**Local CEMP Template Guide**

**Purpose and Use**

This companion guide was created to support local jurisdictions in developing or updating their Comprehensive Emergency Management Plan (CEMP) using the Local CEMP Template. While the template incorporates much of the foundational content necessary to meet federal and state requirements, it should be thoroughly reviewed and customized to reflect each jurisdiction’s unique needs, authorities, and local context.

The template is structured with the intent of framing the Base Plan as a strategic document, appropriate for public and leadership audiences, while allowing annexes to remain operational. This structure promotes clarity of roles and responsibilities, aligns with the National Preparedness Goal and Core Capabilities, and provides a streamlined foundation for annex development and operational planning.

The template content draws directly from:

* The National Incident Management System (NIMS)
* National Planning Frameworks
* FEMA’s Comprehensive Preparedness Guide (CPG) 101
* Washington State’s CEMP

These references help align local planning efforts with broader emergency management frameworks while supporting coordination across jurisdictions and agencies.

This template is designed to ease the planning burden by offering a solid foundation – a Base Plan that requires minimal ongoing upkeep. The goal is to allow planners more time and energy to focus on the operational annexes, where detailed functional planning takes place.

You are encouraged to modify, remove, or expand any part of the pre-populated content to better reflect your jurisdiction’s perspective, capabilities, and priorities, as long as you are still meeting legal requirements. A helpful method is to read through each section and rephrase it in your own voice or through the lens of your local operations.

If you have any questions or would like additional support, feel free to reach out!

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# **Promulgation**

Promulgation is the process that officially announces/declares a plan (or law). The promulgation document gives the plan official status. It gives both the authority and the responsibility to organizations to perform their tasks. It should also mention the responsibilities of tasked organizations regarding preparing and maintaining their own procedures/guidelines and commit those organizations to carrying out training, exercise, and plan maintenance needed to support the plan. In addition, the promulgation document allows senior officials to affirm their support for emergency management.

# **Approval and Implementation**

The approval and implementation page introduces the plan, outlines its applicability, and indicates that it supersedes all previous plans. It should include a delegation of authority for specific modifications that can be made to the plan and by whom they can be made without the senior official’s signature. It should also include a date and should be signed by the senior official(s). [e.g., governor, tribal leader(s), mayor, county judge, commissioner(s)]

# **Record of Changes**

| Change Number:YR-XXX | Date of Change:MM/YYYY | Change Summary/Sections Affected |
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Try to maintain a running list of changes/revisions throughout the 5-year review cycle. Doing so will allow for tracking and status information related to planning progress, correlating to your EMPG justifications, and serving as your locally driven legal documentation related to your own development and maintenance schedule.

# **Record of Distribution**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| Agency / Organization / Entity | Position Name | Date of Delivery:MM/YYYY | Number of Copies/Format | Receipt, Review, & Acceptance |
|  |  |  | (#) [ ]  Hardcopy(#) [ ]  Digital | [ ]  Receipt[ ]  Review[ ]  Acceptance |
|  |  |  | (#) [ ]  Hardcopy(#) [ ]  Digital | [ ]  Receipt[ ]  Review[ ]  Acceptance |
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# **Introduction**

## **Purpose**

The basic plan provides an overview of the jurisdiction’s approach to emergency operations. It identifies emergency response policies, describes the response organization, and assigns tasks. Although the basic plan guides the development of the more operationally oriented annexes, its primary audience consists of the jurisdiction’s senior official, his or her staff, agency heads, and the community. The elements listed in this section should meet the needs of this audience, while providing a solid foundation for the development of supporting annexes.

What is Emergency Management in your jurisdiction? What are the reasons for developing a CEMP?

## **Scope**

What this plan covers- the types of emergencies or disasters the plan applies to (i.e., local emergencies, statewide disasters, terrorist attacks).

Who is involved- the organizations, agencies, or individuals that play a role in implementing the plan

Where it applies- the geographic areas this plan is designed for

When this plan is activated- the conditions or situations that trigger the use of this plan

## **Situation Overview**

Provide a brief description of what has been done to identify the jurisdiction’s hazard profile. (i.e., mitigation planning, THIRA/HIRA/HIVA, etc.). What is Emergency Management dealing with in your jurisdiction? What do they need to be aware of?

The situation overview provides a general discussion of:

* Risk, to include relative probability and impact of the hazards
* Geographic areas likely to be affected by hazards
* Vulnerable facilities (i.e., nursing homes, schools, hospitals, infrastructure)
* Population distribution and locations, including any concentrated populations of individuals with disabilities and others with access and functional needs (AFN) or limited English proficiency (LEP), as well as unaccompanied minors and children in day care and school settings
* Dependencies on other jurisdictions for critical resources
* The jurisdiction’s process to determine its capabilities and limitations in preparing for and responding to the defined hazards
* The actions taken in advance to minimize an incident’s impacts, including short- and long-term strategies

### **Hazard Assessment Summary**

Summarize the major findings from a completed analysis of the hazards or threats likely to impact the jurisdiction and how the jurisdiction expects to receive (or provide) assistance within its regional response structures.

[*Insert Hazard Matrix*]

Insert the Impact vs. Probability matrix developed as part of either your mitigation planning or your THIRA/hazard identification and vulnerability/risk assessment.

If your jurisdiction has a Hazard Mitigation Plan in place, this section should summarize, pull from, and direct to the mitigation plan to ensure that the information in either plan does not contradict the other.

## **Planning Assumptions**

Planning assumptions identify what the planning team assumes to be facts for planning purposes to make it possible to execute the plan. During operations, the assumptions indicate areas to adjust in the plan as the facts of the incident become known.

Leave this section blank until the end. Develop your CEMP using an all-hazards approach, focusing on comprehensive preparedness without imposing unnecessary constraints at the beginning. As you review the plan, pay attention to any questions that arise, as they may indicate the need to include specific planning assumptions. Rather than attempting to define assumptions too early, allow them to emerge naturally as you work through challenging aspects of the plan. Revisit this section once the CEMP is fully developed or when critical questions arise that require an assumption to move forward.

# **Concept of Operations**

## **General**

This section explains in broad terms the decision maker’s or leader’s intent regarding an operation. This section is to give an overall picture of how the response organization accomplishes a mission or set of objectives to reach a desired end state. Ideally, it offers a clear methodology to realize the goals and objectives to execute the plan. This may include a brief discussion of the interface between field responders and the jurisdiction’s EOC. It may touch on direction and control, alert and warning, and continuity topics that the annexes deal with more fully.

### **Plan Activation**

Describe wo has the authority to activate the plan (i.e., emergency management agency, senior official, state official, fire/police chief).

## **Whole Community Involvement**

Below is a decent synopsis of the Whole Community, legally reviewed at the state level, that helps define what it is to actually include the Whole Community in your planning efforts. Feel free to include some or all (with adjustments as appropriate for your jurisdiction) of the following in your CEMP.

The Whole Community is defined by the Federal government as:

“Whole Community is a means by which residents, emergency management practitioners, organizational community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests. Whole Community includes individuals and families, including those identified as at-risk or vulnerable populations; businesses; faith-based and community organizations; nonprofit groups; schools and academia; media outlets; and all levels of government, including state, local, tribal, territorial, and federal partners.”

Involving the Whole Community is a means by which Washington State residents, businesses, non-profit organizations, emergency management practitioners, organizational and community leaders, and government officials at all levels can collectively identify and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests. The Whole Community approach in Washington State attempts to engage the full capacity of the public, private, and nonprofit sectors. This includes businesses, faith-based and disability organizations, and the public, including people with Access and Functional Needs (AFN), people covered under the Americans with Disabilities Act (ADA), people with Limited English Proficiency (LEP), and culturally diverse populations. This engagement is in conjunction with the participation of local, tribal, state, and federal governmental partners.

State and local governments carrying out emergency response and providing disaster assistance shall comply with all applicable non-discrimination provisions contained in RCW 49.60, Discrimination - Human Rights Commission, as well as in Public Law 110-325, Americans with Disabilities Act (ADA) of 1990 as amended (42 U.S.C. 12101 et seq.), and other applicable nondiscrimination laws.

Executive Order 13166, Improving Access to Services for Persons with Limited English Proficiency (August 11, 2000), requires federal agencies to issue guidance to grant recipients, assisting such organizations and entities in understanding their language access obligations. Providing meaningful access for persons with LEP may entail providing language assistance services, including oral interpretation and written translation. The Department of Homeland Security (DHS) published the required grant recipient guidance in April 2011, Guidance to Federal Financial Assistance Recipients Regarding Title VI Prohibition Against National Origin Discrimination Affecting Limited English Proficient Persons, 76 Federal Register, pages 21755-21768 (April 18, 2011). The guidance provides helpful information such as how a grant recipient can determine the extent of its obligation to provide language services, selecting language services, and elements of an effective plan on language assistance for LEP persons.

