

# State of Hawai`i Comprehensive Emergency Management Plan - Base Plan

February 2022

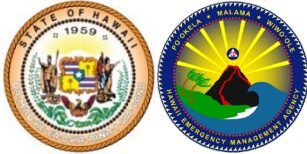
State of Hawai`i  
Emergency  
Management  
Agency (HI-EMA)





# State of Hawai`i CEMP Base Plan

February 2022



## Authority and Adoption Letters

### Executive Signatory Page

Emergency management is a complex, multifaceted discipline that requires a high level of organization and coordination. A successful emergency management program for the State of Hawai`i is reliant on the ability of all state entities with emergency management responsibilities to plan for and execute their responsibilities before, during, and after emergencies and disasters.

The *State of Hawai`i Comprehensive Emergency Management Plan - Base Plan* describes and establishes the organizational framework the state will use to document and socialize the many strategic, operational, and tactical emergency management plans, policies, and procedures that make up the State Comprehensive Emergency Management Program.

The implementation of this plan requires collaboration and commitment from all state entities with emergency management responsibilities. Through the execution of this document, state emergency management activities will increase in effectivity, to the benefit of all public and private entities as well as state residents and visitors.

**David Y. Ige**  
**Governor**  
**State of Hawai`i**

**Date:** Feb 26, 2022



# State of Hawai`i CEMP Base Plan

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## Letter of Adoption

The *State of Hawai`i Comprehensive Emergency Management Plan - Base Plan*, or the *CEMP Base Plan* establishes the strategic framework upon which the State of Hawai`i Comprehensive Emergency Management Program is built. The *CEMP Base Plan* describes state emergency management program strategic documentation and organizes state operational and tactical documentation into five functional volumes, each of which addresses a major emergency management function.

This plan is written in compliance with Hawai'i Revised Statutes (HRS) Chapter 127A – Emergency Management, which calls for a State Comprehensive Emergency Management Plan that is integrated into a State Comprehensive Emergency Management Program. The plan applies to all state departments, agencies, offices, and entities with statutory emergency management responsibilities. The framework established in this plan is not applicable to federal institutions, county and local governments, or private/non-profit entities. It may, however, be used as a state-level reference by those entities.

The *CEMP Base Plan* is maintained by the Hawai'i Emergency Management Agency with input and support from public and private partner departments, agencies, organizations, and other entities.

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**Luke Meyers**  
**Administrator**  
**Hawai`i Emergency Management Agency**

**Date:** Feb 28, 2022



# State of Hawai`i CEMP Base Plan

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## Record of Approval

The HI-EMA Operations Branch is responsible for the *State of Hawai`i Comprehensive Emergency Management Plan - Base Plan (CEMP Base Plan)* and is tasked with its maintenance. Updates and changes that are administrative in nature may be approved by the Administrator or the Executive Officer of the Hawai`i Emergency Management Agency. Major revisions must be approved by the Governor of the State of Hawai`i, the Director of Emergency Management, and the Hawai`i Emergency Management Agency Administrator.

Approval #	Approval Date	Approval Authority	Type of Approval
1			



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## Record of Changes

All maintenance to the *State of Hawai`i CEMP Base Plan* will be tracked and recorded in the following table to ensure the most recent version is disseminated and implemented. The document will be maintained on an annual basis.

Change Number	Date of Change	Section Changed	Summary of Change
1			
2			
3			
4			
5			
6			
7			



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## 1. Introduction

### a. Hawai`i Emergency Management Agency

The Hawai`i Emergency Management Agency (HI-EMA) serves as the official emergency management agency for the state of Hawai`i and is the primary coordinating agency between the state and the four county emergency management agencies (Kauai Emergency Management Agency, Honolulu Department of Emergency Management, Maui Emergency Management Agency, and the Hawai`i County Civil Defense Agency).

