishes additional standards that planners must follow when developing their EOPs.

Federal expectations

FEMA's CPG 101 outlines federal expectations regarding the format and content of state, local, tribal, and territorial EOPs. It describes basic steps for the development of plans, possible plan structures, and formats, specific content expected in different components of the plan and communicates current federal planning priorities.

Following the establishment of NIMS as the nationwide approach to incident management and emergency/disaster response in the mid-2000s, FEMA also published Local and Tribal NIMS Integration – Integrating the National Incident Management System into Local and Tribal Emergency Operations and Standard Operating Procedures. This document established 16 set standards for the integration of NIMS into local EOPs. While this document has since been superseded by later guidance, the standards it established largely still remain relevant and have been incorporated into CPG 101. Planners can still use the document as a resource that is still available online and provides clarification for each of its requirements, guidance on EOP content and format, and a NIMS glossary.

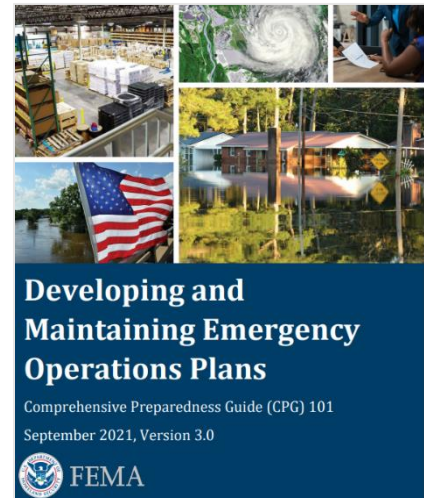


Figure 1: CPG 101 cover page

State requirements

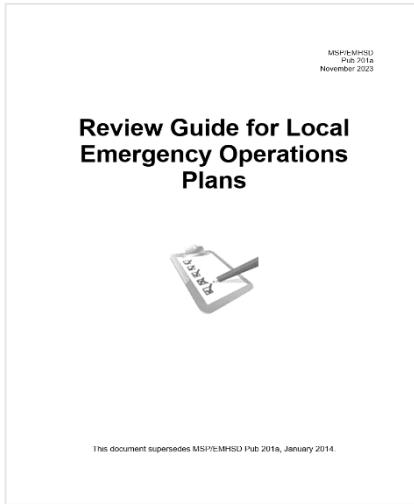
At the state level, the Michigan Emergency Management Act (1976 PA 390, as amended) is the basis for the formal EOP requirements for local jurisdictions. Section 10 of the Act states that each county and municipality that has appointed an Emergency Management Coordinator may direct and coordinate the development of EOPs. Section 19, which outlines how grants from the Disaster and Emergency Contingency Fund are disbursed for emergencies and disasters where federal funding doesn't become available for public damages (often referred to as "Section 19 funding"), then states that a jurisdiction must show evidence that an EOP was implemented in a timely manner to be eligible for this type of state assistance.

To be eligible for Section 19 assistance, a county must actively maintain an emergency management program. Municipalities with over 10,000 residents either maintain an independent emergency management program or incorporate into their county program. The status of programs is to be reviewed and determined to be adequate by MSP/EMHSD. Under this authority, emergency management program standards have been established in the Administrative Rules for State Assistance to Counties and Municipalities, which are a part of the Michigan Administrative Code.

Rule 2 of these standards establishes additional EOP standards. It stipulates that EOPs should be reviewed and approved by the chief executive official of the jurisdiction by signing and dating the document. Further, MSP/EMHSD must review and approve local EOPs to ensure that they are "current" (compliant with federal emergency management requirements) and "adequate" (compliant with planning requirements contained in forms provided by MSP/EMHSD).

Publication 201a

MSP/EMHSD provides Publication 201a, Review Guide for Local Emergency Operations Plans, to establish a set of minimum planning requirements for local EOPs that ensure that plans are both current and adequate. The document was last updated in November 2023, and the standards that it contains were established by a workgroup of MSP/EMHSD staff, District Coordinators, and local emergency management program representatives.



The document consolidates the formal state standards for EOPs (established in 1976 PA 390, as amended, and in the Michigan Administrative Code) and federal best practices (outlined in CPG 101 and those related to the integration of NIMS into local and tribal plans). It also includes additional minimum planning requirements that can be reasonably met by all emergency management programs across the state.

The following 45 requirements are contained in the document and are used by MSP/EMHSD staff to evaluate local EOPs. Appendix A provides additional information on each of the standards.

Figure 2: Publication 201a cover page

Formal requirements

The EOP should meet the following requirements related to the approval and structure of the plan.

1. Proof that the chief executive official (CEO) has reviewed and approved the emergency operations document (required dated signature page every four (4) years or when the CEO changes).
2. A plan format that includes a Base Plan (Basic Plan), functional annexes, and hazard-specific appendices.
 - a. A Base Plan that describes the jurisdiction's overall emergency management organization and its policies.
 - b. Functional annexes that describe critical operational functions and those responsible for carrying them out.
 - c. Hazard-specific appendices that contain considerations unique to specific hazards. Jurisdictions shall include appendices for relevant hazards identified in local hazard analyses and the Michigan Hazard Analysis, addressing, at a minimum, hazards including Flooding/Dam Failure, Severe Weather, Hazardous Materials incidents, Cyber-related incidents, Power Outages, and Terrorism/weapons of mass destruction incidents.
3. A distribution list of the document.
4. A table of contents that lists all major sections of the document and coincides correctly with the sections in the plan.
5. Functional annexes that must have a current signature by the primary agency or agencies indicating that the annexed content was reviewed.
6. The line of succession for primary section holders of each annex (suggested three persons or positions, if available and possible).

Base Plan (Basic Plan)

The following requirements are generally addressed in the Base Plan portion of the EOP. The Base Plan describes the jurisdiction and outlines its overall emergency management organization and its policies.

Purpose, Scope, Situation Overview, and Assumptions

7. A description of the plan's purpose, to include functional annexes, hazard-specific appendices, and scope.
8. A hazard analysis that identifies the hazards that pose a significant threat to the jurisdiction and that would likely result in the need to activate the response and recovery aspects of the EOP.
9. A description of the jurisdiction's prevention, protection, mitigation, response, and recovery capabilities.
10. A description of planning assumptions and a basis for improvisation and modification, if it becomes necessary based on the situation.

Concept of Operations

11. A concept of operations that describes the sequence and scope of the preparedness efforts, planned response operation, and incident management activities.
12. The identity, by title, of the individual(s) responsible for activating the response and recovery aspects of the jurisdiction's plan, emergency personnel and resources, and directing the emergency response and recovery.
13. A description of how protective action recommendations, such as evacuation, in-place sheltering, etc., will be determined and implemented.
14. If applicable, a list of municipalities with a population of over 10,000 residents that have not elected to establish independent emergency management programs and should submit Support EOP to incorporate into the county program.

Organization and Assignment of Responsibilities

15. An overview of the operational organization that responds to an emergency and includes the key functions assigned to stakeholders under the plan.
16. A method of assigning leading emergency response organizations to prepare and maintain current Standard Operating Procedures, resource lists, MAAs, and checklists that detail how responsibilities are to be performed to support plan implementation.
17. Description of how the local organization can accomplish its missions/tasks by allocating available resources (e.g., internal, MAA, state, regional, and federal assets) and tracking their status.
18. A description of existing MAAs or informal agreements between jurisdictions and/or other entities.
19. A description of the local organization's role in donations and volunteer management procedures.
20. Description of how the plan provides equitable services under consideration of the needs and capabilities of the whole community, including those of residents with access and functional needs, different demographic groups, non-governmental organizations, and the private sector.
21. Methods of coordinating emergency or disaster-related needs and services in public-private partnerships and collaborating with business, industry, and critical infrastructure owners and operators.

Direction, Control, and Coordination

22. A reference to the line of succession for relevant elected officials and appointed leaders (suggested three (3) persons or positions in the line of succession).
23. A method for the coordination and control (e.g., Incident Command System) of multi-jurisdictional emergency response organizations during an incident.
24. Procedures for notifying key personnel when activating the Emergency Operations Center (EOC).
25. A map or listing of the locations of the primary and alternate EOCs.
26. A method for establishing an information center that will be the official point of contact for the media during an emergency or disaster.

Communications

27. A method of communicating between the EOC and the field management system (e.g., Michigan's Public Safety Communications System, Radio Amateur Civil Emergency Services, Michigan Critical Incident Management System (MI CIMS), phone, etc.).
28. Procedures to collect, analyze, display, report, and disseminate disaster related information to, from, and among response personnel, EOC staff, state and federal government officials, and the public.
29. A procedure for documenting, recording, or logging of significant events in the MI CIMS throughout the duration of the emergency or disaster.

