

PLAN MAINTENANCE

STANDARD OPERATING PROCEDURES



2019

OVERVIEW

This formal planning process is established to ensure continuity across all plans within the emergency management program. These uniform planning procedures are to be used by the Santa Rosa County Division of Emergency Management for major plans to include, but not limited to, the Comprehensive Emergency Management Plan, Continuity of Operations Plan/Continuity of Government Plan, and Local Mitigation Strategy. This process also includes all annexes and appendices when stakeholder input is required. The formal planning process outlined in this planning process should be followed when the development of a new plan is required. Plans under the authority of the Emergency Management Program may be modified at any time by authority of the Division of Emergency Management to achieve goals of the emergency management program.

PURPOSE:

The planning process provides guidelines on developing emergency operations plans (EOP). It promotes a common understanding of the fundamentals of risk-informed planning and decision making to help planners examine a hazard or threat and produce integrated, coordinated, and synchronized plans. The goal is to make the planning process routine across all phases of emergency management and for all homeland security mission areas.

Using the tenants of the Federal Emergency Management Agency (FEMA) guidance *CPG-101 Developing and Maintaining Emergency Operations Plans*, this document was created to aid the emergency management program in the development and revisions of the major emergency plans. Accomplished properly, planning provides a methodical way to engage the whole community in thinking through the life cycle of a potential crisis, determining required capabilities, and establishing a framework for roles and responsibilities. It shapes how the Santa Rosa County Division of Emergency Management envisions and shares a desired outcome, selects effective ways to achieve it, and communicates expected results.

STEPS OF THE PLANNING PROCESS

The official planning process is flexible and allows Santa Rosa County to adapt it to varying characteristics and situations. While not ideal, if time is a constraint, steps can be minimized or skipped in order to accelerate the process. Certain situations may require the County to follow the steps that are appropriate to incident size, known risks, and available resources. At each step in the planning process, Santa Rosa County will consider the impact of the decisions made on training, exercises, equipment, and other requirements.

STEP 1- Form a Collaborative Planning Team

The Santa Rosa County Division of Emergency Management staff will determine those stakeholders needed for a core planning team if required. Stakeholder engagement is imperative to the overall success of the planning process. Stakeholders will be pulled from the Emergency Management Advisory Committee at the time of team development. The County uses a “whole community” approach to planning which can include, but is not limited to, all primary agencies of the emergency support functions, first response community, volunteer/faith-based organizations, subject matter experts, and members of the public. Throughout all steps of the planning process, stakeholder input will be solicited to ensure all plan components are developed in coordination with local, state and federal plans and requirements.

Stakeholders are selected by the chapter/section of the emergency management plan being written or redeveloped. Below is the list of sections of the major plans developed and managed by the

Division of Emergency Management and the stakeholders selected to provide input and operational directive to the plan.

| Plan | Chapter | Stakeholders |
|---|--|--|
| Comprehensive Emergency Management Plan | Part 1 Basic Plan | Disaster Managers Group |
| | Part 2 Preparedness Element | Public Safety Coordination Group |
| | Part 3 Response Element | Public Safety Coordination Group |
| | Part 4 Recovery Element | Disaster Managers Group |
| | Part 5 Mitigation Element | Disaster Managers Group |
| | Part 6 Prevention Element | Public Safety Coordination Group |
| | Annex A Administrative Documents | Disaster Managers Group |
| | Annex B ESFs 1-18 | Primary and Secondary Agencies |
| | Annex C Hazard Specific Plans | Primary Response Agency(ies) |
| | Annex D Operational Plans | Public Safety Coordination Group |
| Hazard Identification & Risk Assessment | All Chapters | Advisory Committee / LMS Planning Team |
| COOP/COG | Annex A-Continuity of Government | County Administration / DEM |
| COOP/COG | Annex B-Continuity of Operations Plan County Departments | ESF Lead Department |
| Local Mitigation Strategy | All Chapters | LMS Planning Team |
| Strategic Plan | All Chapters | Advisory Committee |
| Procurement Manual | All Chapters | County Administration / Procurement Officer |
| Employee Handbook | All Chapters | Human Resources / Legal Department / County Attorney / County Administration |

STEP 2- Understand the Situation

The need to develop a plan or procedure for the Division of Emergency Management requires the research and analysis of the threat or hazard associated with the plan. Santa Rosa County's Hazard Identification and Risk Assessment will be used as the official research document to compile a background on the history of impacts of the hazard to Santa Rosa County along with the risk rating. Additional information, including but not limited to; After Action Reports, community impacts, demographics, trends, and other risk assessments, will support the Emergency Management staff in developing a clear picture of the situation for the planning team.

STEP 3- Determine Goals and Objectives

Goals and objectives of plans are imperative to the success of the document and its operational feasibility. The planning teams listed above will utilize the information gathered in Step 2 to develop goals and objectives supporting the overall intention of the plan mission. The planning team should review goals and objectives frequently throughout the planning process to ensure plan

components meet the goals and objectives set forth in the proposed document. There may be times when goals or objectives will not be necessary to achieve the intended operational outcome of the plan or procedure; in these cases, a well-developed purpose statement and scope will be used to articulate the intention of the document.

