



PENNSYLVANIA EMERGENCY MANAGEMENT AGENCY

PENNSYLVANIA EMERGENCY  
MANAGEMENT AGENCY  
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**EMERGENCY MANAGEMENT  
DIRECTIVE NO. D2002-5**

**SUBJECT:** Requirements for the Preparation, Review and Update of Municipal Emergency Operation Plans (EOPs) and Accompanying Documents

**DATE:** November 25, 2002

**I. PURPOSE**

The purpose of this Directive is to provide policy guidance to boroughs, townships and cities for the preparation, review and update of their municipal emergency operations plans and accompanying documents. Section 7503(1) of the Emergency Management Services Code (35 Pa. C.S. Section 7101 *et seq.*) mandates that each borough, township and city in the Commonwealth prepare, maintain and keep current an emergency operations plan for the prevention and minimization of injury and damage caused by an emergency or disaster within the municipality. Each municipality may either prepare and adopt its own emergency operations plan or through an Intergovernmental Cooperation Agreement, prepare and adopt an emergency operations plan with one or more other municipalities located within the same county.

In the past, PEMA has encouraged all municipalities to focus their entire planning effort and attention on preparing and maintaining the emergency operations plan. PEMA now wants to encourage all municipalities to shift their attention and efforts away from the "plan" to a more comprehensive and meaningful "planning process" that includes not only an EOP but also a more dynamic set of checklists and a complete and accurate notification and resource manual. By placing more emphasis on a municipality's planning process instead of on the preparation of its written plan, PEMA believes that all municipal elected officials, municipal emergency management coordinators and their staffs will be better prepared to respond to actual or potential disaster emergencies within their municipalities. This will, in turn, better protect the health, safety and welfare of the municipality's citizens.

In order to accomplish this goal, this Directive provides policy guidelines for implementing the new emergency management planning process at the municipal level of government in Pennsylvania.

**II. AUTHORITY**

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

**III. DEFINITIONS**

A. *Municipal EOP or Plan* – The municipal document approved by a municipality's elected body, through the passage of a municipal resolution, which describes the hazards, vulnerabilities, emergency management situations and assumptions that affect the municipality, the concept of operations of the municipality during an emergency, and the

various roles and assignments of the municipality's elected officials, emergency management coordinator and other emergency response personnel. This document is a public document.

- B. *Municipal emergency response checklists* – A separate document that is intended to supplement the municipal EOP by establishing a detailed list of emergency response actions to be performed by elected officials, the emergency management coordinator and other emergency response personnel during the occurrence of an actual or potential disaster emergency within the municipality. The municipal checklists are reviewed and revised by the municipal emergency management coordinator or another individual selected by the municipality's elected officials. Their review occurs after the municipality, county or state conducts an emergency management exercise or drill or based upon recommendations contained in exercise or real event after-action reports. Because of this fact, this document does not need to be formally promulgated by the municipality's elected body. This document is not a public document.
- C. *Municipal Notification and Resource Manual* – A separate document that is intended to supplement the municipal EOP and the municipal emergency response checklists by establishing a comprehensive notification and resource list of emergency response personnel, equipment, supplies and other resources that can be mobilized and used by the municipality's elected officials during the occurrence of an actual or potential disaster emergency within the municipality. The municipal Notification and Resource Manual is periodically reviewed and updated by the municipal emergency management coordinator or another individual selected by the municipality's elected officials. As a result, this document is subject to frequent content changes. Because of this fact, this document does not need to be formally promulgated by the municipality's elected body. This document is not a public document.
- D. *Municipal planning process* – The planning process set forth in this Directive which enables a municipality's elected officials, emergency management coordinator and other selected individuals to review, revise, update and approve the municipality's EOP, emergency response checklists and notification and resource manual.

#### IV. **MUNICIPAL PLANNING PROCESS**

In November 2002, PEMA's Bureau of Plans sent each county emergency management agency three model planning documents which their municipalities must adopt and use in their new municipal emergency management planning process. Those documents consist of the following:

- A. A model municipal EOP;
- B. A model municipal all-hazard emergency response checklist; and
- C. A model municipal Notification and Resource Manual.

By June 20, 2003, all municipalities, with assistance from PEMA and their respective county emergency management agencies, must convert their non-current municipal EOPs to the new model EOP format.

By December 31, 2003, all municipalities must convert their standard operating procedures (SOPs) to the new emergency response checklist format and their Notification and Resource Manuals to the new Notification and Resource Manual format.

In order to assist the county emergency management agencies and all municipal elected officials and their emergency management coordinators in meeting the above deadline, PEMA has adopted the following "planning process" for the preparation, review and update of every municipality's EOP, SOPs/checklists and Notification and Resource Manual.