HI-EMA and the state of Hawai`i follow the National Incident Management System (NIMS) model, which dictates that incident response should be handled by at the lowest level possible. When incident response efforts exceed the capabilities of a county, HI-EMA supports and supplements county efforts and can recommend a State Emergency Proclamation from the Governor if necessary. When state resources are exhausted, HI-EMA also serves as the primary coordinating agency between the state and the Federal Emergency Management Agency (FEMA).

### b. HI-EMA Mission and Values

The mission of state emergency management program is to aid the people of Hawai`i to prepare for, mitigate against, respond to, and recover from disasters and emergencies.

**Prepare:** HI-EMA helps the state to prepare for emergencies through the development of plans, policies, procedural guides, and other documentation, the acquisition and distribution of emergency management preparedness grants, public awareness and education, training, testing, and exercises, and other activities.

**Mitigate:** Mitigation programs reduce the impact of the disasters that affect the state, which saves lives and reduces losses when disasters occur. HI-EMA engages in hazard mitigation planning, coordinates mitigation activities, and administers hazard mitigation grant programs statewide.

**Respond:** HI-EMA serves as the primary coordinating agency for disaster response for the State of Hawai`i. It maintains the State Emergency Operations Center and the State Emergency Response Team, which are activated during incidents and emergencies to manage requests for assistance and information, provide and coordinate resources requested by other responders, and, when applicable, work with federal response agencies.

**Recover:** Recovery from disasters begins immediately after disaster conditions end and can last for years. HI-EMA participates in many aspects of recovery in both the short- and long-term, which include damage assessment, coordination of infrastructure restoration, and individual and public assistance grant distribution.

The state emergency management program is guided by the following core values.

1. *Mālama* – To care for or protect. This is the core of the HI-EMA mission and purpose.
2. *Po`okela* – To excel. HI-EMA is committed as an agency to excellence and continuous improvement.
3. *Wiwo`ole* – Fearless, courageous. HI-EMA serves the people of Hawai`i fearlessly.
4. *Laulima* – Many hands, cooperation. Cooperation between HI-EMA, public sector agencies, and private sector/non-profit entities is key to effective emergency management.
5. *Kūpono* – To be honest and fair. HI-EMA strives to be open and transparent in all interactions, communications, and relationships.



