

# Comprehensive Preparedness Guide (CPG) 101

Version 2.0

Developing and Maintaining Emergency Operations Plans  
Overview Briefing

January 2011



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# Welcome

## **The Community Preparedness Webinar Series**

*Collaborative Planning: Engagement of the Whole Community*

Introduction by Paulette Aniskoff, Director, Individual & Community Preparedness Division

Presentation by Donald Lumpkins, Chief, National Planning Coordination & Assistance



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# The CPG Initiative

The CPG Initiative is an effort by FEMA to enhance and modernize planning and contribute to a national planning structure by:

- Defining national planning doctrine
- Revising existing planning guidance in a way that conveys an uncomplicated understanding of what constitutes an effective emergency operations plan
- Providing new guidance that reflects the current operational environment and incorporates all homeland security missions
- Clearly showing that planning is a process that integrates, coordinates, and synchronizes operations at all levels



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# The CPG Initiative

CPG 101 development began in late 2006 with a decision to revise State and Local Guide (SLG) 101

## Vision

- CPG 101 is the foundation for state, territorial, tribal, and local emergency planning in the United States
- Supplemental CPGs provide more detailed planning concepts and guidance for specific functions and hazards
- The entire set of CPGs will be made available online as they are released



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# Updating - 101

More than a year since CPG-101 was released (March, 2009)

In that time...

- User feedback
- New leadership
- Better understanding of the world of planning
- Analytical feedback on the status of planning nationwide
- Increasing awareness of cross-cutting issues

All of these factors suggested it was time to review the document



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# Updating - 101

And So Began the Review Process...

Stakeholder discussions with...

- ...FEMA leadership
- ...CPG Writing Team
- ...Association reviews
- ...DHS Components
- ...Working groups
- ...FEMA Offices and Directorates
- ...Federal Departments / Agencies
- ...Subject-matter experts in different fields

A constant process of review, revision, and feedback at different times from different perspectives



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# What's New in Version 2.0?

## Content Changes

- Shifted primary focus to **EOP development**
- Updated the **principles of planning** to reflect lessons learned
- Added concept of **community-based planning**—engaging the whole community by using a planning process that both represents the actual population of the community and by involving community leaders in the planning process
- Increased references to planning for **functional and access needs, children, and household pets/service animals**
- Improved discussion on **threat / hazard identification & risk assessment**
- Clarified language on “**red-teaming**”



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# What's New in Version 2.0?

## Structural Changes

- Re-titled document to Developing and Maintaining Emergency Operations Plans to reflect the general utility of the document
- Reorganized and renamed chapters to improve document organization and flow
- Tracking graphic added to Chapter 4 pages to aid in using the planning process
- Reduced length of document more than 25% and removed “brands” to minimize impact of future policy directives



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# CPG 101 Version 2.0 Structure

## Focus on the EOP



### Developing and Maintaining Emergency Operations Plans

Comprehensive Preparedness Guide (CPG) 101  
Version 2.0



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## Introduction and Overview

### 1. The Basics of Planning

Planning Fundamentals; Planning Considerations

### 2. Understanding the Planning Environment: Federal, State, and Local Plans

Relationship Between Federal Plans and State Emergency Operations Plans; Linking Federal, State, and Local Emergency Plans

### 3. Format and Function: Identifying the Right Plan for the Job

The Emergency Operations Plan; Structuring an Emergency Operations Plan; Using Planning Templates; Additional Types of Plans; Emergency Operations Plan Content

### 4. The Planning Process

Steps in the Planning Process

## Appendices

- Authorities and References
- List of Acronyms and Glossary
- EOP Development Guide
- Suggested Training

# Principles of Planning

- Planning must be community-based, representing the whole population and its needs.
- Planning must include participation from all stakeholders in the community.
- Planning uses a logical and analytical problem-solving process to help address the complexity and uncertainty inherent in potential hazards and threats.
- Planning considers all hazards and threats.



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# Principles of Planning

- Planning should be flexible enough to address both traditional and catastrophic incidents.
- Plans must clearly identify the mission and supporting goals (with desired results).
- Planning depicts the anticipated environment for action.
- Planning does not need to start from scratch.
- Planning identifies tasks, allocates resources to accomplish those tasks, and establishes accountability.