**A. Municipal EOPs**

1. Persons responsible for review and approval – municipal elected body
2. Current EOP<sup>1</sup> (adopted by a municipal resolution dated not earlier than October 1, 2001 to the effective date of this Directive) – A municipality with a current EOP must review and repromulgate its EOP, using the new model EOP as a guide, within 30 days after one of the following events occurs:
  - A majority of the municipal elected body decides to make any substantive changes to the current EOP.
  - Whenever, due to election turnover or resignation, a majority of the municipality's elected body (e.g. Board of Township Supervisors, Borough Council, City Council, Township Council) consists of new members who did not review and approve the promulgation of the current EOP.
3. No current EOP (e.g. either no promulgated EOP as of the effective date of this Directive or a promulgated EOP adopted by a municipal resolution dated September 30, 2001 or earlier) – A municipality in this category must review and promulgate a new EOP, using the new model EOP as a guide, by not later than June 20, 2003.
4. Repromulgation of EOP – A municipality that promulgates a new municipal EOP at any time after the effective date of this Directive shall only be required to repromulgate that EOP whenever one of the following events occurs:
  - A majority of the municipality's elected body decides to make any substantive changes to the municipal EOP.
  - Whenever, due to election turnover or resignation, a majority of the municipality's elected body consists of new members who did not review and approve the promulgation of the current municipal EOP.

**B. Standard Operating Procedures and Checklists**

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<sup>1</sup> **NOTE:** This Directive rescinds the previous two-year currency requirement for all municipal EOPs. Also, based upon the definition contained in Paragraph III, a municipal EOP no longer includes the emergency response checklists (formerly called SOPs) or the Notification and Resource Manual.

1. Person responsible for review – municipal emergency management coordinator, his designee, or another person selected by the municipality's elected officials <sup>2</sup>
2. Status of standard operating procedures – Conversion to new checklist format
  - Existing standard operating procedures (part of a current EOP) – The person responsible for reviewing the existing SOPs shall convert those SOPs to the new model checklist format by not later than December 31, 2003
  - No existing or outdated standard operating procedures (part of a municipal EOP adopted by a municipal resolution dated September 30, 2001 or earlier) – The person responsible for reviewing and updating the municipality's emergency response checklists shall develop a new municipal emergency response checklist, using the new model checklist format, by not later than December 31, 2003.
3. New municipal EOP – Whenever a municipality's elected body promulgates a new municipal EOP at any time after the effective date of this Directive, the elected body must also review and approve the new model checklist format. This is a one-time approval process. Thereafter, the elected body only needs to review the checklist format when PEMA, a county emergency management agency, or the individual responsible for evaluating the effectiveness of the checklist determines that the previously approved checklist format requires major changes, additions or revisions.
4. Future updates and revisions – The person responsible for evaluating the effectiveness of the municipality's checklists must review the checklists and make any necessary updates and revisions based upon the following:
  - Observations or lessons learned after the occurrence of a state, county and/or municipality-sponsored exercise or drill and/or any recommendations contained in an after-action report of an exercise or drill.
  - Observations or lessons learned after the occurrence of an actual emergency response incident within the municipality or county.

**C. Notification and Resource Manual**

1. Person responsible for maintenance and update – municipal emergency management coordinator, his designee, or another person selected by the municipality's elected officials.<sup>3</sup>
2. Status of Notification and Resource Manual – Conversion to new Notification and Resource Manual format.
  - Existing resource manual (part of a current EOP) – The person responsible for maintaining and updating the municipality's Notification and Resource Manual shall

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<sup>2</sup> **NOTE:** A municipality's elected officials are responsible for this review if they fail to appoint a municipal coordinator or do not select some other person to perform this function.

<sup>3</sup> **NOTE:** A municipality's elected officials are responsible for this review if they fail to appoint a municipal coordinator or do not select some other person to perform this function.

convert the existing resource manual to the new model resource manual format by not later than December 31, 2003.

- No existing or outdated resource manual (adopted by a municipal resolution dated September 30, 2001 or earlier) – The person responsible for maintaining and updating the municipality’s Notification and Resource Manual shall develop a new municipal resource manual, using the new model resource manual format, by not later than December 31, 2003.
3. Future updates and revisions of Notification and Resource Manual – The person responsible for maintaining the accuracy and completeness of the municipality’s Notification and Resource Manual shall review and update the manual on the following schedule:
- Review the manual every 3 months and make any necessary changes, additions or deletions to the notification and resource lists and report those changes to the municipality’s elected officials when deemed appropriate or necessary.
  - At least once a year, conduct a thorough review of the notification and resource manual for completeness and report any serious deficiencies, lack of personnel or other resources or other related problems to the municipality’s elected officials and the appropriate county emergency management agency.

V. **ACCOMPANYING DOCUMENT**

Please read and use the “Comments and Instructions for Completing the 2003 Municipal EOP and Checklists” which accompanies this Directive.

VI. **EFFECTIVE DATE**

This Directive is effective on November 25, 2002



David L. Smith  
Director

Distribution:  
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