New Hampshire

Local Emergency

Operations Plan Template

February 2015



**LEOP Breakdown**

This document is a working example and does not contain required content or formats.  It is intended to be modified to fit each jurisdiction’s unique emergency planning requirements.

Jurisdictions must develop their own basic plan and emergency support functions which reflect their hazards, define their capabilities, describe their emergency management systems and inform their citizens as to how their elected officials will act when responding to and recovering from disasters within their communities.

Before using this document it is recommended that jurisdictions review existing plans which may contain guidance that is useful for first time and experienced emergency planners alike.

Please be aware that the Local Emergency Operations Plan is the property of the Local municipality. 91 A requests for this document must go through the town or city.

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**NOTICE OF PROMULGATION**

**LOCAL EMERGENCY OPERATIONS PLAN**

*Insert language that is consistent with other plans from your jurisdiction.*

The publication of the *(insert jurisdiction’s name) Local Emergency Operations Plan* represents a concerted effort on part of Local Government to provide a mechanism for effectively responding to and recovering from the impact of natural or human-caused disasters or emergencies.

The stated purpose of this Plan and associated supporting documents is to facilitate the delivery of Local government, community and mutual aid resources, and to provide needed assistance and relief to disaster victims and the community, at large. This Plan represents the Community’s best intentions to manage emergencies/disasters within the framework of community-wide cooperation and coordination.

The (insert jurisdiction’s name) Emergency Operations Plan is adopted effectively this day, the \_\_\_\_\_\_\_\_\_\_\_ of \_\_\_\_\_\_\_\_\_\_\_, 2014.

\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

 **(Mayor, City Manager / Town Council / Chairman, Board of Selectmen)**

(Jurisdiction)

## ****FOREWORD****

*Insert general language about the Emergency Operations Plan.*

The Local Emergency Operations Plan (LEOP) establishes a framework for the local government and its partners to provide assistance in an expeditious manner in event of a perceived, potential or actual disaster or emergency. The Local Emergency Management Agency appreciates the continuing cooperation and support from all departments and agencies and from the volunteer and private organizations which have contributed to the local level of preparedness and to the development of this Plan. The Local Emergency Management Agency continually works alongside these entities to address the responsibilities outlined in this LEOP, provide a forum for discussion, and an opportunity to participate in planning and exercise activities to help ensure the local prevention, preparedness, response, recovery and mitigation capabilities are effective and efficient.

The purpose of the LEOP is to provide strategic and operational guidance aimed at facilitating the delivery of all types of local emergency management assistance to the residents and visitors of the jurisdiction and others with whom there are mutual aid agreements/compacts in place, and to help reduce the consequences of disasters and emergencies. This Plan outlines the planning assumptions, policies, concept of operations, organizational structures and the roles and responsibilities of all those involved in coordinating federal, regional, state and local activities.

**LETTER OF AGREEMENT**

*Insert general language about letter of agreement between departments and agencies.*

This letter of agreement (LOA) should be signed by local departments and agencies and other organizations committed to supporting LEOP concepts, processes, and structures and carrying out their assigned functional responsibilities to ensure effective and efficient incident management, including designating representatives to staff interagency coordinating structures.

Signatory departments and agencies should all be referenced and signed.

\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Signature and Date

**Name, Title**

Department

\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_\_

Signature and Dates

**Name, Title**

Department

*List additional Departments as applicable to your community.*

## ****RECORD OF REVISIONS OR CHANGES****

*Table is subject to change, general information should be captured in the table.*

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| --- | --- | --- | --- |
| **CHANGE NUMBER** | **DATE** | **SUBJECT AREA** | **INITIALS** |
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*\*When any changes are made to the LEOP, fill in the above table. This will help each department see who made changes and when the Plan was last reviewed.*

## ****PROPOSAL FOR CHANGES, CORRECTIONS, ADDITIONS & DELETIONS FORM****

******

**To: Local Emergency Management Director**

 **(Insert Jurisdiction’s name) Emergency Management**

 **(Street Address)**

 **(Mailing Address)**

 **(Town/City), NH (Zip Code)**

**Re: Local Emergency Operations Plan**

**Proposal for Changes, Corrections, Additions & Deletions**

Any user of this Plan is encouraged to recommend changes that the user feels may enhance or clarify a particular portion of this Plan. Suggested changes should be submitted to the Local Emergency Management Agency at the above address for consideration. The Local Emergency Management Agency will respond with a written form, as to whether or not the suggestion will be implemented and, if not, why it will not be implemented. The format of the suggested changes should be:

Identify One:

Base Plan \_\_\_ Annex\_\_\_\_ ESF Appendix (No.\_\_) \_\_\_

Incident Specific Annex/Documents \_\_\_\_\_\_\_\_

Section:

Paragraph/Subparagraph:

Page Number:

Currently Reads:

Proposed Change:

Other Comments:

Submitted by (Name):

Agency/Organization:

Contact (Phone or e-mail):

Date:

# CHAPTER I - INTRODUCTION

*The overview of the LEOP and the framework it establishes should be included here (e.g., below).*

The LEOP establishes the jurisdictions strategy to prevent, protect, prepare for, responds to, recover from, and mitigate the impacts of a wide variety of disasters and other emergencies that could adversely affect the health, safety and/or general welfare of the residents and guests of the City/Town.