The term Access and Functional Needs (AFN) has replaced “special needs,” “vulnerable,” “high-risk,” and similar terms. People with access or functional needs may have additional needs before, during, or after an incident in functional areas including, but not limited to, communication, maintaining health, independence, support, safety, self-determination, and transportation. Individuals in need of additional response assistance may include people who have disabilities, who live in institutionalized settings, who are older adults, who are children, who are from diverse cultures, who have limited English proficiency or who are non-English speaking, or who are transportation disadvantaged. (National Preparedness Goal, September 2015).

The Pets Evacuation and Transportation Standards (PETS) Act of 2006 (42 U.S.C. 5170b, 5196, and 5196b) amends the Stafford Act to ensure state and local emergency preparedness operational plans address the needs of individuals with household pets and service animals following a major disaster or emergency.

## **Operational Objectives**

Below is a summary of the Operational Objectives (Incident Management an NIMS Components to Achieve Priorities) of an emergency management organization. Feel free to include some or all (with adjustments as appropriate for your jurisdiction) of the following in your CEMP.

### **Incident Management**

* Operational objectives are based on the following Life Safety;
* Incident Stabilization;
* Protection of Property;
* Protection of the Environment; and
* Meet Basic Human Needs.

### **NIMS Components to Achieve Priorities**

Incident management priorities include saving lives, stabilizing the incident, and protecting property and the environment. To achieve these priorities, incident personnel apply and implement NIMS components in accordance with the principles of flexibility, standardization, and unity of effort.

* *Flexibility* – allows NIMS to be scalable and, therefore, applicable for incidents that vary widely in terms of hazard, geography, demographics, climate, and cultural or organizational authorities.
* *Standardization* – defines standard organizational structures that improve integration and connectivity among jurisdictions and organizations; defines standard practices that allow incident personnel to work together effectively and foster cohesion among the various organizations involved and includes common terminology to enable effective communication.
* *Unity of Effort* – coordinating activities among various organizations to achieve common objectives. Unity of effort enables organizations with specific jurisdictional responsibilities to support each other while maintaining their own authorities.

### **Request for a Proclamation of Emergency**

Describe the process, templates, and individuals involved in requesting a proclamation of emergency and how the proclamation will be coordinated with neighboring jurisdictions and the state.

# **Direction, Control, and Coordination**

This section describes the framework for all direction, control, and coordination activities. It identifies who has tactical and operational control of response assets. It also explains how multi-jurisdictional coordination systems support organizations coordinating efforts across jurisdictions while allowing each jurisdiction to retain its own authorities.

## **Multi-Jurisdictional Coordination**

Discuss multi-jurisdictional coordination systems and processes used during an emergency. Explain how these systems support organizations coordinating efforts across jurisdictions while allowing each jurisdiction to retain its own authorities.

## **Horizontal Integration**

Provide information on how department and agency plans nest into the CEMP at your level of government. The integration methods and the plans may look different depending on the jurisdiction, but this section should focus on the lateral integration of planning efforts. (i.e., the county EM organization’s CEMP cross-referencing any planning efforts already established at the county departments; linkage with a county Hazard Mitigation Plan, county Recovery Plan, etc.) This is simply a place to recognize the other planning efforts occurring at the same level of government within your jurisdiction (i.e., county to county; city to city, etc.).

The following figure (or an alternative with the names/types of plans as appropriate for your jurisdiction) may be a useful way to graphically depict the horizontal integration of emergency management plans in your jurisdiction.



Figure #:

## **Vertical Integration**

Provide information on how the CEMP layers into higher-level plans and how lower-level plans are expected to layer into the CEMP. This is the place to describe how this CEMP includes or remains consistent with the planning efforts above and below your jurisdiction. (i.e., a county EM organization’s CEMP describing how it integrates into the State CEMP or regional planning efforts; what has been done to provide similar consistent planning for the responsible cities within the county, such as a framework or template for certain planning efforts) This is the place to recognize planning efforts occurring at other levels of government that engage with your jurisdiction (i.e., city to county, county to state, county to city, etc.).

## **Unity of Effort through Core Capabilities**

The following language and table can be used in your jurisdiction’s CEMP to describe the purpose of and common core capabilities.

The core capabilities contained in the National Preparedness Goal are the distinct critical elements necessary for our success. They are highly interdependent and require us to use existing preparedness networks and activities, coordinate and unify efforts, improve training and exercise programs, promote innovation, leverage and enhance our science and technology capacity, and ensure that administrative, finance, and logistics systems are in place to support these capabilities. The core capabilities serve as both preparedness tools and a means of structured implementation.

| COMMON CORE CAPABILITIES |
| --- |
| Planning |
| Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or tactical-level approaches to meet defined objectives. |
| Public Information and Warning |
| Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard, as well as the actions being taken, and the assistance being made available, as appropriate. |
| Operational Coordination |
| Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of Core Capabilities. |

Table #: Common Core Capabilities

| SHARED PREVENTION & PROTECTION CORE CAPABILITIES |
| --- |
| Intelligence and Information Sharing |
| Provide timely, accurate, and actionable information resulting from the planning, direction, collection, exploitation, processing, analysis, production, dissemination, evaluation, and feedback of available information concerning physical and cyber threats to the United States, its people, property, or interests; the development, proliferation, or use of WMDs; or any other matter bearing on U.S. national or homeland security by local, state, tribal, territorial, Federal, and other stakeholders. Information sharing is the ability to exchange intelligence, information, data, or knowledge among government or private sector entities, as appropriate. |
| Interdiction and Disruption |
| Delay, divert, intercept, halt, apprehend, or secure threats and/or hazards. |
| Screening, Search, and Detection |
| Identify, discover, or locate threats and/or hazards through active and passive surveillance and search procedures. This may include the use of systematic examinations and assessments, bio-surveillance, sensor technologies, or physical investigation and intelligence. |

Table #: Shared Prevention and Protection Core Capabilities

### **Prevention Mission**

The following language and table can be used in your jurisdiction’s CEMP to describe the prevention mission area core capabilities.

Prevention includes those capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. Unlike other mission areas, which are all-hazards by design, Prevention core capabilities are focused specifically on imminent terrorist threats, including on-going attacks or stopping imminent follow-on attacks.

| PREVENTION CORE CAPABILITIES |
| --- |
| Forensics and Attribution |
| Conduct forensic analysis and attribute terrorist acts (including the means and methods of terrorism) to their source, to include forensic analysis as well as attribution for an attack and for the preparation for an attack, in effort to prevent initial or follow-on acts and/or swiftly develop counter-options. |

Table #: Prevention Core Capabilities

### **Protection Mission**

The following language and table can be used in your jurisdiction’s CEMP to describe the protection mission area core capabilities.

Protection includes the capabilities to safeguard the homeland against acts of terrorism and human caused or natural disasters. It focuses on actions to protect our people, our vital interests, and our way of life.

| PROTECTION CORE CAPABILITIES |
| --- |
| Access Control and Identity Verification |
| Apply and support necessary physical, technological, and cyber measures to control admittance to critical locations and systems. |
| Cybersecurity |
| Protect (and, if needed, restore) electronic communications systems, information, and services from damage, unauthorized use, and exploitation. |
| Physical Protective Measures |
| Implement and maintain risk-informed countermeasures and policies protecting people, borders, structures, materials, products, and systems associated with key operational activities and critical infrastructure sectors. |
| Risk Management for Protection Programs and Activities |
| Identify, assess, and prioritize risks to inform Protection activities, countermeasures, and investments. |
| Supply Chain Integrity and Security |
| Strengthen the security and resilience of the supply chain. |

Table #: Protection Core Capabilities

### **Mitigation Mission**

The following language and table can be used in your jurisdiction’s CEMP to describe the mitigation mission area core capabilities.

Mitigation includes those capabilities necessary to reduce loss of life and property by lessening the impact of disasters. It is focused on the premise that individuals, the private and nonprofit sectors, communities, critical infrastructure, and the Nation as a whole are made more resilient when the consequences and impacts, the duration, and the financial and human costs to respond to and recover from adverse incidents are all reduced.

| MITIGATION CORE CAPABILITIES |
| --- |
| Community Resilience |
| Enable the recognition, understanding, communication of, and planning for risk, and empower individuals and communities to make informed risk management decisions necessary to adapt to, withstand, and quickly recover from future incidents. |
| Long-term Vulnerability Reduction |
| Build and sustain resilient systems, communities, and critical infrastructure and key resources lifelines so as to reduce their vulnerability to natural, technological, and human-caused threats and hazards by lessening the likelihood, severity, and duration of the adverse consequences. |
| Risk and Disaster Resilience Assessment |
| Assess risk and disaster resilience so that decision makers, responders, and community members can take informed action to reduce their entity’s risk and increase its resilience. |
| Threats and Hazards Identification |
| Identify the threats and hazards that occur in the geographic area; determine the frequency and magnitude; and incorporate this into analysis and planning processes so as to clearly understand the needs of a community or entity. |

Table 5: Mitigation Core Capabilities

The following table can be used in your jurisdiction’s CEMP to describe the shared response and recovery mission areas core capabilities.

| SHARED RESPONSE & RECOVERY CORE CAPABILITY |
| --- |
| Infrastructure Systems |
| Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community. |

Table #: Shared Response and Recovery Core Capabilities

### **Response Mission**

The following language and table can be used in your jurisdiction’s CEMP to describe the response mission area core capabilities.