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## c. Plan Components

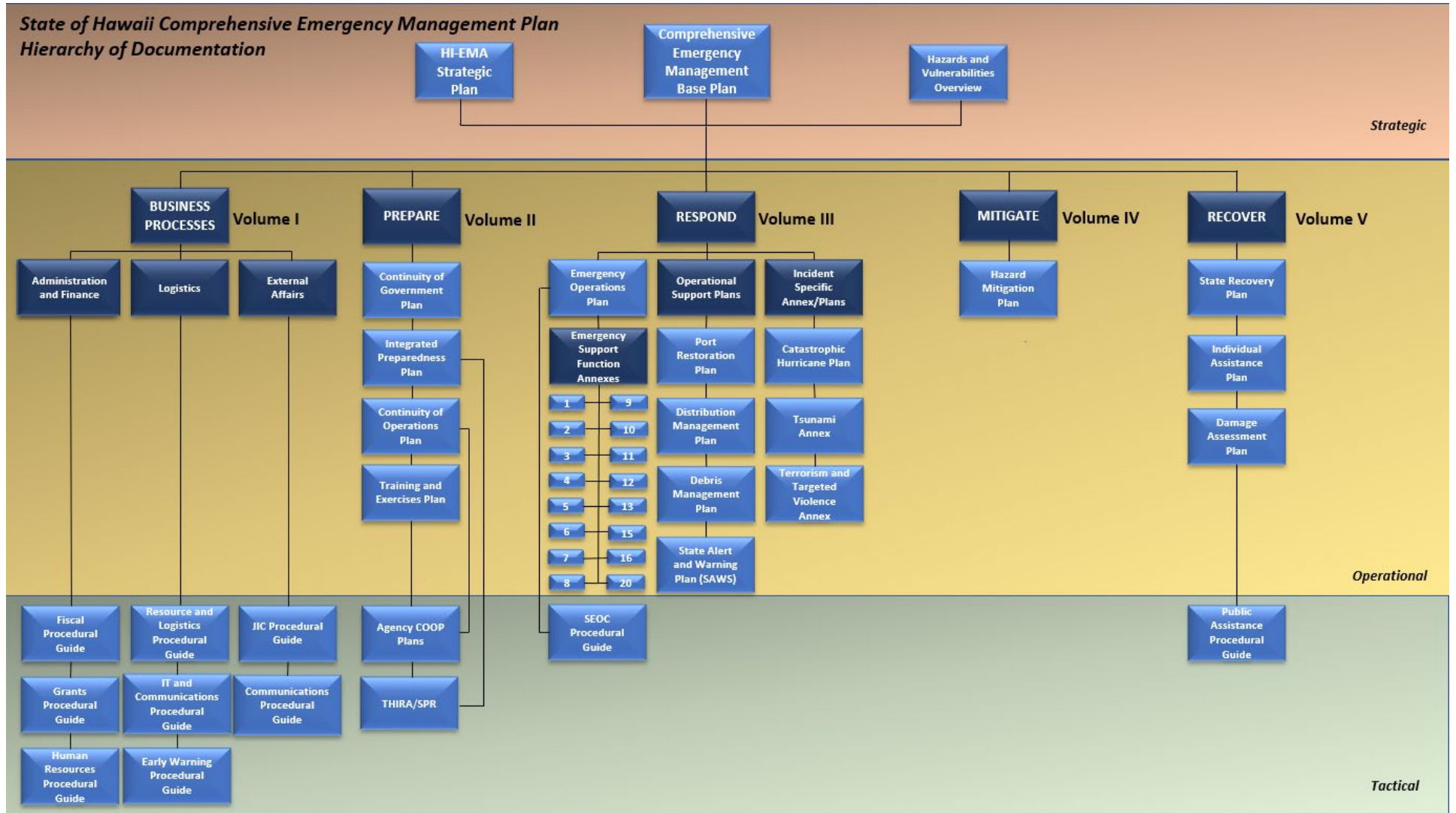


Figure 1: The State of Hawai`i Comprehensive Emergency Management Plan Hierarchy of Documentation





# State of Hawai`i CEMP Base Plan

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## (1) State of Hawai`i Comprehensive Emergency Management Plan – Base Plan

The purpose of the *State of Hawai`i Comprehensive Emergency Management Plan – Base Plan (CEMP Base Plan)* is to meet the requirements described in State of Hawai`i HRS 127A. This plan provides the provisions to ensure the State of Hawai`i is prepared for all emergencies or incidents that occur within the state. The plan is developed and maintained by HI-EMA and other state agencies that comprise the State of Hawai`i emergency management community. The *CEMP Base Plan* is contained in five distinct, but interconnected volumes.

## (2) Volume I: Business Processes

This volume of the CEMP is comprised of the critical business processes that provides direction to the HI-EMA staff. The Administration and Finance business process is comprised of documentation that provides direction for the for the areas of human resources, management of fiscal resources such as grants allocation, and provides the overall framework for the administration of HI-EMA. The logistics business process is responsible for defining how HI-EMA will make available the critical materials required during and immediately after an incident. The External Affairs business process provides the documentation for enhancing communications and education to stakeholders including businesses, educational partners, government employees, residents of and visitors to Hawai`i. A standard document, known as a procedural guide, plays a key supporting role in the development and execution of preparedness, mitigation, response, and recovery plans, and activities.

## (3) Volume II: Prepare

Preparedness is a whole-community process that involves stakeholders from across the emergency management community, including local, state, and federal governments, private sector stakeholders, nonprofit volunteer partners, and residents. All state agencies and partner organizations have a role in ensuring the preparedness of the State of Hawai`i. For its part, the HI-EMA maintains a host of all-hazards preparedness programs and activities designed to keep the State prepared for any emergency or disaster. The key components of Volume II are the Integrated Preparedness Plan, the continuity plans, and the State Continuity of Government (COG) Plan. The Training and Exercise plan is developed and implemented in support of preparedness for both internal HI-EMA and external emergency management stakeholders.