*Insert any local laws/authorities giving the LEOP power to provide an integrated, and coordinated local response.*

List priorities that guide the emergency management practice for your jurisdiction: (e.g., below):

* Reduce the loss of life and property of residents, property owners, businesses and visitors due to natural, technological, and/or man-made disasters
* Incident stabilization
* Environmental conservation
* Assist the (jurisdiction) in recovering from emergency situations through an immediate and coordinated restoration and rehabilitation of affected persons, businesses and properties

## Purpose and Scope

### Purpose

*The purpose is a general statement of what the LEOP is meant to do. It should be supported by a brief synopsis of the Basic Plan, the Emergency Support Functions (ESFs), and Hazard-Specific Appendices.*

1. The LEOP establishes policies and procedures, it describes strategies, assumptions, objectives, and how this plan supports the five phases of emergency management (Prevention, Mitigation, Preparedness/Protection, Response and Recovery), what Federal operations the LEOP follows: National Incident Management System (NIMS), Incident Command System (ICS), Emergency Support Function (ESF), Department of Homeland Security’s (DHS) National Response Framework (NRF).
2. The LEOP establishes interagency and multi-jurisdictional mechanisms for Local Government involvement in coordination of incident support activities. This includes coordination structures and processes for disasters or other emergencies requiring:
* Emergency support to residents and visitors;
* Support of other local governments;
* The exercise of direct Local authorities and responsibilities, as appropriate under the law;
* Public and private-sector incident management integration; and
* Coordination, administration, and integration of emergency management plans and programs of Federal and State agencies.

### Scope

*The* ***scope*** *addresses the jurisdictional boundaries of the plan, the agencies and/or departments that have a role in implementing the plan as well as the actions that may be taken during the various phases of an emergency.*

1. This is an operations-based Plan that follows NIMS, ICS, and NRF guidelines, incorporates the ESFs other functional groups, as well as incident specific actions.
2. The LEOP also calls for regularly scheduled exercises and training to identify and enhance the capabilities of local relevant stakeholders when managing with emergency situations. It defines the responsibilities of local agencies, non-governmental organizations (NGOs) and partners from both the public and private sector. In addition, the LEOP recognizes and incorporates the various jurisdictional and functional authorities of local departments and agencies, and private-sector organizations during an incident.
3. This Plan does not contain resource inventories, specific operating instructions, or personnel directories. Logistics, techniques, methodologies, and implementation strategies are components of organizational procedural manuals. Development of these “Standard Operating Procedures” (SOPs) is the responsibility of each individual agency identified within the LEOP.

## Construct of Plan

*This Plan is organized to align with the operational structure and makeup of the Local Emergency Operations Center (EOC). This Plan provides general information as well as specific operational roles and responsibilities for select EOC sections, groups, and ESFs.*

The LEOP includes the following:

### Base Plan

The Base Plandescribes the structure and processes designed to integrate the efforts and resources of the federal, State, regional and local governments, the private sector and non-governmental organizations (NGOs). The Base Plan includes planning assumptions, roles and responsibilities, concept of operations, incident management actions, and Plan administration and maintenance instructions.

### Annex A: Emergency Support Functions (ESFs)

*Jurisdictions may not have each of these ESFs, they may be labeled something different. Capture that information in this section then expand on that information in the ESF Section.*

The Emergency Support Functions describe the responsibilities and general concepts for emergency management activities and obligations maintained by each individual function. These responsibilities include reduction of the immediate hazard, saving lives and property, incident stabilization, environmental and economic conservation and restoration of pre-incident conditions.

The Emergency Support Functions are comprised of 15 specific functional areas, they are:

* Transportation (ESF #1)
* Communications and Alerting (ESF #2)
* Public Works & Engineering (ESF #3)
* Firefighting (ESF #4)
* Emergency Management (ESF #5)
* Mass Care, Housing, and Human Services (ESF #6)
* Resource Support (ESF #7)
* Health and Medical (ESF #8)
* Search and Rescue (SAR) (EF #9)
* Hazardous Materials (HAZMAT) (ESF #10)
* Agriculture, Cultural, and Natural Resources (ESF #11)
* Energy (ESF #12)
* Public Safety and Law Enforcement (ESF #13)
* Volunteer and Donation Management (ESF #14)
* Public Information (ESF #15)

### Annex B: Incident/Hazard Specific

Some disasters or emergencies require unique approaches to prevention, preparedness, response, recovery and mitigation at some, or all levels. This Annex constitutes a collection of materials intended to address specific incidents/hazards. It includes specialized guidance, processes and administration to meet those needs based upon the individual characteristics of the incident.

### Attachments/Appendices

Attachments and Appendices provide additional relevant and/or more detailed supporting information for each section of the LEOP. This includes glossaries, acronyms, statutory authorities, and other documents.

## Phases of Emergency Management

Emergency management operations are carried out within five distinct phases: prevention, mitigation, preparedness, response, and recovery.

Figure 1: Phases of Emergency Management

*Define the* ***emergency management phases****.*

### Prevention

Prevention means identifying, deterring or stopping an incident from occurring to protect property and lives.

### Mitigation

Mitigation includes actions that are taken before an emergency to eliminate or reduce the risk to human life and property from natural, technological and/or civil hazards. The goal of mitigation activities is to lessen the impact of a disaster or emergency and to reduce the costs of response and recovery operations.

### Preparedness / Protection

Preparedness/Protection actions are pre-emergency activities that attempt to prepare organizations to effectively respond to disasters or emergencies. This phase involves training, exercising, planning, and resource identification and acquisition. When these tactics are effectively created and implemented before an event there may be a reduction in the cascading events of a disaster or emergency.

### Response

Response actions are taken immediately prior to, during, or directly after a disaster or emergency to save lives, minimize damage to property and enhance the effectiveness of recovery. Response begins when an emergency or disaster is imminent and/or immediately after it occurs.

### Recovery

Recovery includes both short-term and long-term activities. Short-term recovery aims at returning infrastructure systems back to operating standards. Long-term recovery works to return the site to “near normal” conditions after a disaster or emergency. Long-term recovery also includes restoring economic activity and rebuilding community facilities and housing. Long-term recovery can take months or years. In some cases, recovery begins during the response to a disaster or emergency concurrently with response efforts.