Response includes those capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred. It is focused on ensuring that the Nation is able to effectively respond to any threat or hazard, including those with cascading effects. Response emphasizes saving and sustaining lives, stabilizing the incident, rapidly meeting basic human needs, restoring basic services and technologies, restoring community functionality, providing universal accessibility, establishing a safe and secure environment, and supporting the transition to recovery.

| RESPONSE CORE CAPABILITIES |
| --- |
| Critical Transportation |
| Provide transportation (including infrastructure access and accessible transportation services) for response priority objectives, including the evacuation of people and animals and the delivery of vital response personnel, equipment, and services into the affected areas. |
| Environmental Response/Health & Safety |
| Conduct appropriate measures to ensure the protection of the health and safety of the public and workers, as well as the environment, from all hazards in support of responder operations and the affected communities. |
| Fatality Management Services |
| Provide fatality management services, including decedent remains recovery and victim identification, and work with local, state, tribal, territorial, insular area, and Federal authorities to provide mortuary processes, temporary storage or permanent internment solutions, sharing information with mass care services for the purpose of reunifying family members and caregivers with missing persons/remains, and providing counseling to the bereaved. |
| Fire Management & Suppression |
| Provide structural, wildland, and specialized firefighting capabilities to manage and suppress fires of all types, kinds, and complexities while protecting the lives, property, and environment in the affected area. |
| Logistics & Supply Chain Management |
| Deliver essential commodities, equipment, and services in support of impacted communities and survivors, to include emergency power and fuel support, as well as the coordination of access to community staples. Synchronize logistics capabilities and enable the restoration of impacted supply chains. |
| Mass Care Services |
| Provide life-sustaining and human services to the affected population, to include hydration, feeding, sheltering, temporary housing, evacuee support, reunification, and distribution of emergency supplies. |
| Mass Search & Rescue Operations |
| Deliver traditional and atypical search and rescue capabilities, including personnel, services, animals, and assets to survivors in need, with the goal of saving the greatest number of endangered lives in the shortest time possible. |
| On-scene Security, Protection, & Law Enforcement |
| Ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities located within affected areas and also for response personnel engaged in lifesaving and life-sustaining operations. |
| Operational Communications |
| Ensure the capacity for timely communications in support of security, situational awareness, and operations, by any and all means available, among and between affected communities in the impact area and all response forces. |
| Public Health, Healthcare, & Emergency Medical Services |
| Provide lifesaving medical treatment via Emergency Medical Services and related operations and avoid additional disease and injury by providing targeted public health, medical, and behavioral health support and products to all affected populations. |
| Situational Assessment |
| Provide all decision makers with decision-relevant information regarding the nature and extent of the hazard, any cascading effects, and the status of the response. |

Table #: Response Core Capabilities

### **Recovery Mission**

The following language and table can be used in your jurisdiction’s CEMP to describe the recovery mission area core capabilities.

Recovery includes those capabilities necessary to assist communities affected by an incident to recover effectively. Support for recovery ensures a continuum of care for individuals to maintain and restore health, safety, independence, and livelihoods, especially those who experience financial, emotional, and physical hardships. Successful recovery ensures that we emerge from any threat or hazard stronger and positioned to meet the needs of the future. Recovery capabilities support well-coordinated, transparent, and timely restoration, strengthening, and revitalization of infrastructure and housing; an economic base; health and social systems; and a revitalized cultural, historic, and environmental fabric.

| RECOVERY CORE CAPABILITIES |
| --- |
| Economic Recovery |
| Return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in an economically viable community. |
| Health & Social Services |
| Restore and improve health and social services capabilities and networks to promote the resilience, independence, health (including behavioral health), and well-being of the whole community. |
| Housing |
| Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience. |
| Natural & Cultural Resources |
| Protect natural and cultural resources and historic properties through appropriate planning, mitigation, response, and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and best practices and in compliance with applicable environmental and historic preservation laws and Executive orders. |

Table #: Recovery Core Capabilities

# **Organization**

This section provides an overview of the key functions that organizations should accomplish during an emergency, including the roles that federal, state, local, tribal, territorial, insular area, regional, and private sector organizations play to support local operations.

In addition, this is where a jurisdiction discusses the option that it uses to organize emergency management— ESF, agency and department, functional areas of ICS or a hybrid. The selected management structure determines what type of annexes that the CEMP includes.

## **Jurisdictional Organizational Structure**

What does the day-to-day structure of your jurisdiction look like? It often helps to look at how your jurisdiction operates under normal circumstances to best determine how to organize during emergency situations. Keeping responsibilities, tasks, and structures as close to normal/day-to-day operations during an emergency often leads to more effective and efficient management of that emergency.

The following graphic can be used as a starting point to represent your jurisdiction’s organizational structure.

Figure #: Description

## **Emergency Organizational Structure**

The following language can be used in your jurisdiction’s CEMP to describe ICS and EOC/ECC organizational structures. You may want to consolidate language to that which is relevant to your jurisdiction before using it in your CEMP.

ICS and EOC/ECC organizational structures develop in a modular fashion based on an incident’s size, complexity, and hazard environment. Responsibility for establishing and expanding ICS organizations and EOC/ECC teams ultimately rests with the Incident Commander (or Unified Command) and EOC/ECC director. Responsibility for functions that subordinates perform defaults to the next higher supervisory position until the supervisor delegates those responsibilities. As incident complexity increases, the Incident Commander, Unified Command, EOC director, and subordinate supervisors delegate additional functional responsibilities, expanding the emergency organization structure.

Maintaining an appropriate span of control helps ensure an effective and efficient incident management operation. It enables management to direct and supervise subordinates and to communicate with and manage all resources under their control. The optimal span of control for incident management is one supervisor to five subordinates; however, effective incident management frequently necessitates ratios significantly different from this.

Bringing together representatives from various stakeholders and partner organizations in EOCs/ECCs optimizes unity of effort and enables staff to share information, provide legal and policy guidance to on-scene personnel, plan for contingencies, deploy resources efficiently, and generally provide whatever support is required. The composition of EOC/ECC teams may also vary depending on the nature and complexity of the incident or situation. Regardless of which organizations are represented, all EOC/ECC teams receive oversight from elected and/or appointed officials such as governors, tribal leaders, mayors, and city managers. They typically make decisions regarding priorities and on issues such as emergency declarations, large-scale evacuations, access to extraordinary emergency funding, waivers to ordinances and regulations, and adjudication of scarce resources.

The following graphic can be used as a starting point to represent your jurisdiction’s emergency organizational structure within the EOC/ECC. Traditional ICS format is typically found at both the incident and EOC/ECC levels. Usually the EOC/ECC places most of the ESFs in the Operations Section, apart from maybe ESF 5 under Planning and ESF 7 under Logistics.

Figure #: Incident Command System (ICS) EOC Structure

The newer NIMS model follows ICS but is built for EOC/ECC structures. The Incident Support Model (ISM) moves away from Incident Command and focuses on the supporting roles typically found in the EOC/ECC. The ISM can include any type of CEMP format chosen (i.e., traditional/functional, ESF, or department-focused) and still integrate into the model for efficient EOC/ECC operations.

Figure #: Incident Support Model (ISM) EOC Structure

Smaller jurisdictions, even counties, may find this structure, the agency/departmental-focused model, more beneficial. This can work as both your CEMP format and your EOC/ECC structure, often clarifying the lines of incident management and allowing for better collaboration.

Figure #: Departmental EOC Structure

These three recommended structures come from NIMS and CPG 101. Pick one of these formats/structures and delete the other examples or create a structure that works for you and explain it here. Too often we use long paragraphs to explain the organizational structure employed. Instead, try developing a well thought out diagram such as the ones above. Feel free to expand even farther to help explain your jurisdiction’s relationships.

## **Emergency Operations Center/Emergency Coordination Center**

The following language can be used in your jurisdiction’s CEMP to describe EOC/ECCs if you haven’t done so in a previous section. Please update as is appropriate and relevant to your jurisdiction before using in your CEMP.