Administration, Finance, and Logistics

30. A description of administration, finance, and logistics.

Plan Development and Maintenance

31. A description of the multi-disciplinary planning process and methods used for developing and maintaining the EOP/Emergency Action Guidelines.

Authorities and References

32. A list that summarizes the authority of local officials during an emergency (e.g., local emergency management resolution, local NIMS adoption resolution, Michigan Emergency Management Act, Robert T. Stafford Disaster Relief and Emergency Assistance Act, etc.)
33. A list that summarizes the references used in the development of the EOP (e.g., NIMS doctrine, NRF, MEMP, EMHSD Publications 201 and 201a, etc.).

Functional Annexes

The following requirements are generally addressed in the functional annexes to the EOP. While the Base Plan (Basic Plan) provides broad information relevant to the emergency management organization as a whole, functional annexes focus on specific responsibilities, tasks, and operational actions for particular emergency functions.

34. A statement that the primary annex holders will report to the EOC when it is activated for scheduled exercises or incident response or will coordinate other EOC coverage for the annex.
35. Procedures for the inspection, designation, and documentation of damaged structures.
36. Procedures for coordinating the community fire service assets.
37. Procedures for coordinating community law enforcement and public safety assets required to respond to an emergency or disaster.
38. Procedures for the medical care and the transportation of on-scene responders or injured people to appropriate hospitals during disaster or emergency situations.
39. Procedures for coordinating public health assets and response systems to minimize and prevent health-related impacts of emergencies or disasters.
40. Procedures to coordinate the provision of life-sustaining resources, essential services, and statutory programs to meet the mass care and human services needs of disaster survivors.
41. Methods to rescue, provide care, and account for the essential needs of household pets and service animals during and following an emergency or disaster.
42. Procedures for providing accurate, coordinated, timely, and accessible emergency or disaster-related information to the public.
43. Procedures for the dissemination of warnings and to communicate response and protective actions to the population (e.g., through alerting systems and Integrated Public Alert and Warning System (IPAWS), activation of Emergency Alert System, radio/television/cable messages, mass notification distribution, door-to-door warnings, sirens, social media, etc.).

44. Procedures for conducting public works and engineering functions such as emergency repairs of damaged public infrastructure and critical facilities, and providing technical assistance related to engineering expertise and construction management.
45. Procedures for the clearance and proper disposal of debris.

3. EOP Format

EOPs generally follow a formatting structure that contains three distinct plan sections:

- **Base Plan:**
This section of the plan includes broader information that is relevant to the whole plan and provides an overview of the jurisdiction’s emergency management program and approach.
- **Functional annexes:**
This section includes specific actions and procedures to facilitate critical operational functions during incident response and describes who carries them out.
- **Hazard-specific appendices:**
This section includes planning considerations that address the unique characteristics of specific threats or hazards. Generally, these are provided in the form of separate annexes, but hazard-specific information could also be provided across the functional annexes of the plan.

In Michigan, Publication 201a requires local EOPs to follow this structure. While this basic format must be followed and its elements must be recognizable in the plan, its components can be named in accordance with the jurisdictions’ needs and preferences. For example, the Base Plan portion of an EOP was generally referred to as the “Basic Plan” for many years and could also be referred to under a different title (such as “Program Overview” or other).

Some jurisdictions may choose to develop a Comprehensive Emergency Management Plan (CEMP). While EOPs should outline the scope of a jurisdiction’s preparedness and emergency management activities before, while, and after incidents occur, CEMPs provide even more context regarding preparedness, mitigation, and recovery activities of the emergency management program. For example, while an EOP may reference a jurisdiction’s training and exercise activities, a CEMP could provide a detailed description of its training and exercise program. Therefore, the Base Plan portion of a CEMP is generally longer than that of conventional EOPs and may be split into multiple parts. However, if the CEMP also covers response considerations, follows the plan format outlined above, and meets the state planning requirements outlined in Publication 201a, it can serve as the jurisdiction’s EOP.

Base Plan

The Base Plan portion of an EOP provides a profile of the community that which the plan is being developed for (including an analysis of the threats and hazards that it faces) and describes its emergency management program. It also clarifies the legal authority for the plan and the actions that will be taken under the plan.

It sets a framework for the whole plan by describing the overall approach to emergency management for the jurisdiction before the functional annexes and hazard-specific appendices provide additional detail on how to respond to incidents and deal with specific threats and hazards. The following components may be included in a typical Base Plan:

Base Plan components:

- | | |
|---|--|
| 1. Purpose, Scope, Situation Overview, and Planning Assumptions | 5. Information Collection, Analysis, and Dissemination |
| 2. Concept of Operations | 6. Communications |
| 3. Organization and Assignment of Responsibilities | 7. Administration, Finance, and Logistics |
| 4. Direction, Control, and Coordination | 8. Plan Development and Maintenance |
| | 9. Authorities and References |

Before the Base Plan, the EOP also includes introductory material that advances ease of use of the document (such as a table of contents, record of changes, and distribution list) and provides it with its official status (such as its promulgation and plan approval/signature page).

Functional annexes

Functional annexes describe and assign methods, procedures, and actions for critical operational functions identified in the plan to specific stakeholders. Building on the Base Plan, the annexes provide more detail regarding activities that need to be carried out before, during, and after incidents.

The stakeholders that receive assignments in the functional annexes typically deploy representatives to the jurisdictions' EOC during incident response. At a minimum, the primary agencies identified for those operational functions that are active during response operations should be represented at the EOC. The functional annexes should be reflective of the capabilities of the jurisdiction and its partner organizations, and the agencies that are referenced in the annexes should ensure that they have the procedures, resources, staff, and training required to carry out the outlined responsibilities in place.

Jurisdictions can establish their functional annexes in different styles. In the past, many EOPs used checklists that listed specific preparedness, response, and recovery activities for each functional annex and its assigned organizations. In recent years, many programs have started to utilize narrative, written style for their functional annexes. In narrative style, each annex should follow a common outline that defines consistent elements (e.g., each annex could include sections for annex purpose and scope, a concept of operations, and roles and responsibilities). In some plans, the outline for each annex follows the components of the Base Plan.

Annex formats

In addition to narrative or checklist (also referred to as "Emergency Action Guidelines (EAG)") style, jurisdictions must choose what broader format their functional annexes will follow. There are three functional annex styles that are commonly used across the country. They include:

1. Functions-based format
2. Emergency Support Function (ESF) format
3. Agency-based format.

At the state level, the MEMP is utilizing the ESF format for its functional annexes. However, MSP/EMHSD does not mandate the use of a specific style for EOPs in Michigan. Jurisdictions should choose whichever format best suits their needs and that all stakeholders are most comfortable with. To determine what format makes the most sense for a community, emergency management programs may consider a variety of factors, such as the setup of their EOC (e.g., if stakeholders are grouped into ESFs at the EOC, ESF-format may be chosen for EOP annexes, etc.), the relationship between partner organizations, and how resources are organized.

FUNCTIONS-BASED FORMAT

The functions-based (also referred to as functional format, traditional functions-based format, function-focused format, etc.) annex format is the most commonly used annex format. In this format, each annex focuses on a specific mission needed to prepare for, respond to, and recover from incidents (e.g., damage assessment, mass care, communications, etc.). They list the lead and supporting organizations that support the specific function and outline their critical actions. Functions-based annexes in an EOP may include:

Functions-based annex examples:

- Communications
- Damage Assessment
- Debris Management
- Direction, Control, and Coordination
- Fire Services
- Mass Care, Emergency Assistance, Housing, and Human Services
- Public Health and Medical Services
- Public Information
- Public Safety
- Public Works
- Warning

Please note that these are just examples of potential functions-based annexes. This functional approach is flexible and can accommodate a wide variety of jurisdictional needs and strategies. Each emergency management program can identify what specific functions are required in their jurisdiction.

EMERGENCY SUPPORT FUNCTIONS FORMAT

The NRF establishes 15 ESFs as a coordinating structure for incident response at the federal level. Each ESF is a functional grouping of capabilities and resources, with designated lead, primary, and support agencies.