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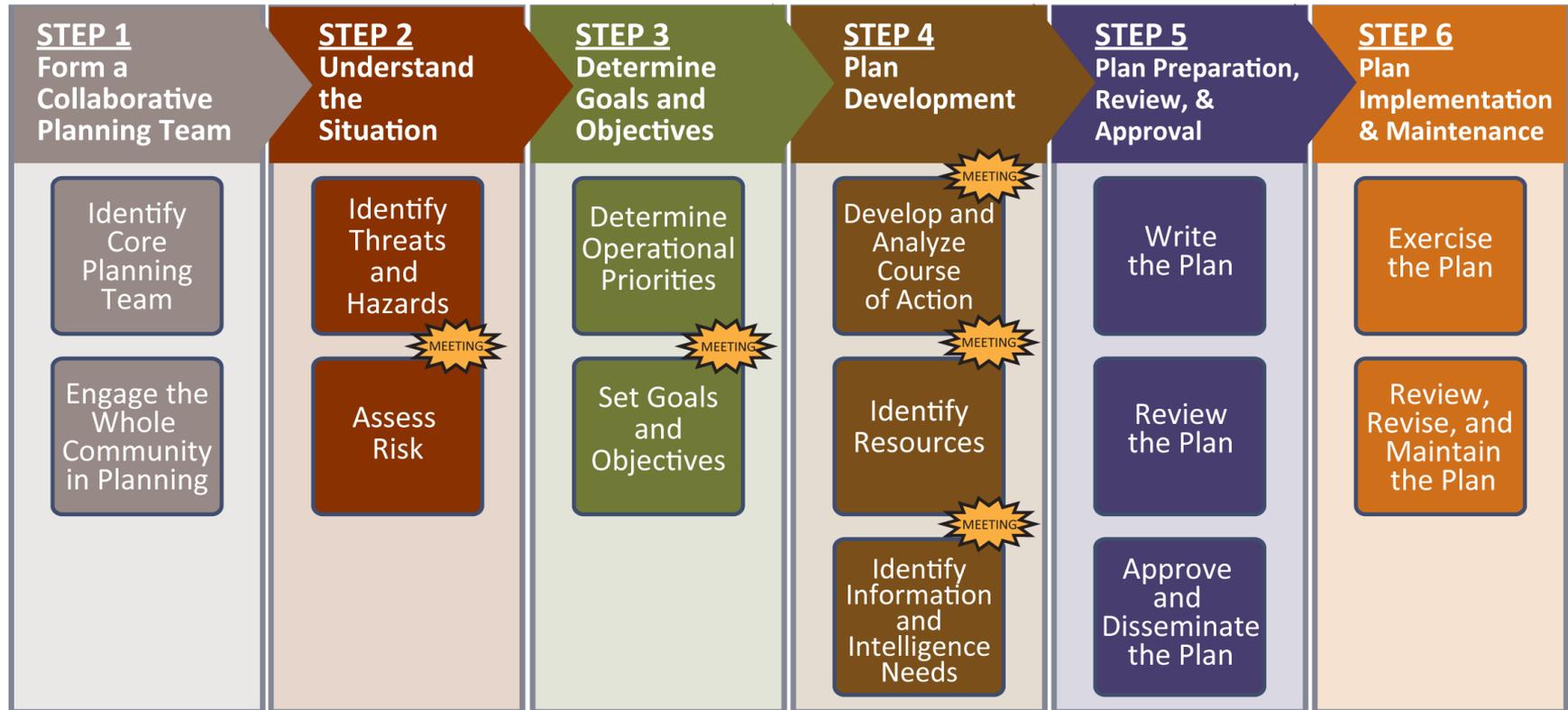
# Principles of Planning

- Planning includes senior officials throughout the process to ensure both understanding and approval.
- Time, uncertainty, risk, and experience influence planning.
- Effective plans tell those with operational responsibilities what to do and why to do it, and they instruct those outside the jurisdiction in how to provide support and what to expect.
- Planning is fundamentally a process to manage risk.
- Planning is one of the key components of the preparedness cycle.



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# The Planning Process



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# Risk-Informed Planning

- CPG 101 integrates risk management into Step 2 of the planning process (Understand the Situation)
- Assessment of capabilities and hazards should be from the point of view of risk
- Assessing risk allows for planners to make informed decisions on the use of limited resources and capabilities



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# Risk-Informed Planning

Additionally, the analysis process produces facts and assumptions, which can be distinguished as follows:

- Facts are verified pieces of information.
- Assumptions consist of information accepted by planners as being true in the absence of facts in order to provide a framework or establish expected conditions of an operational environment so that planning can proceed.