## (4) Volume III: Respond

This volume of the CEMP identifies the State's overarching plans, annexes, procedural guides, and the response organizational structure that will be implemented in any emergency or disaster situation that warrants a collective, multi-agency state emergency management response. This volume serves as the basic operational framework for the State's response and includes the mechanisms to address the immediate response and short-term recovery from any hazard that could adversely affect the State. Contained within Volume IV is the *State of Hawai`i Emergency Operations Plan (HI-EOP)* with associated Emergency Support Annexes, hazard-specific annexes, and critical operational support plans.

## (5) Volume IV: Mitigate

As the severity and frequency of disasters increase, so does the devastation and high cost of recovery they leave in their wake. In recent years, focus has moved towards mitigation. These are sustained actions that reduce the



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loss of life, property, and environment by lessening the impact of disasters. The State of Hawai`i recognizes that the time to act to save lives and protect property is before disaster strikes. This volume of the CEMP addresses overall hazard mitigation planning process, risk assessment, strategy development and plan implementation. The *State of Hawai`i Hazard Mitigation Plan* provides the state and its counties a blueprint for a full range of activities to reduce the effect of similar incidents. It also allows the State of Hawai`i to identify mitigation opportunities and implement mitigation measures at the State and county levels. The plan offers a source of hazard data and can serve as a guide in content and formatting as local plan writers prepare their own mitigation plans and develop local strategies.

## **(6) Volume V: Recover**

This volume of the CEMP includes the provisions for implementing short and long-term recovery activities and functions, including mitigation, as provided for under the Federal Robert T. Stafford Disaster Relief, the State of Hawai`i Recovery Plan, and a variety of Federal-State programs. This volume also recognizes the primacy of the State of Hawai`i counties in the implementation of short and long-term recovery plans and, depending on the nature and impact of the disaster, new programs that might be necessary to implement at the county level.



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## 2. Purpose and Scope

### a. Purpose

#### State of Hawaii Comprehensive Emergency Management Plan

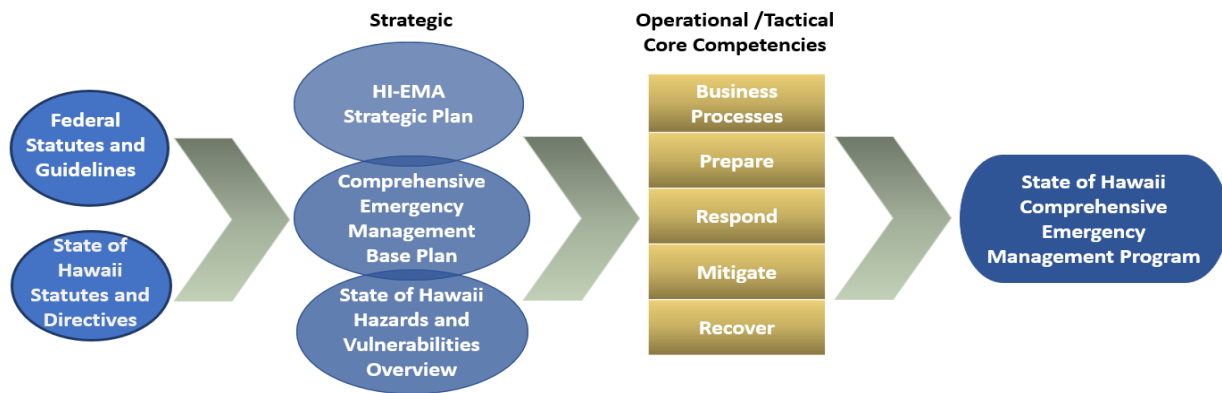


Figure 2: The relationship between federal and state policies, plans, documents, and programs.