Many jurisdictions utilize an ESF structure for the annexes of their EOPs. This is similar to the functions-based approach, with annexes that are based on ESFs instead of more generic functions established by each jurisdiction. The ESF annexes identify the coordinating agency for the ESF, and the primary/supporting agencies for the function. The 15 federal ESFs include:

ESFs established in the NRF:

- | | |
|---|--|
| ESF #1 – Transportation | ESF #9 – Search and Rescue |
| ESF #2 – Communications | ESF #10 – Oil and Hazardous Materials Response |
| ESF #3 – Public Works & Engineering | ESF #11 – Agriculture and Natural Resources |
| ESF #4 – Firefighting | ESF #12 – Energy |
| ESF #5 – Information & Planning | ESF #13 – Public Safety and Security |
| ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services | ESF #14 – Cross-sector Business and Infrastructure |
| ESF #7 – Logistics Management and Resource Support | ESF #15 – External Affairs |
| ESF #8 – Public Health and Medical Services | |

If jurisdictions feel that the ESFs that were established at the federal level do not accurately reflect the functions needed to prepare for, respond to, and recover from incidents in their community, they can modify their ESF list by omitting functions that are not relevant, adding additional ESFs, or making changes to existing ESFs and their titles. However, jurisdictions should try to use most of the same ESFs as their federal, state, and local counterparts to ensure a shared understanding of the ESF system across different levels of government and with neighboring jurisdictions.

AGENCY-BASED FORMAT

The agency-based annex format addresses the roles and responsibilities of departments or agencies involved in preparedness, response, and recovery in separate sections for each organization. This format allows readers from specific agencies to only review their own organization's responsibilities without having to review the tasks of other agencies. However, utilizing an agency-based format may hinder cooperation between agencies and encourage the siloing of stakeholders. Agency-based annexes may

also be less cohesive and more repetitive than functions-based or ESF formats, as common responsibilities between agencies will repeat over multiple annexes of the same plan. An EOP utilizing the agency-based annex format may identify the following lead agencies that would receive independent annexes:

Agency-based annex examples:

- Fire
- Law Enforcement
- Emergency Medical Services
- Emergency Management
- Public Health
- Dispatch/Public Safety Answering Point(s)
- Public Works/Road Commission
- Others, as needed.

While jurisdictions are encouraged to choose whatever annex setup suits their community and stakeholders best, the agency-based format is rarely used due to its various disadvantages, and MSP/EMHSD does not provide a plan template that uses this format.

Hazard-specific appendices

Unique considerations that are relevant to specific hazards are included in hazard-specific appendices or annexes to the plan. They provide additional information on actions that are needed to prepare for, respond to, and recover from the effects of hazards that require special attention. They cover special planning and regulatory requirements and account for the unique characteristics of specific hazards. Including hazard-specific appendices in EOPs became a federal requirement for NIMS integration of local plans and remains a state planning requirement for EOPs in Michigan.

Emergency management programs in Michigan must at least consider the following specific hazards in their plans:

Required hazard-specific appendices:

- Flood/Dam Failure
- Hazardous Materials Incident
- Severe Weather Event
- Cyber Incident
- Power Outage Incident
- WMD/Terrorism Incident

Emergency management programs must consider these hazards at a minimum but should add more appendices if there are other applicable hazards that have been identified as significant in their hazard analysis, for example, due to their frequency of their occurrence and/or the severity of potential impacts to the community (e.g., a jurisdiction that hosts large festivals throughout the year may add a Special Event appendix, a jurisdiction that is frequently impacted by wildfires may add a Wildfire appendix, etc.).

Hazard-specific appendices are most frequently included as separate annexes to the plan. Alternatively, it is also an accepted practice to include hazard-specific considerations across the functional annexes (e.g., by including hazard-specific checklists or sections in each functional annex).

4. Planning Process

FEMA has established a best practice six-step planning process for the development of EOPs at all levels of government. This process is meant to be flexible and adaptable to the needs of the communities and organizations that are developing plans. Planners can adjust the process, for example by reacting to time constraints by shortening it, or only taking steps that are realistic and feasible considering their community risks on one hand, and available planning resources on the other.

Planning steps

Emergency management programs should keep in mind that this methodology as outlined by FEMA is a suggested process. Every jurisdiction can choose a process that is appropriate for its size, risk profile, and available planning capabilities.



Figure 3: Six-step planning process for EOPs (Source: 2021 FEMA CPG 101, page 43)

Form a collaborative planning team

In the first step of the FEMA six-step planning process, planners form a collaborative team of stakeholders. The emergency management program usually is the lead agency for developing the EOP and oversees the planning process. They should engage parties that are involved in prevention, preparedness, mitigation, response, and recovery for their jurisdiction.

Members of the planning team should know their community well. This includes awareness of its population, its assets, and the hazards they are faced with. Planning team members should also be able to provide subject matter expertise and make decisions on behalf of their organizations (i.e., to ensure their agency is fully committed to the responsibilities and tasks assigned to them in the plan).

To ensure that the plan reflects the needs and capabilities of all groups and people in the jurisdiction (the “whole community”), emergency planning should be community-based. The planning team should be reflective of this and include stakeholders that reflect the diversity of the community. Affected groups that do not have representation on the planning team may be engaged through opportunities to participate in specific planning activities or provide feedback. Representation for the private sector, community members with access and functional needs, underserved groups, civic leaders, and other faith-based, human-service, and/or humanitarian organizations will help to validate assumptions about the needs and capabilities of the public.

Understand the situation

To ensure that plans are based on actual risk, resources, and capabilities that are available to the jurisdiction and the needs of the public, planners must know their community and the hazards they are faced with.

The planning team should establish a clear community profile that accounts for the socio-demographic makeup of the jurisdiction, its critical infrastructure and industry, and important community assets. Information for a community profile can be gathered from sources such as census data, Geographic Information System (GIS) tools (like the FEMA Resilience Analysis and Planning Tool (RAPT)), subject matter experts in community groups, and the planning and other departments for municipal and/or county governments, etc.

Many jurisdictions may already have developed a clear understanding of their risk by conducting a hazard analysis when establishing their hazard mitigation plan, and/or conducting a Threat and Hazard Identification and Risk Assessment (THIRA). If they do not already have completed a risk assessment, planners should research and analyze what threats and hazards are applicable to the jurisdiction by identifying them through resources such as historical information on incidents (newspaper articles, etc.), coordination with planning departments and local academic institutions, review of hazard analyses and risk assessments from neighboring jurisdictions and the state, etc. Then, each relevant threat or hazard should be assigned a level of consequence that its occurrence would have for the jurisdiction (based on factors such as the probability or frequency of occurrence, magnitude, and severity, need and ability to implement warnings and protective actions, effects on vulnerable populations, available resources, and capabilities to respond, cascading impacts, etc.).

Based on the characterization of the identified risks, planners gain awareness of what threats, hazards, and levels of consequences need to be addressed in the EOP, and what resource requirements exist.

Determine goals and objectives

Next, planners should determine operational priorities that describe what needs to be accomplished to achieve success in an operation. The operational priorities can be informed by establishing scenarios for how threats or hazards may unfold during an incident, based on the hazard analysis conducted in the prior step. This helps the jurisdiction to identify incident requirements, needed resources, and actions to be taken.

Goals and objectives can then be set based on these priorities and desired outcomes. Goals are general statements that define outcomes. They broadly describe what the jurisdictions' personnel and resources are supposed to accomplish. Objectives then describe more specific actions to be carried out during an operation to achieve the goals. In the next step, courses of action will be developed based on the objectives.

It should be noted that planning objectives during the development of an EOP are not interchangeable with incident objectives during an ongoing response. Planning objectives are still general in nature, while incident objectives specifically identify what needs to be accomplished during an operational period of an incident response. However, planners may pre-plan templated incident objectives for specific hazards identified in their hazard and risk analyses.

Develop the plan

The information gathered in the first steps of the planning process will then be used to develop the plan document. First, planners may develop and analyze courses of action to meet the goals and objectives from the prior step. They establish response alternatives as possible solutions that identify how objectives can be accomplished. Courses of action should be feasible and acceptable to the stakeholders that are impacted.

After establishing and identifying preferred courses of action, the required resources are identified. When resource needs have been established, they are compared to available resources, and resource shortfalls are identified. A capability assessment will inform what resources may need to be acquired, what capabilities need to be built to make the plan work, and what courses of action are feasible.

Based on the courses of action, the jurisdiction can also identify what information response organizations may need during an incident, and when it is needed. Planners may be able to pre-identify specific information and intelligence needs, and viable sources.