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# Community Engagement

Planning that is for the whole community and involves the whole community is crucial to the success of any plan

## Communities

- Jurisdiction-Based
  - Towns
  - Cities
- Social Organization-Based
  - Faith-Based Organizations
  - Volunteer Organizations
  - Recreational Organizations
  - Individual Neighborhoods

Builds on existing structures wherever possible



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# Community Engagement

1

## Know the Community

As you progress in producing a community map, there are three major areas where members of various communities can assist your effort.

- **Hazards:** Members of the community know the natural, technological, and man-made hazards that exist in their community.
- **Population:** As a geographic community can include many social communities, it is important to engage the citizens to get a picture of what populations are represented. Planners need to know where these populations are located and what needs they may have.
- **Capabilities:** Social communities bring a host of capabilities that can be used to respond to a disaster, while corporations can provide material support and are a community in and of themselves.



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# Community Engagement

2

## Identify the Communities to Engage

Working with existing groups is the most efficient way to link into a community as they have established relationships, networks and communication channels.

- Existing community-based programs are worth connecting to because trusted relationships have already been established between these offices and the community and further initiatives can capitalize on this goodwill.
- The community assessment process will identify existing programs and contracts.
- Being familiar with current events and programs in the community will help identify barriers and opportunities for engagement.



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# Community Engagement

3

Partner with Community Leaders to Develop an Engagement Program

Engagement is about building trusted relationships.

- Community leaders need to trust that planners will support the work of the community and not dictate solutions for their issues. If communities don't trust that this will happen, they may choose to disengage.
- Working with leaders in the community to establish the type and level of engagement is critical.
- Leaders may be people who have an official position within the community or simply the “doers” in the community that have the ability to create the momentum needed for engagement activities.
- The best person to establish a partnership with will only be identified after getting to know the community well.



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# Critical Groups for Planning

- In looking across the spectrum of planning, several members of the community are identified that require additional consideration:
  - Functional and Access Needs
  - Children
  - Owners of Household Pets and Service Animals
- Previously, these were being addressed through stand-alone solutions
- The revised -101 takes the lessons learned from these other processes and integrates them into the core planning process and guidance



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# Red-Teaming

- Updated language to distinguish between the application of red teaming (which is, in essence, a competitive test) and the practice of peer review
- For plans dealing with adaptive threats (e.g., terrorism), examining plans “through the eyes of the adversary” can lead to significant improvements and a higher probability of success.
- Red-teaming is most successful when senior officials endorse and support it
- Both processes should leverage expertise from outside the jurisdiction will aid in challenging assumptions and identifying gaps in the jurisdiction’s courses of action



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# Red-Teaming

Planners will be encouraged to:

- Engage the law enforcement community and fusion centers to act as the adversary
- Understand the operational environment (e.g., geography, demography, economy, culture)
- Establish a potential adversary's identity, resources, tactics, and possible courses of action
- Evaluate the plan under multiple scenarios and courses of action across a wide range of circumstances using role-playing, tabletop exercises, facilitated seminars, and computer models and simulations to aid in analysis.



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# CPG-101 Support

Multiple tools will be made available to support version 2.0 of CPG-101, including:

- Technical assistance, to include planning workshops
- Video teleconferences / webinars to aid in understanding the updated guidance
- Templates
- Updated course materials
- One-stop e-mail address for planning questions (NPD-Planning@FEMA.GOV)

Our goal: to ensure the successful implementation of the planning process and the development of complete and effective plans



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# Looking Ahead

The CPG process serves to modernize and where appropriate expand prior guidance issued by FEMA

Future CPGs will...

- Establish a process for risk assessment
- Provide strategic planning guidance
- Educate and aid planners in developing functional and hazard-specific annexes
- Support planning for special events
- Address preparedness concerns (e.g. EOCs)
- ...and other topics identified by the community



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# Closing

- CPG-101 v1.0 was a great start, but we are working to make it better
- These updates serve to make the document...
  - More effective
  - More inclusive
  - Easier to use
  - Timeless
- Tools are being built to aid in its implementation and use



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# Questions?

## CONTACT INFORMATION

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