The *CEMP Base Plan* provides the blueprint of how the state emergency management documentation is organized, how documents relate to each other, and serves as the capstone of the CEMP. The CEMP contains the plans, procedures, and other documents that support the five volumes of emergency management: business processes, prepare, respond, mitigate, and recover. As a strategic document, the *CEMP Base Plan* establishes a framework for emergency management functions and programs for the State of Hawai`i. As HI-EMA is the coordinating agency for emergency management for the state, much the CEMP revolves around HI-EMA documentation and processes, which are developed by HI-EMA with input and support from other state, federal, and local agencies as well as from private stakeholders. Successful emergency management requires a whole-community approach, so there are documents included in the CEMP that are produced and maintained by other state departments, agencies, and offices as well.

It is the goal of *CEMP Base Plan* to aid the State of Hawai`i, through HI-EMA, to protect lives, property, and the environment through effective coordination of whole community resources. The *CEMP Base Plan* is always in effect. Supporting documentation (plans, annexes, assessments, and procedural guides) may be implemented and executed before, during, and after incidents as needed by HI-EMA and other agencies with emergency management responsibilities, in coordination with HI-EMA.

### b. Scope

The *CEMP Base Plan* applies to all HI-EMA staff, State Emergency Response Team (SERT) partners, State Emergency Management Officers, and to any other entity that performs state-level emergency management functions in coordination with HI-EMA, as described by the various plans and other documents described in this plan.

It encompasses all state emergency management functions and documents that address regular emergency management business functions, as well as incident preparation, mitigation, response, and recovery. Supporting



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documentation is divided organized into volumes, with each volume covering a specific aspect of emergency management.

## 3. Situation and Assumptions

### a. Situation

#### (1) Geography

The Hawai`ian Islands are located 2,400 miles from the continental United States. The state's relative isolation and dependance on outside imports create planning considerations unique to the state of Hawai`i. The inhabited islands, Hawai`i island, Mau`i, Lana`i, Molokai, Kahoolawe, O`ahu, Kaua`i, and Ni`ihau are divided into five counties: Kaua`i, Honolulu, Mau`i, Kalawao, and Hawai`i. Although most hazards are common to the state as a whole, the geographical profile, and therefore potential risk and vulnerability of each county is unique.

#### (2) Demographics

The resident population of the Hawai`ian Islands is about 1.5 million people, with the majority residing on Oahu. That does not include the 200,000+ visitors that are in the state on any given day. Both residents and visitors come from diverse backgrounds and speak many different languages. That diverse background means that residents and visitors will have different knowledge and understanding of the hazards they face while in the islands and may lack helpful community and family support networks during and after a disaster.

#### (3) Hazards

The primary goal of emergency management planning is to ensure the readiness of the state to respond to and recover from the effects of all hazards. Hazards can be defined as any source of potential or actual damage or adverse effects on something or someone. The State of Hawai`i faces a variety of hazards from both natural and human-caused origins. Some hazards, like hurricanes, windstorms, and areal/coastal flooding, are generally seasonal, while others, like earthquakes, can affect the state at any time with little to no warning.

The table on the following page shows a summary of the hazards the state faces. More information on the hazards the state faces can be found in the *Hazards and Vulnerabilities Overview*, the *Threat Hazard Identification and Risk Assessment (THIRA)*, the *Stakeholder Preparedness Review*, and the *State Hazard Mitigation Plan (HMP)*.