STEP 4- Plan Development

The Division of Emergency Management establishes meetings with the appropriate agencies for their portion of the plan. Solutions-based problem solving is imperative to the overall planning process. Santa Rosa County's Division of Emergency Management and the appropriate stakeholders will review multiple solutions to threats and hazards to meet requirements set forth. Timelines can be used to prioritize and phase-in the planning process. When used, these timelines will help stakeholders to identify key completion dates, meetings, deadlines, and public outreach activities. During this step, the planner will also determine who should have responsibility of specific components of the plan along with necessary resources required to meet the needs of the solutions presented.

STEP 5- Plan Preparation, Review, and Approval

During the plan preparation step, the Planner will determine the best location for the plan to live along with the format required to convey appropriate operational activities to implement the plan. The Planner will build an initial draft of the document and circulate it for input throughout the planning team and additional stakeholders identified in coordination with Step 1 and 2. The team will be brought together to review the document. Changes will be made directly to the document during the formal meeting to review the plan.

Upon completion of a final draft document, the Planner will check to ensure the document meets any established criteria that may be required as part of the overall plan approval process. The Planner will also review for adequacy, feasibility, acceptability, completeness and compliance prior to finalizing the document for approval.

Once the plan has been validated, the planner should present the plan to the appropriate officials and obtain official promulgation of the plan, if required. At a minimum, the document will require review by the chief administrator for the Division of Emergency Management and may require a signature when appropriate. Once the senior official grants approval, the Planner will arrange to distribute the plan for review with the Emergency Management Advisory Committee at its next available meeting. At this time, the plan can be open again for stakeholder input and determination if the input provided meets the intention of the document. If so, then the Planner will incorporate the changes necessary and send the document out once more for additional input.

STEP 6- Plan Implementation and Maintenance

Once the plan reaches Step 6, a number of actions may be taken to ensure appropriate implementation and maintenance. After dissemination of the final document, it may be determined that personal may not have the required knowledge, skills and abilities to perform tasks identified in the plan. Additionally, the plan may need to be evaluated for effectiveness and to determine if the plan meets the intended outcomes of the planning team. This may be accomplished through an exercise or drill outlined in the building block approach of the Training and Exercise Plan (TEP). When the need for training or exercising is required the Division of Emergency Management will solicit for input from respective stakeholders.

PLANS MAINTENANCE

ROLES AND RESPONSIBILITIES:

Overall coordination of the development and updating process is the responsibility of Santa Rosa County Division of Emergency Management (DEM). In this role, DEM sets schedules for the updating, tasks county agencies with review actions, coordinates with applicable Federal, State and municipal agencies and jurisdictions, and takes such other actions necessary to complete a plan update. This may include contracting for external personnel and resources to complete the updating process on behalf of DEM. DEM also serves as the custodian of the plan by maintaining the needed electronic files and records, printing documents, and monitoring/tracking distribution of the plan.

OVERVIEW OF PLAN MAINTENANCE PROCESS:

The process used by Santa Rosa County DEM to maintain and improve all existing plans is illustrated here:



The actions taken to implement this process are coordinated by Santa Rosa County DEM, with the assistance and support of the designated lead and support agencies for the County.

Actions will vary with the characteristics of the current needs for the specific plan, but updating may include any or all of the following:

Input from Stakeholders on Plan Revision

- Input provided by stakeholders via Executive Policy and Emergency Management Advisory Committee, interagency conferences and consultations between state, county and municipal agencies regarding current needs
- Changes in regulations and guidelines applicable to the content or format
- Recent experience with hazard mitigation, emergency response, and disaster recovery operations
- Changes in the mitigation, response and recovery capabilities, and resources of the participating agencies and organizations
- Changes in the demographic, social, or political characteristics of the county
- Recognition of additional or modified hazards confronting the county or increased vulnerability to those hazards
- Identified corrective actions from exercise and real-world event improvement plans

- Identified lessons learned from events around the country

Plan Revision and Review

Given the inputs to the plan revision process, the steps in this process will generally involve the following:

- DEM initiates the process for updating the plan by:
 - Establishing the schedule
 - Assigning staff/contractors to accomplish the necessary work
 - Conducting meetings with stakeholders, or via the Emergency Management Advisory Committee meetings
 - Reviewing applicable requirements and other changes in the community
- Under the direction of DEM, the assigned staff/contractor utilizes the inputs to the planning process to develop a draft of the updated plan for review by all participants
- A schedule for review of the draft is established by DEM and the documents are distributed to the involved participants
- As indicated, meetings between DEM, the assigned staff, may be necessary to discuss modifications to the draft plan
- The assigned staff/contractor modifies the draft plan according to the outcome of the review process and prepares a final draft plan
- If indicated, another review of the final draft plan is conducted by the participating agencies and organizations and a final plan is prepared
- The final plan is distributed by DEM to the participating jurisdictions, agencies, and organizations for final approval
- The CEMP is a designated “four year” update, and the LMS, is a designated “five year” update, both with the Florida Division of Emergency Management (Division), each must be approved by the Division prior to the Santa Rosa County Board of County Commissioners adoption

Plan Approval and/or Promulgation

All plans and procedures are reviewed and updated and suggested changes are incorporated into the plan.