EOCs or ECCs are locations where staff from multiple agencies typically come together to address imminent threats and hazards and to provide coordinated support to incident command, on-scene personnel, and/or other EOCs. EOCs/ECCs may be fixed locations, temporary facilities, or virtual structures with staff participating remotely.

Primary functions of staff in EOCs/ECCs, whether virtual or physical, include:

* Collecting, analyzing, and sharing information;
* Supporting resource needs and requests, including allocation and tracking;
* Coordinating plans and determining current and future needs; and
* Providing coordination and policy direction.

Agencies and departments also have operations centers. However, these organization-specific operations centers differ from multidisciplinary EOCs. Departmental Operations Center (DOC) staff coordinate their agency or department’s activities. While they communicate with other organizations, EOCs, and may exchange liaisons with other agencies, DOC staff are primarily inward looking, focusing on directing their own assets and operations.

### **Primary/Alternate Locations**

Include the primary and alternate location of your EOC/ECC.

### **Activation Process**

EOCs are activated for various reasons based on the needs of a jurisdiction, organization, or Incident Commander; the context of a threat; the anticipation of events; or in response to an incident. Circumstances that might trigger EOC activation include:

* More than one jurisdiction becomes involved in an incident and/or the incident involves multiple agencies;
* The Incident Commander or Unified Command indicates an incident could expand rapidly, involve cascading effects, or require additional resources;
* A similar incident in the past led to EOC activation;
* The EOC director or an appointed or elected official directs that the EOC be activated;
* An incident is imminent;
* Threshold events described in the emergency operations plan occur; and/or
* Significant impacts to the population are anticipated.

The following graphic can be used as a starting point to represent your jurisdiction’s activation levels.

**Activation Levels**

|  |
| --- |
| LEVEL 1 Full Activation |
| * Description
 |
| LEVEL 2 Partial Activation/Enhanced Steady State  |
| * Description
 |
| LEVEL 3 Normal Operations/Steady State |
| * Description
 |

Define what each of these standardized levels means to your jurisdiction. If there are additional levels, add them but ensure they increase to a full activation (i.e. if using numbers, full activation will always be 1, but maybe your jurisdiction a monitoring level inserted between normal operations and partial activation; the activation levels would shift to be: 3-Normal, 2-Partial, and 1-Full).

### **Deactivation Process**

The following language can be used in your jurisdiction’s CEMP to describe the process your EOC/ECC deactivates. You may want to consolidate language to that which is relevant to your jurisdiction before using it in your CEMP.

The EOC director deactivates EOC staff as circumstances allow, and the EOC returns to its normal operations/steady state condition. Deactivation typically occurs when the incident no longer needs the support and coordination functions provided by the EOC staff or those functions can be managed by individual organizations or by steady-state coordination mechanisms. EOC leadership may phase deactivation depending on mission needs. EOC staff complete resource demobilization and transfer any ongoing incident support/recovery activities before deactivating.

## **Emergency Roles**

Provide a brief description of the emergency roles in your EOC/ECC. Make sure these role descriptions accurately reflect what your expectations are. These descriptions have been pulled from the NIMS doctrine, but that does not mean you can’t move things around to meet your needs and define what you need from your emergency roles.

The following language can be used in your jurisdiction’s CEMP to describe emergency roles in your EOC/ECC organization. You may want to consolidate language to that which is relevant to your jurisdiction before using it in your CEMP.

### **Coordinating**

Coordinators oversee the preparedness activities for a particular capability and coordinate with its primary and support agencies. Responsibilities of the coordinator include:

* Maintaining contact with primary and support agencies through conference calls, meetings, training activities, and exercises.
* Monitoring the progress in meeting the core capabilities it supports.
* Coordinating efforts with corresponding private sector, NGO, and Federal partners.
* Ensuring engagement in appropriate planning and preparedness activities.

### **Primary**

Primary agencies have significant authorities, roles, resources, and capabilities for a particular function within a capability. Primary agencies are responsible for:

* Orchestrating support within their functional area for the appropriate response core capabilities and other missions.
* Notifying and requesting assistance from support agencies.
* Managing mission assignments (in Stafford Act incidents) and coordinating with support agencies, as well as appropriate state officials, operations centers, and other stakeholders.
* Coordinating resources resulting from mission assignments.
* Working with all types of organizations to maximize the use of all available resources.
* Monitoring progress in achieving core capability and other missions and providing that information as part of situational and periodic readiness or preparedness assessments.
* Planning for incident management, short-term recovery operations, and long-term recovery.
* Maintaining trained personnel to support interagency emergency response and support teams
* Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards or to validate and improve capabilities to address changing risks.
* Promoting physical accessibility, programmatic inclusion, and effective communication for the whole community, including individuals with disabilities.

### **Support**

Support agencies have specific capabilities or resources that support primary agencies in executing capabilities and other missions. The activities of support agencies typically include:

* Participating in planning for incident management, short-term recovery operations, long-term-recovery, and the development of supporting operational plans, standard operating procedures, checklists, or other job aids.
* Providing input to periodic readiness assessments.
* Maintaining trained personnel to support interagency emergency response and support teams.
* Identifying new equipment or capabilities required to respond to new or emerging threats and hazards, or to improve the ability to address existing threats.
* Coordinating resources resulting from response mission assignments.

The table below is where you will need to decide what kind of structure you will be using for your annexes, using the ESF, functional, or agency/department focused. List the ESF, functional, or agency/department in each of these boxes identified with a primary role in emergency management.

|  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| MISSION AREA | P – PrimaryS – SupportC - Coordinating | Organization Name/ESF | Organization Name/ESF | Organization Name/ESF | Organization Name/ESF | Organization Name/ESF | Organization Name/ESF | Organization Name/ESF | Organization Name/ESF | Organization Name/ESF | Organization Name/ESF | Organization Name/ESF |
| CORE CAPABILITIES |
| PREVENTION | Planning |  |  |  |  |  |  |  |  |  |  |  |
| Public Information & Warning |  |  |  |  |  |  |  |  |  |  |  |
| Operational Coordination |  |  |  |  |  |  |  |  |  |  |  |
| Intelligence & Information Sharing |  |  |  |  |  |  |  |  |  |  |  |
| Interdiction & Disruption |  |  |  |  |  |  |  |  |  |  |  |
| Screening, Search, & Detection |  |  |  |  |  |  |  |  |  |  |  |
| Forensics & Attribution |  |  |  |  |  |  |  |  |  |  |  |
| PROTECTION | Planning |  |  |  |  |  |  |  |  |  |  |  |
| Public Information & Warning |  |  |  |  |  |  |  |  |  |  |  |
| Operational Coordination |  |  |  |  |  |  |  |  |  |  |  |
| Intelligence & Information Sharing |  |  |  |  |  |  |  |  |  |  |  |
| Interdiction & Disruption |  |  |  |  |  |  |  |  |  |  |  |
| Screening, Search, & Detection |  |  |  |  |  |  |  |  |  |  |  |
| Access Control & Identity Verification |  |  |  |  |  |  |  |  |  |  |  |
| Cybersecurity |  |  |  |  |  |  |  |  |  |  |  |
| Physical Protective Measures |  |  |  |  |  |  |  |  |  |  |  |
| Risk Management for Protection Programs |  |  |  |  |  |  |  |  |  |  |  |
| Supply Chain Integrity & Security |  |  |  |  |  |  |  |  |  |  |  |
| MITIGATION | Planning |  |  |  |  |  |  |  |  |  |  |  |
| Public Information & Warning |  |  |  |  |  |  |  |  |  |  |  |
| Operational Coordination |  |  |  |  |  |  |  |  |  |  |  |
| Community Resilience |  |  |  |  |  |  |  |  |  |  |  |
| Long-term Vulnerability Reduction |  |  |  |  |  |  |  |  |  |  |  |
| Risk & Disaster Resilience Assessment |  |  |  |  |  |  |  |  |  |  |  |
| Threats & Hazards Identification |  |  |  |  |  |  |  |  |  |  |  |
| RESPONSE | Planning |  |  |  |  |  |  |  |  |  |  |  |
| Public Information & Warning |  |  |  |  |  |  |  |  |  |  |  |
| Operational Coordination |  |  |  |  |  |  |  |  |  |  |  |
| Infrastructure Systems |  |  |  |  |  |  |  |  |  |  |  |
| Critical Transportation |  |  |  |  |  |  |  |  |  |  |  |
| Environmental Response/Health & Safety |  |  |  |  |  |  |  |  |  |  |  |
| Fatality Management Services |  |  |  |  |  |  |  |  |  |  |  |
| Fire Management & Suppression |  |  |  |  |  |  |  |  |  |  |  |
| Logistics & Supply Chain Management |  |  |  |  |  |  |  |  |  |  |  |
| Mass Care Services |  |  |  |  |  |  |  |  |  |  |  |
| Mass Search & Rescue Operations |  |  |  |  |  |  |  |  |  |  |  |
| On-scene Security, Protection, & Law Enforcement |  |  |  |  |  |  |  |  |  |  |  |
| Operational Communications |  |  |  |  |  |  |  |  |  |  |  |
| Public Health, Healthcare, & EMS |  |  |  |  |  |  |  |  |  |  |  |
| Situational Assessment |  |  |  |  |  |  |  |  |  |  |  |
| RECOVERY | Planning |  |  |  |  |  |  |  |  |  |  |  |
| Public Information & Warning |  |  |  |  |  |  |  |  |  |  |  |
| Operational Coordination |  |  |  |  |  |  |  |  |  |  |  |
| Infrastructure Systems |  |  |  |  |  |  |  |  |  |  |  |
| Economic Recovery |  |  |  |  |  |  |  |  |  |  |  |
| Health & Social Services |  |  |  |  |  |  |  |  |  |  |  |
| Housing |  |  |  |  |  |  |  |  |  |  |  |
| Natural & Cultural Resources |  |  |  |  |  |  |  |  |  |  |  |