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## State of Hawai'i All Hazard Identification, Vulnerability, and Risk Assessment

Hazard	People		Property		The Environment		Emergency Management Program Operations	
	Risk	Vulnerability	Risk	Vulnerability	Risk	Vulnerability	Risk	Vulnerability
Tsunami	High	High	High	High	Medium	High	High	Medium
Hurricane	High	High	High	High	Medium	High	Medium	Medium
Volcanic Hazards (lava flow and /Vog)	Medium	Medium	Medium	Medium	Medium	Medium	Low	Low
Climate Change and Sea Level Rise	Low	Medium	Medium	Medium	Medium	Medium	Low	Low
Drought	Low	Medium	Low	Low	Low	Medium	Low	Low
Earthquake	High	Medium	Medium	Medium	Medium	Medium	Medium	Medium
Flood	High	High	High	High	High	High	Medium	Medium
High Wind Storm	Medium	Medium	High	High	Low	Medium	Low	Medium
Landslide and Rockfall	Medium	Medium	Medium	Low	Low	Medium	Medium	Medium
Wildfire	Low	Medium	Medium	Medium	Medium	Medium	Medium	Medium
Infrastructure Failure	Medium	High	Medium	Medium	Medium	Medium	Medium	Medium
Hazardous Materials	Medium	Low	Low	Low	High	Medium	Low	Low
Health Risks	High	High	Low	Low	Low	Medium	High	Medium
Terrorism	Medium	Medium	Low	Medium	Medium	Medium	Medium	Medium
Cyber Threat	High	High	High	High	High	High	Medium	Medium



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## b. Assumptions

1. The Director of Emergency Management will act on behalf of the Governor of Hawai`i to coordinate emergency management functions for the state of Hawai`i.
2. Day to day functions of emergency management is delegated to the Administrator of HI-EMA for all hazards across preparedness, response, recovery, and mitigation functions.
3. HI-EMA will keep all documentation described in this plan maintained and will make the most current versions available to federal, state, county, and private partners as well as the public, where appropriate.
4. HI-EMA will regularly coordinate training, testing, and exercises for plan improvement and staff and partner preparedness.
5. Incidents both begin and end at a local level. Subsequently, county resources will be at or near depletion levels before assistance is requested from the state.
6. Before requesting assistance from the state, counties will seek assistance through mutual aid arrangements, neighbor islands, and the private sector.
7. Emergency Support Function and Recovery Support Functions Primary and Supporting Agencies are prepared to send representatives to report to the State Emergency Operations Center (SEOC) as needed.
8. The federal government will provide funds and assistance to the state and any counties declared to be major disaster areas by the President of the United States.
9. Federal agencies may provide aid under their statutory authority to areas affected by incidents without a Presidential declaration.



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## 4. Roles and Responsibilities