Prepare and review the plan

The preparation of the plan document builds on the results of the prior planning steps and follows the plan format outlined earlier in this document. When developing the plan draft, planners should use plain English and avoid jargon and acronyms where possible, use short sentences and active voice, and take other steps to make sure the document can be understood easily by the audience of the document. The plan should be structured so information is accessible to readers, and they can quickly find information that is relevant to them.

When a draft of the plan is completed, the planning team should review the plan against the state requirements established in Publication 201a. To estimate the plan's effectiveness, planners can utilize additional set criteria, which commonly include:

- **Adequacy:** Does the plan identify essential tasks for response and recovery? Do its assumptions appear valid? Does it describe measures that appear to address plan missions and planning objectives?
- **Feasibility:** Can the organization accomplish objectives and implement critical tasks with available resources (internal or external)?
- **Acceptability:** Does the plan meet the decision maker's intent and cost and time limitations? Is it compliant with applicable laws and authorities? Are costs and resources allocated under the plan proportional to outlined mission requirements?
- **Completeness:** Does it include all tasks that need to be accomplished, and the resources and capabilities needed to implement those tasks? Does it consider the needs of the general population and the whole community? Does it provide a sequence and scope of planned response operations?
- **Compliance:** Is the plan consistent with applicable guidance and doctrine?

When planners have concluded that the plan meets formal requirements and that the document is effective and efficient, they can present it to the appropriate officials for approval. In Michigan, local emergency management programs are encouraged to submit the plan to MSP/EMHSD for review at this point, before annex holders and the chief executive official sign the plan. If MSP/EMHSD finds that changes are needed, these issues can then be addressed without having to gather new signatures after updates have been made. However, jurisdictions are not required to submit their plans before internal approval and can submit their plans to MSP/EMHSD after they have been signed (e.g., based on preferences, local timelines meeting schedules, etc.).

Once the plan is approved and signed by the CEO, it can be distributed to relevant stakeholders. Jurisdictions that did not undergo MSP/EMHSD review of the plan before CEO's signature are encouraged to not widely distribute the plan until the division review has been completed. A record of organizations and persons that received copies should be kept.

The state does not require local jurisdictions to publish their EOPs online or elsewhere. However, members of the public could still request to view a jurisdiction's EOP, including through Freedom of Information Act requests. When that occurs, access to sections that contain content that the jurisdiction deems sensitive or where public viewing could compromise the effectiveness of the plan could be restricted through redactions or other appropriate means.

Implement and maintain the plan

When the plan is approved and distributed, jurisdictions continue to collect information and make observations to inform future revisions of the document. Organizations with responsibilities in the plan should train to ensure they have the knowledge, skills, and abilities to carry out their tasks. They should also ensure they have internal procedures and resources required for their activities (and personnel that are trained on the procedures and the use of the resources). Exercising the plan will familiarize stakeholders with the document and identify areas for improvement. Ideally, exercises will include a wide range of community partners, including those that may not have active roles assigned under the plan but are still impacted by it.

With information gained from exercises and real-world incidents (and after action and improvement planning efforts), the planning process starts over. While jurisdictions are only required to update their EOP every four years or after their chief executive official changes, they are encouraged to adopt a more progressive plan review cycle (e.g., review portions of the plan on a monthly or quarterly basis, conduct annual reviews of the whole plan, or other schedules). Reviewing and updating EOPs should also be considered after:

- Exercises or real-world incidents that generate relevant learned lessons and After-Action Report items.
- Changes to the jurisdiction's demographics and/or relevant hazards.
- The enactment of new or amended laws and/or ordinances.
- Changes in operational resources.
- Formal updates to planning guidance or standards.

When a jurisdiction identifies the need to update portions of its EOP, the plan does not necessarily have to be updated in its entirety. Applicable portions can simply be adjusted, and the changes communicated to relevant stakeholders. Changing critical tasks, responsibilities, and concepts will require updated signatures from the chief executive official and/or annex holders (and a re-submission of the updated plan copy to MSP/EMHSD). Minor changes, such as addressing grammatical and spelling errors, formatting mistakes, etc., may be addressed by the emergency management program without obtaining new signatures (unless this would not be a locally accepted practice in their jurisdiction).

Planning shortcuts and pitfalls

FEMA's six-step planning process is a best practice that jurisdictions can choose to use, not use, or adapt when developing their EOP. Every community should plan in a way that is appropriate for their size, risk profile, available planning capabilities and expertise, etc. Planners can react to time constraints by shortening the process or only take the steps that are realistic and feasible considering their community risk on one hand, and available planning resources on the other.

There are a variety of "shortcuts" that planners can utilize to adapt and shorten the process to meet their needs. For example, during the constitution of the planning team during the first step of the process, they may consider what teams already exist that have planning stakeholders on them, and if they can add to or combine some of these teams for the development of the EOP (e.g., Local Planning Teams, Local Emergency Planning Committees, etc.). During the situational assessments in the second step, they can rely on internal or external resources that may already exist to expedite the creation of a community profile. These may include hazard mitigation plans (locally for the jurisdiction and neighboring jurisdictions, and the Michigan Hazard Mitigation Plan), a THIRA, the FEMA Geospatial Resource Center (which is a compilation of various GIS resources relevant to emergency management), etc. During the fourth and fifth steps, when the plan document is developed and approved, planners can build their plans off prior versions of the jurisdiction's EOP, review local EOPs from other jurisdictions, and use and adjust available templates.

These examples illustrate how jurisdictions can take a flexible approach to the planning process. During that process, there are also some common pitfalls that planners should avoid. Sometimes, the amount of

quality information collected during the planning phases can lead to the development of very detailed, overly lengthy documents. These can become hard to navigate for the reader, which can lead to confusion when important information cannot be identified easily. Or it may lead to plans not being utilized at all, particularly during incidents, as their use may seem daunting and too time-consuming under the stress and constraints of immediate response requirements.

Another pitfall can be the development of plans that do not account for the whole community. On one hand, they may omit the critical needs of groups and individuals in the community. On the other hand, they may not identify and exclude capabilities of the private sector, community groups, non-governmental organizations, and individuals by just focusing the planning effort exclusively on the response by first responders and emergency management professionals. Plans can also be based on inaccurate information or assumptions, particularly regarding threats and hazards that the community is faced with, and the availability of resources and capabilities to address the associated risks.

These concerns illustrate the importance of exercising plans to identify gaps and areas of improvement before they emerge during actual incidents, as emphasized in the last step of the planning process described above.

MSP/EMHSD Review and Approval

The state will formally acknowledge that an EOP meets all planning requirements through the applicable District Coordinator for the jurisdiction completing and signing MSP/EMHSD form EMD-18: Report of Review of Local Emergency Operations Plans. Prior to this final District Coordinator approval, MSP/EMSHD planning staff will review the document, coordinate with the emergency management program if issues are identified and notify the District Coordinator when all requirements have been met.

New or updated EOPs should be submitted through the District Coordinator to initiate the MSP/EMHSD review. Ideally, planners will submit the plan with a populated copy of Publication 201a, indicating where they have met the planning standards. This can expedite the state review. As mentioned earlier, plans can also be submitted before they have been signed. This can avoid the potential need to obtain new signatures if adjustments to the plan are needed after a state review. If an unsigned plan is found to have met all other planning requirements, the District Coordinator can approve the plan when they receive a signed copy.

When the planning team updates single annexes or appendices to the plan, they do not need to get a new signature from the CEO and resubmit their entire plan for MSP/EMHSD review again. However, they should submit the updated annex/appendix to the District Coordinator, so they can keep their plan copy updated, and it can be evaluated if requirements that may have been met in this portion of the plan prior to the update are still addressed after its update.

5. EOP Guidance

Additional guidance is available to planners before and while they go through the planning process. It includes planning classes, guidance documents, templates, and the availability of state staff to provide technical assistance. Guidance is available at the state and federal level.

State guidance

In addition to this document and the compilation of planning requirements in Publication 201a, MSP/EMHSD staff is available to provide technical assistance and hands-on support to planners. Assistance can be requested through the District Coordinator. It can range from the clarification of state requirements, sharing of best practices and examples, and helping with developing or re-writing portions of a plan on how to address requirements and other planning issues, to reviewing and providing feedback on existing older plans before work on a plan update starts. The state also makes templates available that planners can use to develop or update EOPs for their jurisdiction.

EOP templates

MSP/EMHSD offers two templates for the development of local EOPs. They are differentiated through their functional annex. In one version, the functional annexes are formatted in a checklist (“EAG”) style and the other version includes ESF annexes written in a narrative style. In both versions, the Base Plans and hazard-specific appendices are identical. The templates align with the 45 requirements established in Publication 201a and their formatting is based on CPG 101.