Table #: Assignment of Emergency Roles per Core Capability

# **Responsibilities**

Describe the basic responsibilities associated with each category of the jurisdiction. A helpful reference for this is the foundational information available on Ready.gov. For example, individual community member should consider investing in a preparedness kit, developing a family communication plan, and staying informed about potential hazards. Local organizations are expected to be familiar with the details of the jurisdiction’s CEMP and understand their role in supporting emergency operations. Elected and appointed official should maintain a basic understanding of incident management and ensure that policies and decisions support effective mission area efforts.

The following language can be used in your jurisdiction’s CEMP to describe the responsibilities assigned to each organization that has a mission assignment defined in the plan. You may want to consolidate language to that which is relevant to your jurisdiction before using it in your CEMP.

The goal is to work together, reviewing plans, agreements, and operational initiatives to ensure the whole community can build, sustain, and improve their capability to prepare for, protect against, respond to, recover from, and mitigate all hazards.

## **Elected/Appointed Officials**

|  |  |
| --- | --- |
| All Mission Areas | Jurisdictional chief executives are responsible for the public safety and welfare of the people of their jurisdiction. These officials provide strategic guidance and resources across all five mission areas. Chief elected, or appointed, officials must have a clear understanding of their emergency management roles and responsibilities and how to apply the response core capabilities to make decisions regarding resources and operations during an incident, as needed. Lives may depend on their decisions. Elected and appointed officials also routinely shape or modify laws, policies, and budgets to aid preparedness efforts and improve emergency management and response capabilities. |
| Prevention |  |
| Protection |  |
| Mitigation |  |
| Response | * Chief executives’ response duties may include:
* Obtaining assistance from other government agencies;
* Providing direction for response activities; and
* Ensuring appropriate information is provided to the public
 |
| Recovery | * Has the authority to appoint local recovery leadership that they select or that is selected by a designated recovery management organization
 |

## **Local Government Agencies/Departments**

|  |  |
| --- | --- |
| All Mission Areas | Local governments provide leadership for services such as law enforcement, fire, public safety, environmental response, public health, emergency management, emergency medical services, and public works for all manner of threats, hazards, and emergencies. Local governments are responsible for ensuring all citizens receive timely information in a variety of accessible formats. Department and agency heads collaborate with the emergency manager during the development of local emergency plans and provide key response resources. Participation in the planning process helps to ensure that specific capabilities are integrated into a workable plan to safeguard the community. These department and agency heads (and their staff) develop, plan, and train on internal policies and procedures to meet response needs safely. They also participate in interagency training and exercises to develop and maintain necessary capabilities. |
| Prevention | * Coordinate prevention resources and capabilities with neighboring jurisdictions, the state, and the private and nonprofit sectors
 |
| Protection | * Promote:
* Coordination of ongoing protection plans;
* Implementation of core capabilities; and
* Engagement and information sharing with private sector entities, infrastructure owners and operators, and other jurisdictions and regional entities
* Address unique geographical protection issues, transborder concerns, dependencies and interdependencies among agencies and enterprises, and the establishment of agreements for cross-jurisdictional and public-private coordination
* Local law enforcement agencies are responsible for the protection of life and property, the preservation of peace, the prevention of crime, and the arrest of violators of the law
	+ These agencies respond to incidents, conduct criminal investigations, collect criminal intelligence, and collaborate with other law enforcement agencies to resolve crime; and
	+ They engage in community, private industry, and interagency partnerships to identify and prevent criminal acts, including terrorism and transnational threats
 |
| Mitigation | * Lead pre-disaster recovery and mitigation planning efforts
	+ Provide a better understanding of local vulnerabilities as they relate to risk reduction activities;
	+ Actions to reduce long-term vulnerability are applied in both the pre-disaster planning and the post-disaster recovery activities of the jurisdiction; and
	+ Improve resiliency by preparing for recovery and integrating mitigation policies into the recovery phase to ensure opportunities are not lost for risk reduction during rebuilding
* Assist in making the connection between community resilience priorities and private sector development, most often addressed directly at the local level
 |
| Response | * Prepare for and manage the response and recovery of the community
* Volunteers and Donations: Volunteers and donors support response efforts in many ways, and governments at all levels must plan to incorporate volunteers and donated resources into response activities
 |
| Recovery | * Primary role of planning and managing all aspects of a community’s recovery post-disaster
	+ Focus on business retention and the redevelopment of housing units that are damaged or destroyed; repairing and rebuilding presents an opportunity to promote and integrate mitigation measures into recovery rebuilding strategies and plans;
	+ Find opportunities to share information with the public on the status of recovery efforts to maintain community coordination and focus; and
	+ Document progress made towards objectives and best practices for use in future incidents
* Take the lead in ensuring that recovery needs assessment and planning processes are inclusive and accessible, often by establishing local recovery structures that address overall coordination, sectors impacted, and survivor services
 |

## **Regional Organizations**

|  |  |
| --- | --- |
| All Mission Areas |  |
| Prevention |  |
| Protection |  |
| Mitigation |  |
| Response |  |
| Recovery |  |

## **Private Sector**

|  |  |
| --- | --- |
| All Mission Areas | Private sector entities operate in all sectors of business, commerce, private universities, and industry that support the operation, security, and resilience of global trade systems. Owners and operators of private sector entities and infrastructure should maintain situational awareness and take actions on a continuous basis to promote and build capabilities. |
| Prevention | * Maintain situational awareness of the current threat environment, including potential terrorism-related activities; this awareness allows private sector entities to assist in preventing terrorism by identifying and reporting potential terrorism-related activity to law enforcement
 |
| Protection | * Both private and public sector infrastructure develop and implement:
	+ Risk-based protective programs;
	+ Resilience strategies for infrastructure; and
	+ Related information and operations under their control
* Make investments in security and resilience as necessary components of prudent day-to-day business and continuity of operations planning
* Work together and with public sector entities through established sector coordination bodies established under relevant legal authorities to share information and jointly address public risks
 |
| Mitigation | Mitigation is a sound business practice that reduces disaster losses and quickens restoration of normal operations. Private sector investments in continuity and vulnerability reduction have broad benefits. Private sector entities are essential to improving resilience through planning and long-term vulnerability reduction efforts and the development of regulatory measures that address and manage risks across infrastructure sectors. A more resilient private sector strengthens community resilience by helping to sustain economic vitality and ensuring the delivery of goods and services in the aftermath of a disaster. Among numerous activities that promote and implement the mitigation core capabilities, businesses:* + Analyze and manage their own risks;
	+ Volunteer time and services;
	+ Operate business emergency operations centers;
	+ Help protect America’s infrastructure; and
	+ Promote the return on investment realized from increased resilience, developed continuity of operations plans, and reduced vulnerability
 |
| Response | * Provide for the welfare of their employees in the workplace
* Should have a direct link to emergency managers and, in some cases, be involved in the decision-making process
* Critical infrastructure—such as privately-owned transportation and transit, telecommunications, utilities, financial institutions, hospitals, and other health regulated facilities—should have effective business continuity plans
	+ Unique private sector organizations, including critical infrastructure and regulated entities, may require additional efforts to promote resilience
* Certain regulated facilities or hazardous operations may be legally responsible for preparing for and preventing incidents and responding when an incident occurs
* Participate in state and local preparedness activities by providing resources (donated or compensated) through local public-private emergency plans, or mutual aid and assistance agreements, or in response to requests from government and nongovernmental-volunteer initiatives
 |
| Recovery | * Participate in coordination opportunities during pre-disaster planning processes
* Maintain communication with the recovery officials about the status of operations and supply chains, as well as restoration challenges and timelines
* Businesses that plan for disruption are less likely to go out of business after an incident than those that do not
	+ Develop continuity plans that include actionable, effective, and accessible internal communication processes and protocols to convey critical information
* May provide volunteers, leaders, technical assistance, commodities, and facilities to support the recovery effort
 |