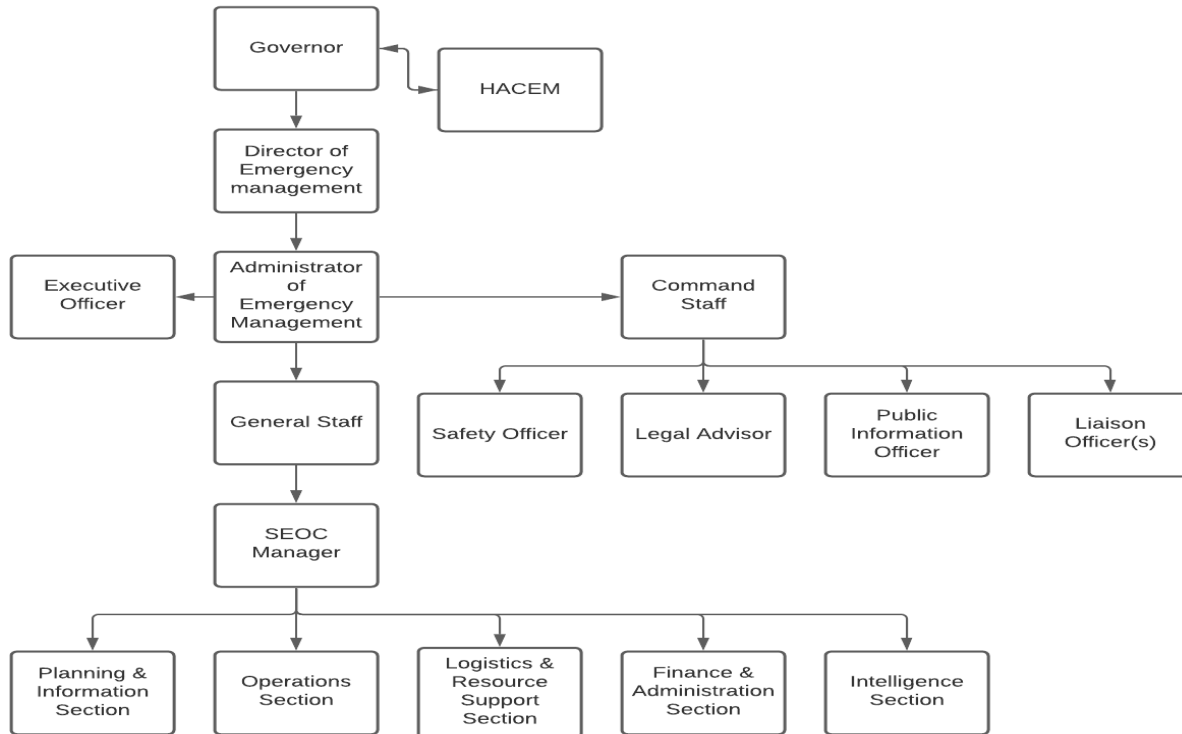


Figure 3: The State of Hawai`i emergency management incident command structure

### a. Governor of the State of Hawai`i

All powers of emergency management in the State of Hawai`i are vested in the state's governor (per Hawai`i Reserved Statutes 127A), but the governor delegates many of those powers to the Director of Emergency Management. The governor retains the following powers, in addition to any powers vested in him/her by the federal government: Issuance of proclamations of states of emergency and local states of emergency, and any other proclamations provided for by HRS 127A; Issuance of emergency rules that have the force and effect of law; Allotment of funds appropriated or available for the purposes of HRS 127A; and Nomination and appointment, with the advice and consent of the state senate, of members of the Hawai`i Advisory Council on Emergency Management (HACEM), and the designation of the council chairperson.

### b. Hawai`i Advisory Council on Emergency Management (HACEM)

The Hawai`i Advisory Council on Emergency Management (HACEM) is an administrative policy group attached to the Hawai`i Emergency Management Agency. Its seven members are appointed by the governor, and they are to confer with and advise the Governor, the Director of HI-EMA, and the Administrator of HI-EMA on emergency management concerns and topics. The members represent Kaua`i, O`ahu, Mau`i, and Hawai`i counties. Council members serve four-year terms, and the Governor may extend those terms an extra four years when they end.



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## c. HI-EMA Leadership

HI-EMA is led by the Director of Emergency Management, State of Hawai`i Adjutant General, who reports directly to the Governor. The Administrator of Emergency Management, the civilian head of HI-EMA and reports directly to the Director of Emergency Management. The Administrator manages the HI-EMA daily operations, serves as the State Coordinating Officer, and acts as the Governor's Authorized Representative during emergencies.

Under the direction of the Administrator are the Executive Officer and the Command Staff, which comprises the Safety Officer, Public Information Officer, Legal Advisor, and Liaison Officers. More information on HI-EMA leadership can be found in the *State of Hawai`i Emergency Operations Plan (HI-EOP)*.

## d. HI-EMA General Staff

The general staff of HI-EMA is broken into the Operations, Logistics, Administration & Finance, Resilience, and External Affairs Branches, each of which report to the Administrator. Normal operations include grants management, public assistance, emergency planning, and training, testing, and exercises. When activated for an emergency, HI-EMA staff form part of the State Emergency Response Team (SERT), and will fill roles in the Operations, Planning & Information, Logistics & Resource Support, Administration & Finance, and Intelligence Sections, each led by a Section Chief who reports to the SEOC Manager. The SEOC Manager reports to the Administrator. More information on HI-EMA staff and responsibilities can be found in the *HI-EOP* and the *SEOC Procedural Guide*.