## Incident Management Activities

### National Incident Management System (NIMS) / Incident Command System (ICS)

*Define* ***NIMS*** *and explain how your jurisdiction uses it.*

NIMS is the national model for Preparedness, Communications and Information Management, Resource Management, and Command and Management. ICS, established by NIMS, is the model for command, control, and coordination for an emergency response. This system provides a means to coordinate the efforts of individual agencies as they work toward stabilizing the incident, protecting life, property, and the environment. ICS uses principles known to improve efficiency and effectiveness in an emergency response. Due to the increased complexity of events occurring in New Hampshire and the number of agencies/departments with a responsibility to act, the jurisdiction utilizes ICS as the operational system to manage disaster and emergency situations.

### Local Emergency Operations Center (EOC) Activation for Monitoring

*Define who the local response is activated through (EM, Police, and Fire) and how hazard monitoring occurs in your jurisdiction.*

## Emergency Support Functions

*Define each ESF that is used in the EOC and what it addresses. Note: this should only be an overview as detailed roles and responsibilities are addressed later in the document. The scope of each ESF will depend on the jurisdiction.*

ESF #1 – Transportation addresses emergency-related transportation issues that include assessing damage to and restoring and maintaining land, air and water transportation routes during disasters or emergencies in coordination with governmental and private organizations, as required. In addition, ESF #1 supports evacuation and re-entry operations for threatened/involved areas and the transportation of response personnel, materials, goods and services to emergency sites.

ESF #2 – Communications and Alerting addresses the provision of communication resources and coordination to support local collaboration and information sharing. ESF #2 is also responsible for the provision of emergency warning and notifications to the public and response personnel as well as the back-up, restoration and repair of some communication infrastructure.

ESF #3 – Public Works and Engineering addresses most engineering concerns that are not related to transportation systems and becomes involved in a wide array of mission types in response and recovery efforts. These missions include inspection and assessment; debris removal management; demolition and stabilization; reconnaissance; emergency repairs; and, temporary and permanent construction.

ESF #4 – Firefighting addresses fire suppression in rural, urban and wild-land settings that result from naturally-occurring, technological or man-made disasters or emergencies. Local jurisdictions have the responsibility of providing basic fire service protection.

ESF #5 – Emergency Management addresses the coordination of local incident management and response efforts to support local efforts. It encompasses the coordination of activities identified in the LEOP; the operation of the EOC; incident action planning; situational awareness and information-sharing; and, provides direction and control over the use of local resources.

ESF #6 – Mass Care, Housing and Human Services addresses, coordinates and reports on the emergency mass care activities of local and partner NGOs responsible for sheltering, feeding, counseling, temporary housing and related social services and welfare activities required to assist disaster clients. In addition, this ESF is responsible for the safety and well-being of household pets in shelters.

ESF #7 – Resource Su**pport** addresses support to local entities involved in emergency response and recovery. This support includes locating, procuring and issuing resources including equipment, supplies, facilities, and services required by emergency responders and disaster survivors.

ESF #8 – Health and Medical addresses public health and medical services concerns during disaster or other emergencies. Public health concerns include, but are not limited to: assessment and surveillance of health needs of the affected communities; provision of health-related services and supplies; identification of areas where health problems could occur; testing of products for public consumption; and environmental testing. Medical services’ concerns include, but are not limited to: logistical support for local health personnel in the field; supply and restocking of health-related equipment and supplies; testing and/or disposal of food, medicine and other related products affected by the disaster/emergency; assistance in assessing potable water and wastewater/solid waste disposal issues and coordination of equipment; assessment of medical needs of the affected communities in coordination with local emergency medical personnel; provision of medically related services and supplies that support the affected communities; and assistance and support for mass fatality and triage sites.

ESF #9 – Search and Rescue (SAR) addresses the provision of guidance and organization of Local agencies that may be employed during SAR operations, in both urban and rural scenarios. SAR operations include, but are not limited to: the location, recovery and extrication of victims who have become lost or entrapped as a result of a disaster or life-threatening emergency; and includes swift water rescue.

ESF #10 – Hazardous Materials (HAZMAT) Response addresses different types of hazardous materials. In a hazardous materials event, responsibilities include: providing a coordinated local response in accordance with ICS; assisting in the assessment of, response to and recovery from hazardous materials incidents; ensuring that prompt measures are taken to contain, remove and dispose of spilled hazardous materials; and advising the public, in concert with local agencies, of the situation, potential dangers and protective actions they should take.

ESF #11 – Agriculture, Cultural and Natural Resources addresses concerns regarding agricultural functions during disaster or emergency situations as well as the effect of an incident upon the natural and cultural resources of the community. These concerns include: assessment and surveillance of agriculture needs within affected areas; provision of agriculture-related services and supplies; identification and application of appropriate agriculture assistance programs; and obtaining and delivering emergency food supplies. In addition, this ESF is responsible for the care and well-being of large animals and livestock during an incident.

ESF #12 – Energy addresses the coordination of utilities and related governmental and private organizations to provide information for local-level assessment, response and recovery operations related to fuel shortages, power outages and capacity shortages that may impact residents. This ESF also provides information on the transportation of fuel, sources for the provision of emergency power to support immediate response operations, and the restoration of normal energy supplies.

ESF #13 – Public Safety and Law Enforcement addresses response and recovery activities can include the following: maintaining law and order within legal authority; assisting with the dissemination of alerts, warnings and notifications; coordinating law enforcement activities from EOCs and command centers as needed to manage resources and personnel; staffing for roadblocks, traffic control points and other sites; conducting law enforcement investigations; providing evacuation/relocation support; providing communications to support agencies; supporting the relocation and temporary detention of persons confined to correctional and/or high risk institutions; and, maintaining and protecting logs, records, digests and reports essential to government and emergency operations.