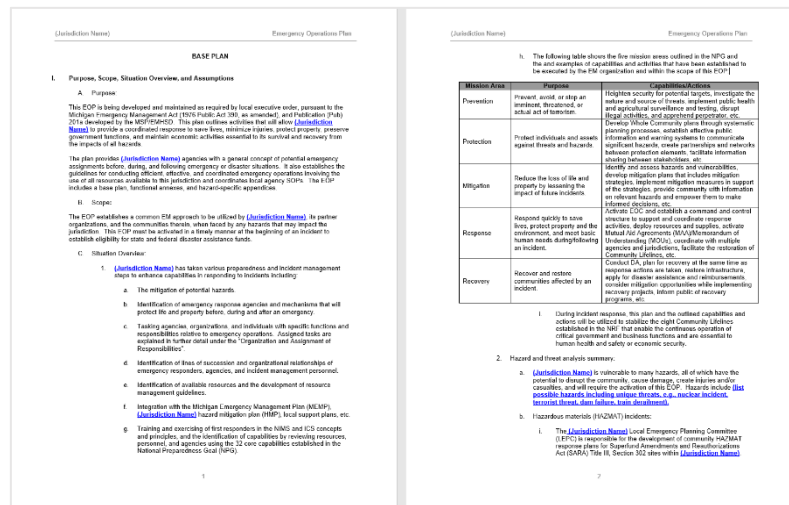


Figure 4: Base Plan template

These templates and templates from other sources can be valuable resources for developing plans, particularly when a jurisdiction does not have the time, staffing, and resources to create a new plan from scratch. Planners can use a template in its entirety or just utilize portions of it and combine them with other plan elements they already may have in place.

However, whenever a template is used, planners ideally should not just treat it as a “fill-in-the-blank” document but customize it to their community and its unique needs and planning considerations. A template cannot replace the results and relationship-building of a structured planning process carried out by a designated planning team. Using a template can significantly cut down the drafting stages of the planning process but should not replace the process in its entirety.

When utilizing a template, planners should ensure that the development of the plan does not occur in a vacuum where a single agency or individual completes the document. Planners should ensure that the finished document still reflects the needs of the community and its demographics, threats, hazards, etc.

Federal guidance

FEMA's CPG 101, referenced earlier in this document, is an excellent resource for planners looking to develop or update an EOP. It elaborates on many of the concepts and practices introduced here. It discusses the EOP format and planning process in greater detail, spotlights planning best practices from across the county, and includes extensive checklists with suggestions for contents of the Base Plan sections and for functional annexes. With over 130 pages of content, planners may not have the time to read and digest the entire document from front to back before starting their planning process. But CPG 101 is an easily navigable document that provides a great resource if specific questions arise during the development of a plan.

FEMA also provides different planning-related online and classroom training courses. Two courses specifically focus on the development of EOPs. The five-hour online course IS-235 Emergency Planning offers training in the fundamentals of emergency planning with a goal of developing the ability of students to participate in an all-hazards emergency operations planning process. Course E0103 Planning: Emergency Operations is a two-day classroom training that familiarizes students with the basic emergency planning process and its steps. It heavily emphasizes how a jurisdiction that has engaged in the THIRA process can utilize its results in the development of their EOP.

Planners can develop effective plans without taking these or other planning-related FEMA trainings. However, the courses are recommended for those with a particular interest in emergency planning, individuals with leadership roles on their planning teams, and professional planners that may be new to the emergency management field.

Appendix A: Publication 201a Supplemental Guidance

The following provides additional background information and clarification on each planning requirement established in Publication 201, Review Guide for Local Emergency Operations Plans (November 2023 version).

1.	Proof that the Chief Executive Official (CEO) has reviewed and approved the emergency operations document (required dated signature page every four (4) years or when the CEO changes).
<p>The EOP must be signed by the CEO to give the plan its official status. Further, the Administrative Rules to 1976 PA 390, as amended, state that the CEO shall review and approve the EOP by signing and dating the document (R 30.52 (1)). In addition, a minimum four-year planning cycle has been established to ensure that plans get reviewed regularly and concepts and contacts included in the plan do not become outdated. However, emergency management programs are encouraged to review and update their plan more frequently than every four years (or after a change of CEO).</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ MSP/EMHSD Pub. 201 Local EOP Guidebook, page 15 ▪ FEMA CPG 101, page 67 	
2.	A plan format that includes a Base Plan (Basic Plan), functional annexes, and hazard-specific appendices.
<p>EOPs must follow the basic format outlined in CPG 101 and in the Plan Format section of this document.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ MSP/EMHSD Pub 201, page 9 ▪ FEMA CPG 101, pages 30 to 35 	
a.	A Base Plan that describes the jurisdiction’s overall emergency management organization and its policies.
<p>The EOP format must include a Base Plan that provides an overview of the jurisdiction’s emergency management system and a profile of the community that it serves. The majority of requirements 7 to 33 are typically addressed in the Base Plan portion of the plan. Planners are not required to name this section of the plan “Base Plan,” but can utilize other names (e.g., Basic Plan, Program Overview, etc.).</p> <p>Additional Guidance:</p> <ul style="list-style-type: none"> ▪ MSP/EMHSD Pub. 201 Local EOP Guidebook, pages 9-10 ▪ FEMA CPG 101, pages 67-79 	
b.	Functional annexes that describe critical operational functions and those responsible for carrying them out.
<p>The EOP format must include functional annexes that describe and assign methods, procedures, and actions to facilitate critical operational functions identified in the plan to specific stakeholders. The specific format used for the functional annexes (e.g., functions-based, ESF-based, agency-based) should be chosen by the planning team based on the best fit for the needs of the emergency management program and the community.</p> <p>Additional Guidance:</p> <ul style="list-style-type: none"> ▪ MSP/EMHSD Pub. 201 Local EOP Guidebook, page 10 ▪ FEMA CPG 101, pages 81-102 	

C.	<p>Hazard-specific appendices that contain considerations unique to specific hazards. Jurisdictions shall include appendices for relevant hazards identified in local hazard analyses and the Michigan Hazard Analysis, addressing, at a minimum, hazards including Flooding/Dam Failure, Severe Weather, Hazardous Materials incidents, Cyber-related incidents, Power Outages, and Terrorism/weapons of mass destruction incidents.</p>
<p>The EOP format must include hazard-specific appendices that describe unique planning considerations such as the situation, policies, protocols, and responsibilities that apply to specific hazards or threats. These hazard-specific considerations are generally attached to the plan as separate annexes but can also be integrated across its functional annexes (for example, in hazard-specific checklists). If specific hazards are addressed in standalone plans rather than appendices to the EOP, the plan can reference these documents instead of establishing a separate annex.</p> <p>Each plan should address the hazards listed above, which were identified as relevant statewide threats by MSP/EMHSD based on the Michigan Hazard Analysis (MSP/EMHSD Publication 103). Should a local hazard analysis establish that one of these hazards does not warrant establishing an appendix to the EOP for the jurisdiction, this should be referenced in the plan.</p> <p>If a hazard analysis identifies other hazards as relevant, additional appendices should be added.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ MSP/EMHSD Pub. 201 Local EOP Guidebook, page 12 ▪ FEMA CPG 101, pages 102 to 108 	

3.	<p>A distribution list of the document.</p>
<p>The EOP should include a record of the organizations and/or individuals that received a copy of the plan. All organizations that are assigned specific tasks and responsibilities should have access to the document.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA CPG 101, page 60 	

4.	<p>A table of contents that lists all major sections of the document and coincides correctly with the sections in the plan.</p>
<p>The EOP should include a table of contents that helps readers navigate the document by accurately identifying the plan's major sections and subsections.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA CPG 101, page 68 	

5.	<p>Functional annexes must have a current signature by the primary agency or agencies indicating that the annexed content was reviewed.</p>
<p>Each functional annex should be signed by an individual on behalf of the primary agency identified for the annex. Through the signature, they acknowledge their role as the lead agency for the annex and for representing that function in the EOC during incidents and exercises. A new signature should be obtained in instances of staff turnover, and when major changes to the annex or function occur.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ MSP/EMHSD Pub. 201 Local EOP Guidebook, pages 10 and 15 	