For the CEMP and the LMS, the final update is presented to the Santa Rosa County Board of County Commissioners for review and adoption. If requested by the Board, final changes will be made in the CEMP/LMS prior to adoption. The LMS final update is also adopted by all municipal governments within the County.

The Santa Rosa County Board of County Commissioners adopts the CEMP/LMS update in accordance with normal procedures. The adoption is documented appropriately, and a letter or similar notification of promulgation is included in the plan documents as an Appendix.

Upon adoption, a copy of the CEMP/LMS, if modified, is again made available to all county agencies, municipalities, and involved community organizations. While the CEMP has its own distribution process, all other plans are available to stakeholders through Emergency Management Advisory Committee meetings or by request.

Agencies are advised of plan updates and all primary and support agencies would conduct such preparedness actions as needed to maintain readiness to implement the actions prescribed in the plan.

Plan Implementation and Evaluation

Plans are evaluated on a continuing basis between normally scheduled updates, and such evaluations are used to improve and enhance the effectiveness of the plans during the next update. If indicated, updates to portions of the plan will be made promptly, before the next scheduled update.

Since the evaluation of the effectiveness of plans is a continuing process, the plan should be viewed as a document in a constant state of change and improvement. Whenever possible, DEM will make changes to the plan and circulate such modifications.

Plan evaluation occurs through the following continuing mechanisms:

- Stakeholder meetings
- “After-action” evaluation of the emergency response to any significant disaster or emergency
- Critique and analysis of training or exercises
- Continuing evaluation of the hazards threatening the community and the vulnerability to those hazards
- Continuing evaluation of the capabilities of the participating agencies and organizations to conduct hazard mitigation, emergency response and disaster recovery operations
- Continuing review by the designated primary and support agencies during periods between formal updates of the plan
- Review and analysis of the plan and its underlying procedures and information bases by county personnel, outside experts, and state agency personnel
- Any other areas where feedback may be collected from stakeholders

Plan Improvement

The primary tool for identifying areas of success and areas in need of improvement is an After-Action Review (AAR). An AAR is completed at the conclusion of any exercise or significant real-world incident. Every AAR developed by the Santa Rosa County DEM follows all HSEEP guidance, utilizes the same standard format, includes an Improvement Plan and is the responsibility of the corresponding staff position(s) for the noted program. Any major or substantial items identified in the Improvement Plan will also be submitted to the AAR/IP Corrective Actions Matrix for priority attention.

The AAR/IP Corrective Actions Matrix is designed to provide only a snap shot of those priority items and is not intended to be an exhaustive list of every item, issue or project that the Santa Rosa County DEM is working to resolve. The matrix simply outlines what the problem is, source used to discover the problem, proposed solution, EM staff responsible for addressing and time-frame for correction implementation.

Training and Exercise

Training and exercise of all plans will occur based on the guidance provided within the Training and Exercise Plan (TEP), annual stakeholder input and involvement, and determination by the Emergency Management Director. Implemented corrective action solutions will be tested and validated through training and exercise.

| Plan, Policy, Process or Procedure | Plan Evaluation / Maintenance Schedule | Revision Years |
|--|---|------------------------|
| Communications and Warning Plan | Annually | 2019, 2022, 2026, 2030 |
| Comprehensive Emergency Management Plan (CEMP) - Basic Plan | Annually | 2018, 2022, 2026, 2030 |

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|---|------------|------------------------|
| <ul style="list-style-type: none"> - Prevention Element - Response Element - Recovery Element - Prevention Element - Appendix A Administrative Documents - Appendix B ESFs & SOGs - Appendix C Hazard Specific Annexes | | |
| Continuity of Operations / Continuity of Government Plans | Annually | 2019, 2023, 2027, 2031 |
| Debris Management Plan | Odd Years | 2019, 2021, 2023, 2025 |
| Disaster Housing Plan | Even Years | 2020, 2022, 2024, 2026 |
| Employee Handbook | Annually | 2018, 2020, 2022, 2024 |
| EOC Handbook | Annually | 2019, 2020, 2021, 2022 |
| Hazard Identification, Risk Assessment and Consequence Analysis | Annually | 2019, 2020, 2021, 2022 |
| Joint Information System Plan | Annually | 2019, 2020, 2021, 2022 |
| Local Mitigation Strategy | Annually | 2016, 2021, 2026, 2031 |
| Mutual Aid Agreements, Contractual Service Agreements, Memoranda of Understanding | Annually | 2019, 2020, 2021, 2022 |
| NIMS Coordination Activities | Annually | 2019, 2020, 2021, 2022 |
| Procurement Manual | Annually | 2019, 2020, 2021, 2022 |
| Resource Management & Logistics Plan | Annually | 2019, 2020, 2021, 2022 |
| Strategic Plan | Annually | 2019, 2023, 2027, 2031 |
| Training and Exercise Plan | Annually | 2019, 2020, 2021, 2022 |