ESF #14 – Volunteer and Donations Management addresses the support of local jurisdictions in the restoration of communities damaged by a disaster or emergency by coordinating the efficient and effective delivery of donated goods and volunteer services to the impacted areas. This ESF will also be the liaison for those voluntary organizations that provide disaster services within the community, so that capabilities and resources will be effectively integrated with other local, State and federal agencies to meet the needs of the disaster or emergency.

ESF #15 – Public Information addresses support in providing residents with timely and potentially lifesaving information during major disasters or other emergencies. This ESF is also responsible for the development and dissemination of a variety of information, education, and instructions to the general public, government officials and the news media through direct contact, briefings, presentations, news releases and advisories, websites, social media postings, and oversight of public inquiry lines established in or for the support of emergency management activities.

Agency Lead and Support Responsibilities (Table 1-1)

| **Agency / Organization** | **ESF #1** | **ESF #2** | **ESF #3** | **ESF #4** | **ESF #5** | **ESF #6** | **ESF #7** | **ESF #8** | **ESF #9** | **ESF #10** | **ESF #11** | **ESF #12** | **ESF #13** | **ESF #14** | **ESF #15** |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Local Emergency Management Agency** | S | S | S | S | L | S | S | S | S | S | S | S | S | S | S |
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*Legend: S-Supporting L-Lead*

## Authorities and References

### *Insert local, State, and federal legislation that provides your jurisdiction with authority during an emergency.*

### Federal Statutes

*Insert Federal Statues*

Example: Stafford Act, PETS Act

### Executive Orders

*Insert Executive Orders*

Example: Executive Order 12241, Transferring review and concurrence responsibility for local and State plans from the Nuclear Regulatory Commission (NRC) to FEMA)

### Local Agency Authorities

*Complete the authorities table. Subject to change based on jurisdiction’s ESF definitions.*

Example: See Table 1-2: Local Agency Authorities

### Guidance

Example: Emergency Management Accreditation Program (EMAP) 2013

Table 1-2: Local Agency Authorities

|  |
| --- |
| **AUTHORITY OF EMERGENCY RESPONSE LOCAL AGENCIES** |
| **Statutes/Legislation****LOA = Letter of Agreement** |
| **POSITION/AGENCY** | **AUTHORITIES** | **AUTHORITY** |
| **Mayor/City or Town Council/Chairman, Board of Selectmen** | Delegation of Authority to Emergency Management DirectorDeclaration of State of Emergency | Title 1 Chapter 1Section 1 |

# Chapter II - Situation and Planning Assumptions

## Situation

*The situation will be based on the jurisdiction’s hazard identification analysis. The situation section typically includes a characterization of the population, the probability and impact of the hazard, vulnerable facilities, and resource dependencies on other jurisdictions.*

Most communities in New Hampshire have an approved Hazard Mitigation Plan; the hazard analysis section should be reviewed as part of the plan development process.

### Geography and Climate

### Economy

### Government and Higher Education

### Transportation Systems

1. Air Service
2. Rail Service
3. Road System- *insert any maps.*

## Hazard Analysis

*Insert Hazard Analysis if one has been performed and approved.*

Table 2-1: New Hampshire Hazards

| **Hazard** | **Frequency** | **Severity** |
| --- | --- | --- |
| Flooding | **High** | Moderate |
| Coastal Flooding | Moderate | Moderate |
| Dam Failure | Low | Moderate |
| Drought | Low | Low |
| Wildfire | Low | Low |
| Earthquake | Low | **High** |
| Landslide | Low | Low |
| Radon | Moderate | Low |
| Tornado/Downburst | Low | Moderate |
| Hurricane | Low | Moderate |
| Lightning | Low | Low |
| Severe Winter Weather | **High** | Low |
| Snow Avalanche | Low | Low |

### **Natural Hazards** - *Include summary of hazard.*

Examples: Floods, Tropical Storms & Hurricanes, Tornadoes, Severe Winter Storms, Earthquakes, Wildfires, and Pandemics.

### Technological Hazards - *Include summary of hazard.*

Examples: Hazardous Materials Release, Civil Unrest, Fixed Nuclear Facility Accident, and Dam Failure.

### Intentional Threats/Acts- *Include summary of hazard.*

Examples: Biological Attack, Chemical Attack, Armed Assault, and Explosive Devices.

## Emergency Operations Planning Assumptions

*Assumptions describe things that are assumed to be true that directly impact the execution of the LEOP and the limitations of the LEOP and provide a basis for improvisation and modification.*

# Chapter III - Roles and Responsibilities

## Local Jurisdictions

*This is general language. Explain that required by law, local jurisdictions have the overall responsibility for the direction and control of disaster or emergency operations within their respective jurisdictions.*

The Local Emergency Management Director (EMD), Coordinator or Manager (all hereafter referred to as EMDs) has the responsibility for the development and implementation of emergency management programs designed to provide for rapid and effective response to an emergency situation. They should plan for the protection of life and property within the community. Local department heads and NGOs should work with the EMD during the development of local emergency plans and should be prepared to provide response resources.

## Individuals and Households

*Describe the responsibility local residents have to the five phases of emergency management.*

## Federal Government

*The DHS/FEMA is responsible for the following areas of planning and operations: (e.g., below).*

* Supporting local governments in planning, preparedness, mitigation, response, and recovery operations;
* Coordinating Federal aid for a Presidentially Declared Disaster (PDD) and emergencies by implementing the NRF;
* Coordinating emergency preparedness for the possibility of nuclear power plant accidents, radiation accidents, and attack; and,
* Ensuring continuity of government and coordinating mobilization of resources during national security emergencies.