6.	The line of succession for primary section holders of each annex (suggested three persons or positions, if available and possible).
<p>In addition to the annex holder, plans should identify additional individuals who can serve as points of contact and/or represent the function in the EOC should the primary annex holder be unavailable. A line of succession of at least three individuals has been identified as a best practice. However, some jurisdictions may not be able to identify three individuals for some or all of their annexes. Should that be the case, a shorter line of succession is acceptable. Jurisdictions may consider establishing MOUs or other agreements with neighboring jurisdictions to provide additional backfill for these positions.</p> <p>The lines of succession can reference individuals directly by name or only list position titles, especially if frequent staff turnover can be expected.</p> <p>Instead of listing a specific line of succession in each functional annex, plans can also include a consolidated callout list or contact directory that clearly identifies the annex holders and their replacements.</p>	

7.	A description of the plan’s purpose, to include functional annexes and hazard-specific appendices, and scope.
<p>The EOP should clarify what the plan is supposed to accomplish, what entities and areas it applies to, and at what times/under which conditions it would be activated.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA CPG 101, page 68 	

8.	A hazard analysis identifies the hazards that pose a significant threat to the jurisdiction and that would likely result in the need to activate the response and recovery aspects of the EOP.
<p>EOPs should be based on an analysis of the hazards or threats likely to impact a jurisdiction. This analysis will enable planners to establish how the jurisdiction expects to respond to and recover from their potential impacts. A hazard analysis can include the frequency in which specific risks occur, identify probable high-risk areas within the jurisdiction, vulnerable infrastructure, lists of sites containing hazardous materials, time variables that influence hazards and threats (such as rush hour, seasonal events, or population changes, etc.), and other considerations.</p> <p>Many emergency management programs have already established hazard analyses, for example in their Hazard Mitigation Plans (specific to their jurisdiction or in a multi-jurisdictional plan with neighboring communities), through the THIRA process, or other projects. If a current hazard analysis is already in place, it can be utilized for the development of the EOP, and the plan can summarize or provide a reference to the separate hazard analysis document. Municipal emergency management programs that have not established mitigation plans for their jurisdiction may utilize the hazard mitigation plan or other hazard analyses for the county that they are located in.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ MSP/EMHSD Pub. 207 Local Hazard Mitigation Planning Workbook, pages 49 to 56 ▪ FEMA CPG 101, pages 68 to 69 ▪ FEMA CPG 201, pages 11 to 22 ▪ FEMA Local Mitigation Planning Handbook, pages 5-2 to 5-20 	

9.	A description of the jurisdiction’s prevention, protection, mitigation, response, and recovery capabilities.
<p>The EOP should broadly describe the jurisdiction’s capabilities across the five mission areas identified in the National Preparedness Goal. This can be accomplished in one place (e.g., a table of all five mission areas and associated capabilities in the Base Plan), across different sections of the plan (i.e., in the Base Plan, functional annexes, and hazard-specific appendices), or as a mix of both. Identifying capabilities will enable planners to identify strengths as well as limitations of the emergency management organization.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA National Preparedness Goal, pages 3 to 20 ▪ FEMA CPG 101, pages 68 to 69 	

10.	A description of planning assumptions and a basis for improvisation and modification, if it becomes necessary based on the situation.
<p>The EOP should identify planning assumptions assumed to be true by the planning team during the planning process. Planning assumptions help to understand potential incident conditions and the capabilities or constraints the community will deal with during response and recovery to and from incidents. When assumptions are proven false during incidents or exercises, they indicate areas where plan adjustments will become necessary.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA CPG 101, page 70 	

11.	A concept of operations that describes the sequence and scope of the preparedness efforts, planned response operation, and incident management activities.
<p>The EOP should describe how the emergency management organization intends to accomplish its mission or objectives through the activation of the plan by offering a clear operational methodology and sequence of actions for responding to incidents. This is generally accomplished by including a Concept of Operations section in the Base Plan. Requirements 12, 13, and 14 are normally addressed in the Concept of Operations section.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA CPG 101, pages 70 to 71 	

12.	The identity, by title, of the individual(s) responsible for activating the response and recovery aspects of the jurisdiction’s plan, emergency personnel and resources, and directing the emergency response and recovery.
<p>The EOP should describe who has the authority to activate the response and recovery aspects of the plan when an incident occurs and is responsible for calling the jurisdiction’s emergency response organization into action. This may be the CEO of the jurisdiction, or they could have delegated this authority to the Emergency Management Coordinator or others.</p> <p>This requirement refers to the activation of the EOP and the jurisdiction’s overall response, and not the internal process of each department and response agency to begin to pre-stage assets, initiate internal response activities, make resources available, etc.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ MSP/EMHSD Elected Officials Guide to Emergency Management 	

- FEMA CPG 101, page 70
- FEMA Local Elected and Appointed Officials Guide

13. A description of how protective action recommendations, such as evacuation, in-place sheltering, etc., will be determined and implemented.

The EOP should address how decision makers determine if protective action recommendations are warranted and how they will be issued. This usually includes a process in which subject matter experts from jurisdiction departments that are familiar with specific hazards advise the CEO and other public safety leadership on the need to issue a protective action recommendation.

Additional guidance:

- [FEMA Evacuation and Shelter-in-Place Guidance Library](#)

14. If applicable, a list of municipalities with a population of over 10,000 residents that have not elected to establish independent emergency management programs and should submit Support EOP to incorporate into the county program.

This requirement is only applicable to county emergency management programs.

Municipalities with a population of 10,000 residents or more that do not maintain independent emergency management programs incorporate into the county emergency management program by developing a Support EOP to the county plan, which gets submitted to the county. Without incorporating into the county program, these municipalities are not eligible for “Section 19” state assistance per the Administrative Rules to 1976 PA 390, as amended (R. 30.51).

Additional guidance:

- MSP/EMHSD Pub. 204 Support Emergency Operations Plan Guide

15. An overview of the operational organization that responds to an emergency and includes the key functions assigned to stakeholders under the plan.

The EOP should include an overview of the key functions that need to be accomplished during an emergency and introduce the agencies and stakeholders that make up the emergency response organization and clarify their broader roles for providing emergency support. It introduces high-level tasks or responsibilities of the different agencies and stakeholders, including agencies that may not be under jurisdictional control (e.g., voluntary agencies, state and/or federal partner organizations, etc.). It clarifies their responsibilities and references related policies, protocols, and critical tasks.

The plan may also include a matrix of organizations and their areas of responsibility within the operational organization.

Additional guidance:

- FEMA CPG 101, pages 71 to 73

16.	A method of assigning leading emergency response organizations to prepare and maintain current Standard Operating Procedures, resource lists, mutual aid agreements (MAAs), and checklists that detail how responsibilities are to be performed to support plan implementation.
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The EOP assigns responsibilities to various stakeholders, who must build and maintain the capabilities that are required to carry out these activities. Procedures and other job aids then provide documentation on existing capabilities. They provide a framework for their deployment in support of the EOP. The establishment of MAAs or MOUs might be necessary to bridge capability or resource gaps externally. This requirement specifically refers to documents that are maintained by external partners, and these documents do not directly become a part of the EOP.

Additional guidance:

- FEMA CPG 101, page 73

17.	Description of how the local organization can accomplish its missions/tasks by allocating available resources (e.g., internal, MAA, state, regional, and federal assets) and track their status.
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The EOP should describe how the emergency response organization responds to incidents by utilizing available internal resources first, utilizing MAAs and MOUs to augment local resources and capabilities, and finally requesting external resources and assistance from the state. When receiving external resources, these should then be tracked (for example in MI CIMS) in accordance with the requirements of the home agency and the mechanism under which the resource is deployed (e.g., tracking requirements outlined in MAAs/MOUs or under specific mutual aid compacts such as Michigan Emergency Management Assistance Compact (MEMAC)).

Additional guidance:

- FEMA NIMS Document, page 13

18.	A description of existing MAAs or informal agreements between jurisdictions and/or other entities.
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To establish an accurate picture of capabilities that may be available to the jurisdiction during an incident, planners should be aware of agreements that in place to activate and share resources during an incident. These agreements may include MAAs, MOUs, memorandums of agreement (MOAs), and mutual aid compacts that the jurisdiction participates in.

The EOP should describe these agreements. They can be listed, references to actual agreements provided, or more broadly summarized and described in the plan.