## **Nongovernmental/Volunteer and Community Organizations**

|  |  |
| --- | --- |
| All Mission Areas | Nongovernmental Organizations include voluntary, racial and ethnic, faith-based, veteran-based, and nonprofit organizations that provide sheltering, emergency food supplies, and other essential support services. Communities are groups that share goals, values, and institutions. They are not always bound by geographic boundaries or political divisions. Instead, they may be faith-based organizations, neighborhood partnerships, advocacy groups, academia, social and community groups, and associations. All these groups bring people together in different ways for different reasons, but each provides opportunities for sharing information and promoting collective action by fostering the development and organizational capacity to act toward a common goal. Communities may be the most effective actors to take specific action to manage and reduce their specific risks. |
| Prevention | * May possess the knowledge and understanding of the threats they face and have the capacity to alert authorities of potential terrorism-related information and/or suspicious activities
* Support terrorism prevention activities through information sharing by identifying and reporting potential terrorism-related information to law enforcement
 |
| Protection | * Understand the threats and hazards in their locales
* Promote, implement, and deliver core capabilities within the Protection mission by:
	+ Sharing information;
	+ Establishing protection standards of practice; and
	+ Advocate for, or assistance providers to, the entire range of community members by helping communities, individuals, and households to receive that protection information and resources
* Central role in the development of Protection plans and in identifying and implementing solutions to Protection challenges
	+ As risks transect geographical and jurisdictional boundaries, communities are essential partners for understanding how to manage complex Protection issues across multiple spheres of responsibility
 |
| Mitigation | * Represent communities and many groups in mitigation policy discussions
* Apply a localized understanding of risks to effective planning
	+ Identify strategic mitigation options
* As able, promote and implement mitigation activities without necessarily holding a formal position of authority within a jurisdiction
* May provide training and education to communities, including how-to guides
 |
| Response | * Possess the knowledge and understanding of the vital roles for delivering important services; some are officially designated as support elements to national response capabilities:
	+ The American Red Cross: the American Red Cross is chartered by Congress to provide relief to survivors of disasters and help people prevent, prepare for, and respond to emergencies. Red Cross has a legal status of “a federal instrumentality” and maintains a special relationship with the Federal Government. In this capacity, the American Red Cross supports several ESFs and the delivery of multiple core capabilities.
	+ National Voluntary Organizations Active in Disaster (National VOAD): is the forum where organizations share knowledge and resources throughout the disaster cycle—preparation, response, recovery, and mitigation—to help disaster survivors and their communities. National VOAD is a consortium of approximately 50 national organizations and 55 territorial and state equivalents.
	+ National Center for Missing & Exploited Children (NCMEC). Within the NCMEC, the National Emergency Child Locator Center (NECLC) facilitates the expeditious identification and reunification of children with their families.
* Support the volunteer and donations objective for managing the influx of volunteers and donations to voluntary agencies and all levels of government before, during, and after an incident
	+ The goal is to support jurisdictions affected by disasters through close collaboration with the voluntary organizations and agencies
 |
| Recovery | * Foster relationship building with local emergency management organization
* Maintain access to extended networks through local offices and chapters of the organization, providing contextually based insight and access to potential recovery partnerships and resilience champions
* Play a critical role in the implementation of an inclusive, locally led recovery organization and planning process
* Some NGOs are part of Voluntary Organizations Active in Disaster (VOAD) or Community Organizations Active in Disaster (COAD), which are responsible for meeting disaster-caused unmet needs of disaster survivors
* May note milestones achieved and document best practices for their use and for the benefit of their peers
	+ This information may also be implemented into the planning process for the state VOAD or COAD as appropriate
* May provide experience and subject matter expertise greatly assisting with the management of money, manpower, and materials to meet recovery needs and obligations that otherwise are not funded by government programs
* In addition to collaborating on disaster planning with recovery partners, it is beneficial for NGOs to develop their own plans for how they will support disaster recovery efforts
 |

## **Individual Community Members**

|  |  |
| --- | --- |
| All Mission Areas | Although not formally part of emergency management operations, individuals, families, and households play an important role in emergency preparedness; each can be better prepared in the immediate aftermath of a disaster if they:* Build an emergency kit that includes food, water, battery powered communication devices, and other essential needs
* Prepare emergency plans, with family members who have access and functional needs, to addresses evacuation, sheltering-in-place, and sheltering needs; include medical needs; provisions for their animals, including household pets or service and assistance animals; prepare for the essential needs of their children and ensure children know the family emergency plan
* Contribute to the preparedness and resilience of their households and communities by volunteering with emergency organizations and completing emergency response training courses

Safe, secure, and prepared individuals, families, and households are often less dependent on response services, which, in turn, places fewer responders in hazardous response situations. Those who prepare will reduce their personal stress, be able to reach out to others in need of assistance and be better positioned to actively contribute to post-disaster response and recovery efforts. |
| Prevention | * Identify and report potential terrorism-related activity to law enforcement
	+ Individual vigilance and awareness help communities remain safer and bolster prevention efforts
 |
| Protection | * Understand the threats and hazards in their locales
	+ Acquire an awareness of potential threats and hazards through sources such as news outlets, local emergency management agencies, public information and warning systems, community education campaigns, and information-sharing mechanisms
		- Take risk-informed protective actions based on this knowledge
 |
| Mitigation | Mitigation begins with individual awareness and action; informed decisions facilitate actions that reduce risk and enable individuals, families, and households to better withstand, absorb, or adapt to the impacts of threats and hazards and quickly recover from future incidents. Homeowners who have adequate hazard and flood insurance coverage and take steps to protect their property from hazards common to their area, reduce the impacts of an incident and are less reliant on external assistance to repair or rebuild their homes. * Stay aware of and participate in disaster preparedness efforts in their community
* Become aware of planning efforts regarding floodplain management, building codes, and land use and environmental regulations
* Take actions and the basic steps to prepare themselves for emergencies
	+ Reduce hazards in and around their homes through efforts such as raising utilities above flood level or securing unanchored objects against the threat of high winds
 |
| Response | * Prepare to take care of themselves and their neighbors until assistance arrives
	+ Preparedness should account for a minimum of three days (72 hours)
	+ Due to the unique catastrophic hazard profile in the State of Washington, EMD recommends striving to prepare for 14 days
* Monitor emergency communications and follow guidance and instructions provided by local authorities
 |
| Recovery | * After suffering losses, survivors can:
	+ Maximize any benefits from insurance coverage;
	+ Pursue additional funding through any available personal or loan-based resources;
	+ Apply for local, regional/metropolitan, state, tribal, territorial, insular area, or Federal program assistance that may be available
		- After applying, survivors should:
			* Ensure they follow up on agency requests;
			* Gain full understanding of program processes; and
			* Express any unmet needs
* Get involved in their community’s recovery activities, including providing input in the post-disaster recovery planning process
 |

# **Communications**

This section describes the communication protocols and coordination procedures used between response organizations during emergencies and disasters. It discusses the framework for delivering communication support and how the jurisdiction’s communications integrate into the regional or national disaster communications network.

The following language can be used in your jurisdiction’s CEMP to introduce the relevant communications protocols. You may want to consolidate language to that which is relevant to your jurisdiction before using it in your CEMP.

Leadership, at the incident level and in EOCs, facilitates communication through the development and use of a common communications plan, interoperable communications processes, and systems that include voice and data links. Integrated communications provide and maintain contact among and between incident resources, enable connectivity between various levels of government, achieve situational awareness, and facilitate information sharing. Planning, both in advance of and during an incident, addresses equipment, systems, and protocols necessary to achieve integrated voice and data communications.

The principles of communications and information management, which support incident managers in maintaining a constant flow of information during an incident, are (1) Interoperability; (2) Reliability, Scalability, and Portability; (3) Resilience and Redundancy; and (4) Security. Information and intelligence management includes identifying essential elements of information (EEI) to ensure personnel gather the most accurate and appropriate data, translate it into useful information, and communicate it with appropriate personnel.

## **Interoperable Communications Plans**

This section should identify and summarize separate interoperable communications plans for each communication system you use. This section can be expanded as an annex and is usually supplemented by communications SOPs/SOGs and field guides. The following language can be used in your jurisdiction’s CEMP to summarize federal and state interoperable plans. You may want to consolidate language to that which is relevant to your jurisdiction before using it in your CEMP.