## Non-governmental and Volunteer Organizations (NGOs)

*Example definition below.*

NGOs collaborate with other agencies and organizations, first responders and all levels of government to provide relief services to sustain life, reduce physical and emotional distress and promote recovery of disaster victims when assistance is not available from other sources. Private relief organizations have a two-fold responsibility. The first responsibility is to cooperate and coordinate with government agencies to help ensure broad and thorough coverage of relief. The second, and more important responsibility, is to provide relief not provided by the government on a complementary and supplementary basis.

## Private Sector

*Define the role that the private sector plays and the coordination needed between the Local Emergency Management Agency and the private sector.*

The roles, responsibilities and participation of the private sector vary based on the type and impact of disaster or emergency. Regardless, as a key element of local economies; private sector recovery and restoration is essential to aid the jurisdictions impacted.

Certain organizations are required by existing law and regulation to bear the cost of planning and response to disasters or other emergencies, regardless of cause. In the case of a catastrophic incident, these private-sector organizations are expected to mobilize and employ the resources necessary and available, in accordance with their plans, to address the consequences of incidents at their own facilities or emergencies for which they are otherwise responsible.

The roles of private sector organizations may include: Impacted Organization or Infrastructure, Response Resource, Regulated and/or Responsible Party, or Local Emergency Management Organization Member.

## Primary Responsibilities

*In the section below summarize the primary responsibilities of the key elected and appointed officials in your jurisdiction, also identify anyone else with a primary role in the execution of the emergency management function within your community.*

### Local Chief Executives

A mayor, city council, board of selectmen, etc., is considered a jurisdiction’s chief executive and is responsible for the public safety and welfare of the people of that jurisdiction.

### Director, Emergency Management (EMD)

Oversee and coordinate the local-level planning, preparation, exercise, response and mitigation of terrorist threats, natural and human-caused disasters and other emergencies.

### Other Agencies and Departments

Local agency and department/division heads and their staffs should develop plans, trainings, internal policies and procedures to meet prevention, preparedness, mitigation, response and recovery needs as identified in the LEOP. Training should be multi-level, interagency training accompanied by exercises to develop and maintain necessary capabilities.

### Emergency Support Function (ESF) Agencies

Each ESF has delineated Lead and Support Agencies. The designations denote key roles in the execution of the specified function.

### Support Agency

An agency for an ESF with specific capabilities and resources to support the ESF Lead Agency in executing the ESF mission. Specific responsibilities are articulated in the individual ESF Annexes; but, the Support Agencies are primarily responsible to:

## Facilities and Response Resources

*In the section below summarize the types of facilities your community uses to manage incidents. For each site consider what they do, where they are located, and how they are activated.*

### Incident Command Post (ICP)

*Define*

### Local Emergency Operations Center (EOC)

*Define*

### Alternate Local EOC

*Define*

# Chapter IV - Concept of Operations (CONOPS)

*This section provides goals and objectives for execution of the LEOP. It describes a general sequence of response concepts employed by the Local Emergency Management Agency. The CONOPS describes the sequence and scope of the planned emergency response.*

It is a description of how the response organization accomplishes a mission or set of objectives which are determined during the planning process and based on the jurisdiction’s threat, hazard analysis and risk assessment (THIRA) and capability analysis.

It is a premise of emergency management that all incidents begin locally and initial response is by local jurisdictions. It is only after local emergency response resources are depleted, or local resources do not exist to address a given disaster or emergency, that State emergency response resources and assistance are to be requested by local authorities. Police, fire, EMS, emergency management, public health, public works, environmental agencies and other personnel are often the first to arrive and the last to leave an incident site.

## Emergency Operations

### 1. Operational Policies

*Insert primary objectives and control language here.*

Protection of life and property and relief of human distress are the primary objectives of local government in emergency situations.

Chief executives or designees of local government are expected to assume direct control of the emergency operations of all government and non-government resources that are by law, subject to their authority.

### 2. Coordination

*Insert Local Emergency Management Agency’s coordination with other agencies, local stakeholders, and private sector.*

Coordination is a broad function involving staff members engaged in both direction and control. Some situations might require an Incident Commander to execute coordinating functions. In times of disasters or other emergencies, there are several levels of coordination involved with the administration of this Plan. They work through three levels from local, to State, and finally to federal authorities, when required.

The Local EMD is responsible for maintaining a common operating picture and coordinating local response efforts. Primarily, this role encompasses two areas of coordination. First, the Local EMD works with local responders to ensure internal cooperation and functional teamwork in support of the Incident Commander. Secondly, the Local EMD arranges for outside assistance when the need arises and/or when requested by the Incident Commander, through mutual aid or through the Area Command structure or the Local EOC.

### 3. Local Emergency Operations Center (EOC)

 *Insert Local EOC activation levels and triggers for each level.*

**Monitoring**: The Local EOC not activated.  Local Emergency Management Agency is at normal staffing and is monitoring situational awareness on a 24/7 basis.

**Partial Activation**:  The Local EOC partially activated.  All ESFs and/or Support Agencies are notified and requested as the situation warrants. Partial activation staffing will be determined to meet the needs of the situation.

**Full Activation**: The Local EOC is fully activated.  All ESFs and/or Support Agencies are notified and requested as the situation warrants. Full activation requires 24-hour staffing in order to meet the needs of the situation.

**Figure 4: SEOC Activation**

**EOC Activation Levels**

**Monitoring**

**Partial**

**Full**

### 4. Organization and Assignment of Responsibilities

The Local EOC provides a central location from which Local government can provide interagency coordination and executive decision-making in support of incident response.