Additional guidance:

- FEMA CPG 101, page 72
- FEMA NIMS Guideline for Mutual Aid

19.	A description of the local organization’s role in donations and volunteer management procedures.
<p>The EOP should describe how donations and volunteer management are carried out following incidents (e.g., by the jurisdiction itself, by voluntary agencies that have been identified and agreed to perform this function with support by the jurisdiction, etc.) to deploy volunteers and manage solicited and unsolicited donations. This can be addressed in the Base Plan and/or in its functional annexes (e.g., in the Mass Care, Emergency Assistance, Housing, and Human Services Annex (or Human Services Annex)) for plans that utilize the functions-based annex format, or in the ESF 6 - Mass Care, Emergency Assistance, Housing, and Human Services Annex and/or ESF 7 – Logistics Annex for plans that utilize the ESF annex format.</p> <p>Additional Guidance:</p> <ul style="list-style-type: none"> ▪ FEMA CPG 101, pages 101 to 102 ▪ FEMA NDEMU Course IS-244.B: Developing and Managing Volunteers ▪ FEMA NDEMU Course G0288: Local Volunteer and Donations Management 	
20.	Description of how the plan provides equitable services under consideration of the needs and capabilities of the whole community, including those of residents with access and functional needs, different demographic groups, non-governmental organizations, and the private sector.
<p>The EOP should describe how the plan engages and is representative of the jurisdiction’s entire population and its subgroups, businesses, private and public sector operators of infrastructure, nongovernmental organizations, and public agencies at different levels of government. By utilizing a whole community planning approach, planners ensure that they are aware of needs that need to be addressed, resources and capabilities that exist to meet those needs, and how to provide equitable services to vulnerable populations.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA CPG 101, pages 4 to 10 and 121 to 131 	
21.	Methods of coordinating emergency or disaster-related needs and services in public-private partnerships and collaborating with business, industry, and critical infrastructure owners and operators.
<p>Planners should understand the critical services and goods that businesses, industry, and critical infrastructure provide in the jurisdiction. The EOP should establish how the jurisdiction coordinates and integrates with private sector organizations and critical infrastructure operators in incident response and recovery activities to share situational awareness, address resource and supply gaps, and ensure the continuity of critical services to the community.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA Building Private-Public Partnerships Guide ▪ FEMA CPG 101, pages 46 and 92 	

22.	A reference to the line of succession for relevant elected officials and appointed leaders (suggested three (3) persons or positions in the line of succession).
<p>The EOP should include the legally binding order of succession for relevant officials, such as the jurisdiction’s CEO and other relevant leaders, to ensure continuity of leadership, authority, and efficient decision-making when key decision-makers are unavailable. If local ordinances or charters govern the succession of specific positions like the CEO, the plan can refer to these local regulations.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA Continuity Guidance Circular, page 17 ▪ FEMA CPG 101, page 78 	
23.	A method for the coordination and control (e.g., Incident Command System) of multi-jurisdictional emergency response organizations during an incident.
<p>The EOP should establish a coordination system that enables the EOC to support multiple municipalities (not applicable for municipal emergency management programs) and/or incident sites, establish clear points of contact and lines of communication with field responders, and allow responders from different agencies and jurisdictions to integrate into a common organizational structure.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA NIMS Document, page 19 ▪ FEMA CPG 101, page 73 	
24.	Procedures for notifying key personnel when activating the Emergency Operations Center (EOC).
<p>The EOP should outline how EOC personnel are initially notified of an incident and requested to report to the EOC for incident response. This includes the responsible party for making notifications and the system(s) they will utilize to request personnel to report. This is often included in the Direction, Control, and Coordination and/or Communications portions of the Base Plan, and/or in the Direction, Control, and Coordination Annex for plans that utilize the functions-based annex format, or the ESF 5 – Information and Planning Annex for plans that utilize the ESF annex format.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA CPG 101, page 84 	
25.	A map or listing of the locations of the primary and alternate EOCs.
<p>The EOP should reference the location(s) of the primary and alternate EOCs. Locations are generally referenced in the Direction, Control, and Coordination portion of the Base Plan and/or in the Direction, Control, and Coordination Annex for plans that utilize the functions-based annex format, or the ESF 5 – Information and Planning Annex for plans that utilize the ESF annex format.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA CPG 101, page 85 	

26.	A method for establishing an information center that will be the official point of contact for the media during an emergency or disaster.
<p>The EOP should reference how and where to establish an information center (generally referred to as a Joint Information Center (JIC) under the NIMS Joint Information System (JIS)) where essential public affairs functions are performed, and interagency messaging is coordinated. Basic information is often included in the Direction, Control, and Coordination portion of the Base Plan, while additional information on JIC and JIS is included in the functional annexes (e.g., in a Public Information Annex for plans that utilize the functions-based annex format, or ESF 15 – External Affairs Annex for plans that use the ESF annex format).</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA NIMS Document, page 43 ▪ FEMA CPG 101, pages 97 to 98 	
27.	A method of communicating between the EOC and the field management system (e.g., Michigan’s Public Safety Communications System, Radio Amateur Civil Emergency Services, Michigan Critical Incident Management System (MI CIMS, phone, etc.).
<p>The EOP should identify the method(s) that the EOC will use to communicate with on-scene response operations (e.g., with Incident Command Posts) to enable coordination and an efficient flow of information between the EOC and field responders.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA CPG 101, pages 74 and 82 	
28.	Procedures to collect, analyze, display, report, and disseminate disaster related information to, from, and among response personnel, EOC staff, state and federal government officials, and the public.
<p>The EOP should describe the types of information that the EOC needs to collect during incident response, what sources are used, who utilizes the information, and how it is shared.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA CPG 101, pages 73 to 74 	
29.	A procedure for documenting, recording, or logging of significant events in the MI CIMS throughout the duration of the emergency or disaster.
<p>The EOP should reflect that the emergency response organization utilizes the MI CIMS to capture critical information during an incident for purposes of documentation and information sharing. Various MI CIMS boards, including the Incident Creation Board, EM Program Status Board, Damage Assessment Board, and Activity Log can be utilized to document and share critical incident information.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ MSP/EMHSD MI CIMS Local End User Manual 	
30.	A description of administration, finance, and logistics.
<p>The EOP should cover the administrative support requirements for incidents, as well as general policies for financial management and the management of resources. This includes administrative protocols during</p>	

emergency operations (e.g., systematic processes to document incident response), finance protocols to make expenditures and recover costs, and logistics considerations and mechanisms to identify and acquire resources.

Additional guidance:

- FEMA CPG 101, pages 75 to 77

31.

A description of the multi-disciplinary planning process and methods used for developing and maintaining the EOP/ Emergency Action Guidelines.

The EOP should describe how the plan is developed and maintained. In addition to describing the planning process and involved stakeholders, the document may reference who is responsible for maintaining the plan, and if there is a schedule for regularly revising the plan and/or conditions that will warrant plan updates outside of a set schedule.

Additional guidance:

- MSP/EMHSD Pub. 201 Local EOP Guidebook, pages 13 to 17
- FEMA CPG 101, pages 43 to 66 and 77 to 78

32.

A list that summarizes the authority of local officials during an emergency (e.g., local emergency management resolution, local NIMS adoption resolution, Michigan Emergency Management Act, Robert T. Stafford Disaster Relief and Emergency Assistance Act, etc.)

The EOP should reference applicable laws, statutes, ordinances, executive orders, and other regulations or formal agreements that are relevant to emergency management in the jurisdiction. This includes regulations that apply to the development and implementation of the plan and itself, and that specify the extent and limits of the emergency authorities of senior officials.

Additional guidance:

- MSP/EMHSD Pub. 201 Local EOP Guidebook, pages 4 to 5
- FEMA CPG 101, pages 78 to 79

33.

A list that summarizes the references used in the development of the EOP (e.g., NIMS doctrine, National Response Framework, Michigan Emergency Management Plan, EMHSD Publications 201 and 201a, etc.).

The EOP should describe reference documents and manuals used to develop the plan. This can include general planning tools such as guidance documents like this document or FEMA CPG 101, doctrine like the FEMA NIMS document and NRF, geospatial information platforms like the FEMA RAPPT, planning-specific training, and other technical references.

Additional guidance:

- MSP/EMHSD Pub. 201 Local EOP Guidebook, pages 18 to 19
- FEMA CPG 101, pages 78 to 79

34.	A statement that the primary annex holders will report to the EOC when it is activated for scheduled exercises or incident response or will coordinate other EOC coverage for the annex.
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The EOP should designate agencies and personnel that will represent their annex functions at the EOC during incidents and exercises to facilitate responsiveness and collaborative incident management. This could be achieved by designating specific representatives or positions within an agency. When a primary annex holder is unavailable, the agency should designate a suitable replacement if a line of succession is not already pre-identified.