### **Federal**

National Emergency Communications Plan (NECP):

The NECP is the Nation’s strategic plan for emergency communications that promotes communication and sharing of information across all levels of government, jurisdictions, disciplines, and organizations for all threats and hazards, as needed and when authorized.

### **State**

The Alert and Warning Center (AWC):

The AWC is a function of the State Emergency Operations Center (SEOC) which provides 24-hour, 7 days a week coverage for notifications, alerts, and warnings of emergency events and incidents affecting Washington State. The AWC provides continuous situational monitoring during non-emergency periods as well as in times of disaster and emergency. Federal, state, local and tribal officials are then responsible for further dissemination or action as needed.

Information Management Systems:

Washington State maintains information management systems, such as WebEOC, to manage disasters and emergencies and to support and increase public safety information sharing. The system provides the SEOC and local jurisdictions with a platform to receive, process and manage information. The system is used as a gateway to share information and provide communications among county/city EOCs, the SEOC and state, federal, and local public safety entities. This information sharing allows authorized users to make informed decisions regarding public safety operations during disasters or emergencies and supports statewide collaboration.

The state interoperable communications plans include:

* State Radio Amateur Civil Emergency Services (RACES) Plan
* State Telecommunications Service Priority (TSP) Planning Guidance
* Statewide Communications Interoperability Plan (SCIP)
* Washington Statewide AMBER Alert Plan
* Appendix: Communicating with Limited English Proficient Populations; Washington State CEMP - ESF 15

### **Regional**

What regional communications plans exist that could be used as a resource if needed? Provide a brief description of what is important about each one listed.

## **Community Communications Plans**

Describe existing communication plans. This is a good section to think about including some of the requirements pertaining to limited English proficiency (LEP) communications.

* Identify the “significant population segments” (i.e. 5% or 1000 residents, whichever is less) that apply to this plan – if none, meet the legal threshold, simply make that statement.
* Describe how you engaged those community members in the development of this communications planning
* Discuss the frequency with which LEP individuals encounter the need for notifications of life-safety information during an emergency
* Describe the nature and importance of the local emergency management program to provide life-safety notifications
* Describe the process implemented to evaluate the effectiveness of the communication of life-safety information (typically captured through after-action reports (AAR)
* List the technological challenges with limited your ability to communicate effectively with he LEP population, if required to do so based on the legal threshold identified in this section
* Provide some recommendations to address those listed challenges
* List the resources needed to address those challenges

# **Administration**

This section describes administrative protocols used during emergency operations. The following language can be used in your jurisdiction’s CEMP to introduce the administration protocols in your jurisdiction. You may want to consolidate language to that which is relevant to your jurisdiction before using it in your CEMP.

The Governor, Washington Military Department, Emergency Management Division (EMD), and other governmental officials require information concerning the nature, magnitude, and impact of a disaster or emergency. This information allows for evaluating and providing the most efficient and appropriate distribution of resources and services during the response to and recovery from a disaster or emergency. State agencies, local jurisdictions, and other organizations provide these reports including, but are not limited to:

* Situation Reports;
* Requests for Proclamations of Emergency;
* Requests for Assistance;
* Costs/Expenditures Reports;
* Damage Assessment Reports; and/or
* After Action Reports

## **Documentation**

You should use systematic processes to document the response to and recovery from a disaster

* Describe the process and agencies that document the actions during and after the emergency (i.e. incident and damage assessment, incident command logs, cost recovery)
* Describe/summarize the reasons for documenting the actions during both he response and recovery phases of the disaster (i.e. create historical records, recovery costs, address insurance needs, develop mitigation strategies)
* List the ICS Documentation Section’s responsibility to include copies of required reports
* Describe the agencies and methods that the ICS Documentation Section should engage to create a permanent historical record of the incident (AAR) and include information identifying the actions taken, resources expended, economic and huma impacts and lessons learned as a result of the disaster.

The following language can be used in your jurisdiction’s CEMP to discuss records keeping in your jurisdiction. You may want to consolidate language to that which is relevant to your jurisdiction before using it in your CEMP.

Records will be kept in such a manner to separately identify incident related expenditures and obligations from general programs and activities of local jurisdictions or organizations. Complete and accurate records are necessary to document requests for assistance, for reimbursement under approved applications pertaining to declared emergencies or major disasters, and for audit reports.

## **Retention**

## **Preservation**

The following language can be used in your jurisdiction’s CEMP to discuss the preservation process in your jurisdiction. You may want to consolidate language to that which is relevant to your jurisdiction before using it in your CEMP.

Local government offices may coordinate the protection of their essential records with the state archivist as necessary to provide continuity of government under emergency conditions pursuant to RCW 40.10.010.

# **Finance**

This section should describe finance protocols to recover the costs incurred during an emergency operation. The following language can be used in your jurisdiction’s CEMP to discuss the finance in your jurisdiction. You may want to consolidate language to that which is relevant to your jurisdiction before using it in your CEMP.

Local jurisdictions requesting assistance should assume the resources requested will need to be paid out of local funding. Local jurisdictions may incur disaster-related obligations and expenditures in accordance with the provisions of RCW 38.52.070(2), applicable state statutes and local codes, charters, and ordinances, which may include but are not limited to the following:

* Emergency expenditures for cities with populations less than 300,000. RCW 35.33.081.
* Emergency expenditures for towns and cities with an ordinance providing for a biennial budget. RCW 35.33.081.
* Emergency expenditures for code cities. RCW 35A.33.080 and RCW 35A.34.140.
* Emergency expenditures for counties. RCW 36.40.180.

The Federal Emergency Management Agency (FEMA) requires that state and local governments receiving federal financial assistance under the Stafford Act comply with FEMA’s rules prohibiting discrimination, as provided in 44 Code of Federal Regulation (CFR) § 206.11. As a result of this federal requirement, state, and local governments seeking to receive federal disaster assistance will follow a program of non-discrimination and incorporates FEMA’s Whole Community approach (discussed in the Concept of Operations section). This requirement encompasses all state and local jurisdiction actions to the Federal/State Agreement.

All personnel carrying out federal major disaster or emergency assistance functions, including the distribution of supplies, the processing of applications, and other relief and assistance activities, shall perform their work in an equitable and impartial manner, without discrimination on the grounds of race, religion, sex, color, age, economic status, physical and sensory limitations, Limited English Proficiency (LEP), or national origin.

As a condition of participation in the distribution of assistance or supplies under the Stafford Act, government bodies and other organizations shall provide a written assurance of their intent to comply with regulations relating to nondiscrimination promulgated by the President or the administrator of the Federal Emergency Management Agency (FEMA), and shall comply with such other regulations applicable to activities within an area affected by a major disaster or emergency as the administration of FEMA deems necessary for the effective coordination of relief efforts.

The Pets Evacuation and Transportation Standards (PETS) Act amends the Robert T. Stafford Disaster Relief and Emergency Assistance Act. The PETS Act is operational when a federal disaster declaration is made and can provide reimbursement for allowable, documented services used in the declared emergency. Eligible costs related to pet evacuations and sheltering is in FEMA’s Public Assistance Program and Policy Guide (PAPPG).

## **Incurred Costs Tracking**

Identify and describe how to document the costs incurred during the response and recovery process.

## **Cost Recovery**

The following language can be used in your jurisdiction’s CEMP to discuss the finance protocols to recover costs incurred during an emergency operation in your jurisdiction. You may want to consolidate language to that which is relevant to your jurisdiction before using it in your CEMP.

Disaster-related expenditures and obligations of state agencies, local jurisdictions, and other organizations may be reimbursed under a number of federal programs. The federal government may authorize reimbursement of approved costs for work performed in the restoration of certain public facilities after a major disaster declaration by the President of the United States under the statutory authority of certain federal agencies.

### **Federal Assistance Programs**

The following language can be used in your jurisdiction’s CEMP to discuss the federal assistance programs. You may want to consolidate language to that which is relevant to your jurisdiction before using it in your CEMP.

Two types of federal assistance programs that Washington participates in are the FEMA Public Assistance (PA) and Individual Assistance (IA) Programs.

Through the PA Program, federal assistance is provided to government organizations and certain private nonprofit (PNP) organizations following a Presidential disaster declaration. PA provides grants to state, tribal, territorial, and local governments, and certain types of PNP organizations so that communities can quickly respond to and recover from major disasters or emergencies.

Through the IA Program, FEMA provides assistance to individuals and households by way of the following:

* Mass Care and Emergency Assistance (MC/EA);
* Crisis Counseling Assistance and Training Program (CCP);
* Disaster Unemployment Assistance (DUA);
* Disaster Legal Services (DLS);
* Disaster Case Management (DCM); and
* Individuals and Households Program (IHP).
	+ IHP is comprised of two categories of assistance: Housing Assistance (HA) and Other Needs Assistance (ONA).