1. Command and Control – *Who leads this section and who is their Support Staff/ESF Agency?*
2. Operations Section – *Who leads this section and who is their Support Staff/ESF Agency?*
3. Planning Section – *Who leads this section and who is their Support Staff/ESF Agency?*
4. Logistics Section – *Who leads this section and who is their Support Staff/ESF Agency?*
5. Administration and Finance Section - *Who leads this section and who is their Support Staff/ESF Agency?*

### 5. Situation Documentation and Management Software

*Insert any disaster/data management tool that is used at the EOC or that would be used by the above sections to share information during an incident/event.*

Figure 7: Local EOC Organization Chart

Insert Local EOC organizational chart here.

# Chapter V - Continuity of Government (COG)

\* *If you have a COG plan then this section is optional, however, you are encouraged to review that plan for accuracy and relevance to this LEOP. Y*our *jurisdiction can populate this section with key elements of your existing plan for continuity or, if you do not have a COG plan, you can use this section of the LEOP to start this process.*

The occurrence of a disaster or emergency could impede the ability of local government to function. This section should include a variety of activities designed to ensure the preservation of government, as it exists, and the continued ability of local governments to provide protection and essential services to the public.

COG requirements for local government should include:

* Key direction and control actions that must be accomplished so that local government can continue to operate effectively, regardless of the disaster or emergency; and/or,
* Actions necessary for the reconstruction of government, should that be necessary.

## ****Lines of Succession****

*Insert the Line of Succession and the legislation in this section.*

In order to maintain civil order and control, it is imperative for all levels of government to identify clear lines of succession and establish the mechanisms to ensure government continues to function during emergencies and/or disasters.

## Protection of Government Resources

*Insert general definition about government resources.*

Local governments should take an initial step in identifying key governmental resources required for continuous operation after a large incident. In addition to identifying essential resources, essential government functions should also be identified. Essential functions are those that enable governmental agencies to provide vital services, exercise civil authority, maintain the safety and well-being of the general populace and sustain the industrial/economic base in disasters or emergencies.

Once essential functions and key resources are identified, a discussion can occur on the technological and other requirements necessary to ensure continuity. In this section of the LEOP, provide an overview of this planning.

## Alternate Operations Facilities

*Insert additional Local EOC facility(ies) information here.*

To ensure continuity of essential emergency functions, under all circumstances local jurisdictions should ensure the establishment of an Alternate Local Emergency Operations Center (EOC). All agencies should prepare for the possibility of unannounced relocation of mission essential functions and/or continuity of government contingency staffs to alternate/continuity facilities. Facilities will be capable of supporting operations in a threat-free environment, as determined by the geographical location of the facility, a favorable assessment of the local threat, and/or the collective protection characteristics of the facility. Insert alternate/continuity facilities, along with the processes and procedures to provide mission essential functions identified above.

# Chapter VI - Training and Exercises

*Define training and exercises. What do they bring to your departments/jurisdiction?*

Training is provided to prepare local emergency response personnel. It is designed to develop the knowledge, skills and abilities required in a disaster or emergency. Basic training that is recommended and provided includes ICS fundamentals and LEOP orientation.

Exercises are conducted to evaluate plans and procedures used during actual emergencies and identify the need for Plan modifications and/or additional training. When properly integrated, training and exercising cab improve the response and the delivery of emergency/disaster assistance to residents and visitors.

## Training

*Insert different types of training available to your jurisdiction.*

Training is offered to local emergency management personnel in several categories, to include radiological response. Each training opportunity is designed for specific disciplines and/or assignments and is delivered in the most convenient manner possible.

## Exercises

*Define exercise programs that your jurisdiction conducts/ is required to conduct and by whom.*

The Exercise Program is based upon the current exercise recommendations of DHS/FEMA and the Homeland Security Exercise and Evaluation Program (HSEEP). Each exercise varies in activities and resources. Some require simple preparations and execution, while others may be more complex and require greater efforts and resources. These exercises not only focus on the actions of participating personnel, but they also may reveal gaps in the planning or preparedness aspects of emergency management.

After exercises are completed an After-Action Report (AAR) should be developed that captures observations of exercise evaluators, or the findings of involved agencies and personnel. An AAR makes recommendations for improvements and often includes an Improvement Plan (IP). IPs identify specific corrective actions to be taken, assigns these actions to responsible parties and establishes target dates for action completion.

# Chapter VII - Administration

## Federal Response Interface With Local and State

*Insert language describing how your jurisdiction interacts with state and federal authorities during an emergency.*

In most situations, requests for Federal assistance will be made through the Local Emergency Management Agency to NH Homeland Security and Emergency Management (HSEM) then to DHS/FEMA. When incident requests exceed the capability of the State, with the approval of the Governor, the Command Staff will coordinate activities with the lead federal agency(ies) under the provisions of the National Response Framework (NRF).

## Agreements and Understandings

*Define any agreements or understandings you have with local stakeholders, private sector, and also other government entities as well.*

All agreements and understandings entered into for the purchase, lease or otherwise for the use of equipment and services will be in accordance with law and procedures. The declaration of a State of Emergency by the Local Elected Official may suspend selected rules and regulations that impede emergency response and/or recovery operations.

Local, State and International Mutual Aid agreements (EMAC/IEMAC, etc.) may also be activated as the situation warrants.

## Reports and Records

*Insert general language about the reporting and recording process of documents.*

In addition to individual intra-agency recording and reporting requirements, all involved organizations will provide emergency management reports in accordance with this Plan, its annexes and procedures.