Additional guidance:

- FEMA CPG 101, page 28
- FEMA Local and Tribal NIMS Integration, page 8

35.	Procedures for the inspection, designation, and documentation of damaged structures.
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The EOP should describe how the emergency response organization intends to document damage from incidents to determine the extent of community impacts, identify local needs and relevant actions to address those needs, and to validate local emergency declarations and requests for state and federal assistance. The jurisdiction should assess private damages sustained by individuals, households, and businesses, as well as damages to public property and infrastructure, and notify residents of ongoing assessments.

Considerations regarding damage assessments are generally included in a Damage Assessment Annex for plans that utilize the functions-based annex format, or in an ESF 3 – Public Works and Engineering Annex (due to engineering expertise that can be utilized for the inspection of damages) and/or ESF 5 – Information and Planning Annex (due to the collection and synthesizing of incident information under this ESF) for plans that utilize the ESF annex format.

Additional guidance:

- MSP/EMHSD Pub 901 Damage Assessment Handbook
- FEMA CPG 101, page 99
- FEMA Preliminary Damage Assessment Guide

36.	Procedures for coordinating the community fire service assets.
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The EOP should describe how firefighting resources and capabilities will be coordinated for the detection and suppression of wild land, rural, and urban fires, and any fires that result from or occur coincidentally with an ongoing incident.

Considerations regarding the coordination of fire assets are typically included in the Fire Services Annex for plans that utilize the functions-based annex format, or in an ESF 4 – Firefighting Annex for plans that utilize the ESF annex format.

Additional guidance:

- FEMA CPG 101, page 87

37.	Procedures for coordinating community law enforcement and public safety assets required to respond to an emergency or disaster.
<p>The EOP should describe how law enforcement and public safety resources and capabilities will be coordinated during incidents to ensure the safety of all residents, maintain law and order, protect public and private property, and provide protection for essential industries, supplies, and facilities.</p> <p>Considerations regarding the coordination of law enforcement and public safety assets are typically included in the Public Safety Annex for plans that utilize the functions-based annex format, or in an ESF 13 – Public Safety and Security Annex for plans that utilize the ESF annex format.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA CPG 101, page 87 	
38.	Procedures for the medical care and the transportation of on-scene responders or injured people to appropriate hospitals during disaster or emergency situations.
<p>The EOP should describe how emergency medical services will be coordinated to ensure emergency medical personnel can provide initial treatment, contain and stabilize the incident, and facilitate patient transport for injured or sick disaster survivors and responders.</p> <p>Considerations regarding the coordination of emergency medical care are typically included in the Public Health and Medical Services Annex or in a separate Emergency Medical Services Annex for plans that utilize the functions-based annex format, or in an ESF 8 – Public Health and Medical Services Annex for plans that utilize the ESF annex format.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA CPG 101, pages 96 to 97 	
39.	Procedures for coordinating public health assets and response systems to minimize and prevent health-related impacts of emergencies or disasters.
<p>The EOP should describe how public health protocols are managed during an incident, and health threats will be addressed. This may include issues such as health surveillance, provision of medical personnel, equipment, and supplies, disease outbreak response, distribution of medications and vaccines, and public messaging assistance for health-related issues.</p> <p>Public Health EOPs and other plans and procedures by local health departments may be referenced in the EOP.</p> <p>Public health considerations are typically included in the Public Health and Medical Services Annex or a separate Public Health Annex for plans that utilize the functions-based annex format, or in an ESF 8 – Public Health and Medical Services Annex for plans that utilize the ESF annex format.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA CPG 101, pages 95 to 96 	

40.	Procedures to coordinate the provision of life-sustaining resources, essential services, and statutory programs to meet the mass care and human services needs of disaster survivors.
<p>The EOP should describe how human services will be coordinated to meet the disaster-related needs of impacted individuals and households, and family assistance to support and resources to help them recover will be provided.</p> <p>Life-sustaining services are provided to meet immediate needs such as shelter, hydration, feeding, and reunification support. Essential services may include issues such as debris removal from residences and mud-outs or tear-outs, transportation coordination, childcare services, emotional care and counseling, financial assistance and counseling, and casework and management.</p> <p>Human services considerations are typically included in Mass Care, Emergency Assistance, Housing, and Human Services Annex (or Human Services Annex) for plans that utilize the functions-based annex format, or in an ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services Annex for plans that utilize the ESF annex format.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA CPG 101, pages 88 to 91 	

41.	Methods to rescue, provide care, and account for the essential needs of household pets and service animals during and following an emergency or disaster.
<p>The EOP should describe how the emergency response organization will coordinate the needs of pets, service animals, and their owners. The safety of pets may impact the emotional well-being and actions of disaster survivors (e.g., families may not evacuate without their pets, etc.), and individuals with service animals need to be able to rely on their support. Not providing support for animals may also lead to the abandonment or neglect of pets.</p> <p>Considerations regarding rescue and care of pets and service animals are typically included in the Organization and Assignment of Responsibilities section of the Base Plan and/or in the functional annexes to the plan. For plans that utilize the functions-based annex format, pet and service animal-related concerns may be covered in the Mass Care, Emergency Assistance, Housing, and Human Services Annex, Public Health and Medical Services Annex, and/or other annexes. In plans utilizing the ESF annex format, they may be included in the ESF 11 – Agriculture and Natural Resources Annex, ESF 8 - Mass Care, Emergency Assistance, Housing, and Human Services Annex, and/or other annexes.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA CPG 101, pages 88 to 91 ▪ FEMA NDEMU Course IS-11.A: Animals in Disasters: Community Planning 	

42.	Procedures for providing accurate, coordinated, timely, and accessible emergency or disaster-related information to the public.
<p>The EOP should describe how accurate, timely, and actionable information is disseminated to the public and media. This includes the release of information related to incidents that are ongoing or in the recovery phase (for example through a JIS including a JIC), and pre-incident information such as education materials. Information should be coordinated among relevant stakeholders to deliver interagency messaging, address rumors and misinformation, and be accessible to groups and individuals with access and functional needs.</p> <p>Considerations regarding the coordination of public information are typically included in a Public Information Annex for plans that utilize the functions-based annex format, or in an ESF 15 – External Affairs Annex for plans that utilize the ESF annex format.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA CPG 101, pages 97 to 98 ▪ FEMA NIMS Document, pages 42 to 46 	
43.	Procedures for the dissemination of warnings and to communicate response and protective actions to the population (e.g., through alerting systems and Integrated Public Alert and Warning System, activation of Emergency Alert System, radio/television/cable messages, mass notification distribution, door-to-door warnings, sirens, social media, etc.).
<p>The EOP should describe how the jurisdiction receives and disseminates warning information and emergency notifications to the public, including to groups and individuals with access and functional needs. This includes the dissemination of information that a threat or disaster is imminent or has occurred, and protective actions that need to be taken by individuals.</p> <p>Warning considerations are typically included in a Warning Annex or Communications & Warning Annex for plans that utilize the functions-based annex format, or in an ESF 15 – External Affairs Annex for plans that utilize the ESF annex format.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA CPG 101, pages 94 to 95 	
44.	Procedures for conducting public works and engineering functions such as emergency repairs of damaged public infrastructure and critical facilities, and providing technical assistance related to engineering expertise and construction management.
<p>The EOP should describe how public works and engineering functions will be coordinated to carry out and support assessments of damages (particularly to public infrastructure), make emergency repairs to public infrastructure, and provide logistics support by making available resources, supplies, and facilities under the control of public works agencies (such as Public Works/Public Services departments and Road Commissions).</p> <p>Considerations regarding the coordination of public works and engineering functions are typically included in a Public Works Annex for plans that utilize the functions-based annex format, or in an ESF 3 – Public Works and Engineering Annex for plans that utilize the ESF annex format.</p> <p>Additional guidance:</p> <ul style="list-style-type: none"> ▪ FEMA CPG 101, pages 88 to 91 	

45.

Procedures for the clearance and proper disposal of debris.

The EOP should describe how the management of debris will be coordinated during and after debris-generating incidents to reduce risks to public health and safety and support ongoing response and recovery activities. This includes the identification, removal (primarily from public property), collection (including from impacted households), storage, reduction, and disposal of debris.

Considerations regarding the management of debris are typically included in a standalone Debris Management Annex or incorporated into a Public Works Annex for plans that utilize the functions-based annex format, or in an ESF 3 – Public Works and Engineering Annex for plans that utilize the ESF annex format.

Additional guidance:

- FEMA CPG 101, pages 99 to 100
- MSP/EMHSD Intro to Debris Management – Three Things You Should Know