### **State Assistance Programs**

The following language can be used in your jurisdiction’s CEMP to discuss the state assistance programs. You may want to consolidate language to that which is relevant to your jurisdiction before using it in your CEMP.

Two types of state assistance programs that Washington participates in are the PA State Administrative Plan (SAP) and the IA SAP for Other Needs Assistance (ONA) Program.

The PA SAP provides procedures used by the Military Department, Emergency Management Division staff (as Grantee) to administer the Public Assistance Program.

IA SAP for ONA Program is used by the State Emergency Management Division staff (as Grantee) to administer the Individual Assistance Program.

### **Local Assistance Programs**

Include any local assistance plans available.

# **Logistics and Resource Management**

This section describes the logistics and resource management mechanisms to identify and acquire resources in advance of and during emergency operations, especially to overcome gaps possible identified in a capability assessment. The following language can be used in your jurisdiction’s CEMP to discuss logistics and resource management in your jurisdiction. You may want to consolidate language to that which is relevant to your jurisdiction before using it in your CEMP.

NIMS resource management guidance enables many organizational elements to collaborate and coordinate to systematically manage resources—personnel, teams, facilities, equipment, and supplies. Most jurisdictions or organizations do not own and maintain all the resources necessary to address all potential threats and hazards. Therefore, effective resource management includes leveraging each jurisdiction’s resources, engaging private sector resources, involving volunteer organizations, and encouraging further development of mutual aid agreements.

## **Resource Typing**

Resource typing is the process of defining and categorizing incident resources based on their capabilities. These definitions establish a common language for describing resources by specifying minimum standards for personnel, teams, facilities, equipment, and supplies.

Resource typing enables communities to plan for, request, and confidently receive resources that meet their operational needs. FEMA leads the development and maintenance of resource typing definitions for use across local, interstate, regional, and national levels. Jurisdictions can also use this definition to categorize their local assets.

## **Emergency Worker Program/Liability Protection**

RCW 38.52 authorizes the use of emergency workers as outlined in state law. "Emergency Worker" is defined in RCW 38.52.010(7), while provisions addressing the registration, use, classification and coverage of emergency workers are addressed by RCW 38.52.180, RCW 38.52.310 and WAC 118.04.

## **Procurement Methodology**

The Washington Intrastate Mutual Aid System (WAMAS), established in RCW 38.56, provides for in-state mutual assistance among member jurisdictions, to include every county, city, and town of the state. Federally recognized tribal nations located within the boundaries of the state, may become a member upon receipt, by the Washington State Military Department, of a tribal government resolution declaring its intention to be a member of WAMAS. Members of WAMAS are not precluded from entering into or participating in other mutual aid agreements that are authorized by law. WAMAS does not replace current mutual aid agreements; it is a mutual aid tool to use when other agreements do not exist.

Out-of-state mutual aid resources are requested through the Emergency Management Assistance Compact (EMAC), established in Public Law 104-321, or the Pacific Northwest Emergency Management Arrangement (PNEMA), established in Public Law 105-381, both coordinated through Washington Emergency Management Division.

Resources should deploy only when appropriate authorities request and dispatch them through established resource management systems. Resources that authorities do not request should refrain from spontaneous deployment to avoid overburdening the recipient and compounding accountability challenges.

Resource requests are tracked throughout their entire life cycle, from the time submitted, until filled (if consumable) or until the resource is demobilized and returned (if non-consumable). Supply chain elements, such as state and local staging areas, reception and integration centers, movement coordination centers, and movement control points activate as appropriate to the situation. State and local staging areas serve as temporary storage areas for the movement of resources to affected areas. Reception and integration centers provide reception, integration, onward movement, and accountability for out-of-state resources.

## **Demobilization**

## **Resource Gaps**

Comprehensive and integrated planning can help other levels of government plan their response to an incident within a jurisdiction. By knowing the extent of the jurisdiction’s capability, supporting planners can pre-identify shortfalls and develop pre-scripted resource requests.

# **Development and Maintenance**

This section of the plan describes the overall approach to planning and the assignment of plan development and maintenance responsibilities.

### **Revision Process**

Plans should evolve as lessons are learned, new information and insights are obtained, and priorities are updated. Evaluating the effectiveness of plans involves a combination of training events, exercises, and real-world incidents to determine whether the goals, objectives, decisions, actions, and timing outlined in the plan led to a successful response. Planning teams should establish a process for reviewing and revising the plan. Reviews should be a recurring activity. In no case should any part of the plan go for more than two years without being reviewed and revised.



## **Maintenance Schedule**

Description

| Section | Year Reviewed | Year Updated | Year Approved | Next Review | Next Update |
| --- | --- | --- | --- | --- | --- |
|  |  |  |  |  |  |

## **Training & Exercise Program**

Through the implementation of the Homeland Security Exercise and Evaluation Program (HSEEP), organizations can use assessments, training, and exercise to identify, improve, and sustain required Core Capability levels, identify gaps, and overcome shortfalls.

The Capabilities Assessment provides a gap analysis, by Core Capability, for each capability target. After the Capabilities Assessment is completed, it is referenced to determine the priority capabilities for POETE projects and activities to support the Integrated Preparedness Process through the Integrated Preparedness Planning Workshop (IPPW) and annual multi-year Integrated Preparedness Plan (IPP). The IPP will advise and shape the state training calendar, annual exercise calendar, multi-year exercise plan, and allocate planning technical assistance resources.

### **Training Program**

**Credentialing**

Nationally standardized criteria and minimum qualifications for positions provide a consistent baseline for qualifying and credentialing the incident workforce. Along with the job title and position qualifications, the position task book (PTB) is a basic tool that underpins the NIMS performance-based qualification process. PTBs describe the minimum competencies, behaviors, and tasks necessary to be qualified for a position. PTBs provide the basis for a qualification, certification, and credentialing process that is standard nationwide.

### **Exercise Program**

The following language can be used in your jurisdiction’s CEMP as a starting point to describe your exercise program. Please update as is appropriate and relevant to your jurisdiction, including a more specific outline of how often and the type of exercises your jurisdiction executes, before using in your CEMP.

Applying the following principles to both the management of an exercise program and the execution of individual exercises is critical to the effective examination of capabilities:

* Guided by Elected and Appointed Officials – provide the overarching guidance and direction for the exercise and evaluation program, as well as specific intent for individual exercises.
* Capability-based, Objective Driven – through HSEEP, organizations can use exercises to examine current and required core capability levels and identify gaps; exercises focus on assessing performance against capability-based objectives.
* Progressive Planning Approach – a progressive approach includes the use of various exercises aligned to a common set of exercise program priorities and objectives with an increasing level of complexity over time.
* Whole Community Integration – encourage exercise planners to engage the whole community throughout exercise program management, design and development, conduct, evaluation, and improvement planning.
* Informed by Risk – identifying and assessing risks and associated impacts helps organizations identify priorities, objectives, and core capabilities to be evaluated through exercises.
* Common Methodology – enables organizations of divergent sizes, geographies, and capabilities to have a shared understanding of exercise program management, design and development, conduct, evaluation, and improvement planning; and fosters exercise-related interoperability and collaboration.

### **After-Action Reporting Process**

The following language can be used in your jurisdiction’s CEMP to describe your after-action reporting process coming out of an exercise or real-world activation. Please update as is appropriate and relevant to your jurisdiction before using in your CEMP.

The After-Action Report (AAR) summarizes key exercise-related evaluation information, including the exercise overview and analysis of objectives and core capabilities; however, the AAR can also be used to capture and analyze key incident-related information throughout the phases of an incident. The AAR should include an overview of performance related to each exercise objective and associated core capabilities, while highlighting strengths and areas for improvement. Upon completion, the exercise evaluation team provides the draft AAR to the exercise sponsor, who distributes it to participating organizations prior to drafting a formal AAR. Elected and appointed officials, or their designees, review and confirm observations identified in the formal AAR and determine which areas for improvement require further action. Areas for improvement that require action are those that will continue to seriously impede capability performance if left unresolved.

### **Corrective Action Program**

The following language can be used in your jurisdiction’s CEMP to describe your corrective action program (if you have one) or corrective action process coming out of an exercise or real-world activation. Please update as is appropriate and relevant to your jurisdiction before using in your CEMP.

Corrective actions are concrete, actionable steps that are intended to resolve capability gaps and shortcomings identified in exercises or real-world events. In developing corrective actions, elected and appointed officials and/or their designees should first review and revise the draft AAR, as needed, to confirm that the issues identified by evaluators are valid and require resolution. The reviewer then identifies which issues fall within their organization’s authority and assumes responsibility for acting on those issues. Finally, they determine an initial list of appropriate corrective actions to resolve identified issues.