## Expenditures and Record-Keeping

*Insert language describing each agency is in charge of their own documentation or the department that collects and keeps all necessary records.*

Each agency is responsible for establishing the administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for federal reimbursement. This should be in accordance with the established federal program guidelines or standard cost accounting procedures, if the latter is acceptable by the reimbursing federal agency.

## Consumer Protection

*Insert generic language on consumer protection.*

The NH Department of Justice (DOJ), Office of the Attorney General (AG), Consumer Protection and Anti-Trust Bureau will monitor emergency activities to provide protection to consumers. Complaints may be initiated by calling the Bureau at (603) 271-3641 or by filing a complaint electronically.

## Protection of the Environment

*Insert specific language if available in other local plans. If not, use general language about environmental protection.*

All actions taken pursuant to repair and restoration by a government agency, individual, or private entity will comply with New Hampshire and Federal laws, rules and regulations regarding the environment. Additional requirements may be obtained from the New Hampshire Department of Environmental Services (DES).

## Non-discrimination

*Insert general language that is required by the state and federal governments.*

Discrimination against persons on the basis of age, color, economic status, nationality, race, religion, sex, sexual preference or handicap in the administration of emergency services or disaster relief is prohibited. Complaints of discrimination in emergency operations or disaster relief will be made to the local emergency management organization for investigation and further action.

## Emergency Responder Liability

*Insert general language regarding New Hampshire legislation and emergency responder liability.*

Information concerning emergency responder liability within the State of NH is found in RSA Section 508:17-a *Agents Assisting Certain State Departments: Liability Limited.*

#

# Chapter VIII - Plan Development and Maintenance

## Development

*Insert language explaining who is in charge of developing plans, annexes, and appendicies.*

Each department/agency with emergency management responsibility is responsible for the development and maintenance of appropriate planning documents that address responsibilities assigned in this Plan including, but not be limited to: SOPs, implementing procedures and/or operational guidelines.

The Local Emergency Management Agency will ensure appropriate distribution of the LEOP Base Plan and any changes thereto. Distribution of annexes/appendices and changes will be accomplished by the designated department/agency with primary responsibility for the annex/appendices. Public access to portions of this Plan may be posted on the local Emergency Management website.

## Maintenance

*Insert language describing who is in charge of maintaining this Plan and additional annexes and appendices.*

This Plan is a living document and is the principal source of documentation concerning the jurisdictions emergency management activities. Designated departments/agencies of local government have the responsibility for developing and maintaining a portion of this Plan. Overall coordination of this process will be performed by the Local Emergency Management Director (EMD) or designee.

1. The EMD will authorize and issue changes to this Plan, as necessary and until the Plan is superseded. The Plan will be reviewed annually and be subject to revision annually, unless disasters or other emergencies or other events dictate otherwise.

2. The EMD will be responsible for maintenance of this Plan, including revisions, as required. Authorized representatives may recommend changes and will provide information concerning capability changes that affect their emergency management responsibilities. Users, reviewers and other appropriate individuals may also recommend changes. AARs and similar feedback will be considered in the maintenance and update of the Plan.

3. Lead local agencies are responsible for participating in the annual review of the Plan. The Local Emergency Management Agency will coordinate review and revision efforts, and will ensure that the Plan is updated, as necessary, based on lessons learned during actual events, exercises, as well as changes in organization, technology and/or capabilities.

4. Agencies and organizations have the responsibility for maintaining annexes, appendices, SOPs, implementing procedures, job aids, notification lists and resource data to ensure prompt and effective response to emergencies. Agency resource data must be accessible to agency representatives at the Local EOC. These agencies/organizations are also expected to conduct and/or participate in training activities designed to enhance their ability to accomplish their responsibilities, as assigned by this Plan.

## Critiques

*Insert general language on how mistakes will be captured and how they will be incorporated in the future.*

The Local Emergency Management Agency will incorporate critiques of the Plan as applicable. Critiques will be provided in AARs and IPs by ESF Lead and Support Agencies after disasters, emergencies or exercises. These agencies may develop a written critique report, which will be provided to the EMD, or their designee. AARs or the critique reports should entail both written and verbal input from all appropriate participants, including field personnel. An evaluation of the IP or critique comments will provide additional opportunity for changes, additions or revisions of the LEOP content.

# Chapter IX - Supporting Documents

## Supporting and Related Documents

*Insert information on any documentation that is used to support local planning.*

The broader range of LEOP-supporting documents includes strategic, operational, tactical and incident-specific or hazard-specific contingency plans and procedures.

* Strategic plans are developed based on long-range goals, objectives and priorities.
* Operational plans merge the on-scene tactical concerns with overall strategic objectives.
* Tactical plans include detailed, specific actions and descriptions of resources required to manage an actual or potential incident.
* Contingency plans are based on specific scenarios and planning assumptions related to a geographic area or the projected impacts of an individual hazard.
* Other:
1. The NIMS provides a core set of doctrine, concepts, terminology and organizational processes to enable effective, efficient and collaborative incident management at all levels.
2. Agency-Specific Plans - Created to manage single hazards or contingencies under the purview of the responsible department or agency.
3. Operational Supplements - Are typically detailed plans relating to specific disasters or other emergencies or events. Operational supplements routinely are developed to support planned significant events.
4. Regional Plans - Typically are operational supplements to state plans and provide region-specific procedures and guidance.
5. Local Multi-hazard Mitigation Plans - Developed by local communities to provide a framework for understanding vulnerability to and risk from hazards, and identifying the pre-disaster and post-disaster mitigation measures to reduce the risk from those hazards. Multi-hazard mitigation planning requirements were established by Congress through the Stafford Act, as amended by the Disaster Mitigation Act of 2000.
6. Private-Sector Plans - Developed by privately owned companies or organizations. Some planning efforts are mandated by statute (e.g., nuclear power plant operations), while others are developed to ensure business continuity, mission accomplishment, etc.
7. Volunteer and Non-governmental Organization Plans - Created to support local, State, regional and federal emergency preparedness, response and recovery operations. Planning includes a continuous process of assessment, evaluation and preparation to ensure that the necessary authorities, organization, resources, coordination and operation procedures exist to provide effective delivery of services to disaster clients, as well as to provide integration into planning efforts at all government levels.
8. Procedures - Provide operational guidance for use by emergency teams and other personnel involved in conducting or supporting incident management operations. These documents fall into five basic categories:
9. Overviews that provide a brief concept summary of an incident management function, team or capability;
10. SOPs, standard operating guidelines (SOGs), or operations manuals that provide a complete reference document, detailing the procedures for performing a single function (i.e., SOP/SOG) or a number of interdependent functions (i.e., operations manual);
11. Field operations guides (FOGs) or handbooks that are produced as a durable pocket or desk guide, containing essential tactical information needed to perform specific assignments or functions;
12. Point of contact (POC) lists; and
13. Job aids, such as checklists or other tools for job performance or job training.

# Chapter X – Acronyms

| **Acronym** | **Definition** |
| --- | --- |
| AAR | After Action Report |
| ADA | Americans with Disabilities Act  |
| AFN | Access and Functional Needs |
| AG | Office of Attorney General |
| ARES | Amateur Radio Emergency Service  |
| CBRNE | Chemical, Biological, Radiological, Nuclear and Explosive  |
| CFR | Code of Federal Regulations  |
| COG | Continuity of Government |
| COOP | Continuity of Operations  |
| CPG | Comprehensive Preparedness Guide  |
| CY | Calendar Year  |
| DES | NH Department of Environmental Services |
| DHS | Department of Homeland Security (Federal) |
| DOJ | Department of Justice (Federal) |
| EMAC | Emergency Management Assistance Compact |
| EMAP | Emergency Management Accreditation Program  |
| EMD | Emergency Management Director  |
| EMS | Emergency Medical Services  |
| EOC | Emergency Operations Center |
| EPZ | Emergency Planning Zone  |
| ERP | Emergency Response Plan  |
| ESF | Emergency Support Function  |
| FEMA | Federal Emergency Management Agency  |
| FOG | Field Operating Guide  |
| HAZMAT | Hazardous Materials |
| HSEEP | Homeland Security Exercise and Evaluation Program  |
| HSEM | Homeland Security and Emergency Management (NH) |
| IA | Individual Assistance  |
| IAP | Incident Action Plan  |
| ICP | Incident Command Post  |
| ICS | Incident Command System |
| IEMAC | International Emergency Management Assistance Compact  |
| IAEM | International Association of Emergency Managers  |
| IND | Improvised Nuclear Device |
| IP | Improvement Plan |
| IT | Information Technology  |
| JIC | Joint Information Center  |
| LEOP | Local Emergency Operations Plan  |
| LOA | Letter of Agreement  |
| MAC | Mission Assignment Coordinator |
| MACC | Multi-Agency Coordination Center |
| MOU | Memorandum of Understanding  |
| NFIP | National Flood Insurance Program  |
| NGO | Non-governmental Organizations  |
| NIMS | National Incident Management System  |
| NOC | National Operations Center |
| NRC | Nuclear Regulatory Commission |
| NRF | National Response Framework  |
| PA | Public Assistance |
| PDD | Presidential Disaster Declaration  |
| POC | Point of Contact  |
| RSA | Revised Statues Annotated  |
| SAR | Search and Rescue  |
| SOG | Standard Operating Guidelines  |
| SOP | Standard Operating Procedures  |
| WMD | Weapons of Mass Destruction  |

# Annex A: Emergency Support Functions (ESF)

**Emergency Support Function #X:**

**Title of ESF**

**Lead Agency:**

* *Insert Lead Agency(ies)*

**Support Agencies:**

* Insert Support Agency(ies)

# Introduction

## Purpose

*Detail the purpose of the ESF.*

## Scope

*Detail the scope of the ESF.*

# Situation and Planning Assumptions

## Situation

*Detail the situation as applied to this ESF.*

## Planning Assumptions

*Detail any planning assumptions specific to this ESF.*

# Concept of Operations

## General

*Review the concept of operations as related to this ESF.*

## Organization

*Detail any organizational considerations of the various stakeholders that contribute to this ESF.*

# Phased Activities

## Prevention Activities

1. *Identify activities for this ESF in this stage of emergency management.*

## Preparedness Activities

1. *Identify activities for this ESF in this stage of emergency management.*

## Response Activities

* Identify activities for this ESF in this stage of emergency management.

## Recovery Activities:

* Identify activities for this ESF in this stage of emergency management.

## Mitigation

* Identify activities for this ESF in this stage of emergency management.

# Roles & Responsibilities

1. *Identify roles and responsibilities.*

# Administration and Logistics

1. *Identify administration and logistics requirements for the ESF.*

# Development, Maintenance and Implementation of ESF/SEOP

## Responsibilities

*Identify agency responsible for updating this ESF.*

## Updating & Revision Procedures

*Identify frequency of update.*

# Attachments

## Plans

1. *List*

## Listings/Maps

#### List

## MOUs/LOAs

1. *List*

# Annex B: incident/Hazards specific annex

This Annex is optional as some jurisdictions may maintain incident or hazard specific annexes, guidance, or plans. Some disasters or emergencies require unique approaches to prevention, preparedness, response, recovery and mitigation at some, or all levels. This Annex constitutes a collection of materials intended to address specific incidents/hazards. It includes specialized guidance, processes and administration to meet those needs based upon the individual characteristics of the incident.