## e. Emergency Management Officers (EMOs)

Emergency Management Officers (EMOs) are employees of state agencies and Non-Governmental Organizations (NGOs) that are assigned by their agency/organization to serve as primary liaisons between them and HI-EMA for emergency management purposes. EMOs, in addition to being activated during incidents, help HI-EMA and their agencies to develop emergency plans. More on EMOs and their functions can be found in the *HI-EOP*.

## f. State Emergency Response Team (SERT)

The State Emergency Response Team (SERT) is comprised of HI-EMA staff, State Emergency Support Function (SESF) representatives, and state department/agency/office Emergency Management Officers (EMOs) and is the team that is activated to respond to actual and threatened incidents. The SERT is broken into the Planning & Information, Operations, Logistics & Resource Support, Finance & Administration, and Intelligence Sections. Each section has a chief that reports to SEOC Manager, who reports to the Administrator. More information on the SERT and its functions can be found in the *HI-EOP*.

## g. State Emergency Support Functions (SESFs)

State Emergency Support Functions (SESFs) are composed of state agencies and Non-Governmental Organizations (NGOs) that have emergency management responsibilities related to their specific field or sector. Each SESF has Coordinating, Primary, and Support agencies identified that help to support the overall mission of the SESF. SESF representatives can be activated to join the SERT during incidents and in support of the State Coordination Officer. More information on SESF agencies and their functions can be found in the *HI-EOP*.





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## h. State Recovery Support Functions (SRSFs)

State Recovery Support Functions (SRSFs) are composed of state agencies and Non-Governmental Organizations (NGOs) that have emergency management responsibilities related to their specific field or sector. Each SRSF has Primary and Support agencies identified that help to support the overall mission of the SRSF. SRSF representatives can be activated to join the SEOC during incidents as short-term recovery activities are identified. As activities transition to middle and long-term, the SRSFs work with the State Coordination Officer, the State Disaster Recovery Coordinator, the HI-EMA Resilience Branch, and the Federal Disaster Recovery Coordinator on related activities. More information on SRSF agencies and their functions can be found in the *State Recovery Plan*.

## i. Hawai`i Office of Homeland Security (OHS)

The Office of Homeland Security’s (OHS) primary responsibility is to enhance Hawaii’s security preparedness and resilience in an integrated, synergistic, relevant, proactive, flexible, cost effective, full-spectrum effort across all domains in order to prevent, protect, mitigate, respond to, and recover from attacks, all hazards. OHS ensures coordination and cooperation among all organizations for homeland security including cooperation with county, state, and federal homeland security, and law enforcement agencies. OHS prepares comprehensive plans and programs for homeland security and homeland defense. OHS solicits and manages the homeland security grants for partners throughout State of Hawai`i.

## 5. Hierarchy of Documentation and Control

The following is a hierarchy of the documents that form part of the CEMP. It organizes documentation, lists the agency that is responsible for each document, who the signatory is for each document, and the maintenance schedule for each document. This is not an exhaustive list of emergency management plans, annexes, and procedural guides, rather it focuses on the documents with the most consequence for emergency management in the state of Hawai`i. All plans, annexes, and procedural guides are required to have their own schedules and processes for maintenance.

Document	Agency Responsible	Signatories	Maintenance
CEMP Base Plan	HI-EMA Operations Branch	Governor / HI-EMA Administrator	Annual
HI-EMA Strategic Plan	HI-EMA Operations Branch	HI-EMA Administrator / HI-EMA Executive Officer (XO)	5 Years
Hazards and Vulnerabilities Overview	HI-EMA Resilience Branch	Administrator / XO / Resilience Branch Chief	Annual



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Document	Agency Responsible	Signatories	Maintenance
<b>Volume I: Business Processes</b>			
Administration & Finance Procedural Guides	HI-EMA Administration & Finance Branch		Annual
Fiscal Procedural Guide	HI-EMA Administration & Finance Branch	Administrator / XO / Administration Manager	Annual
Grants Procedural Guide	HI-EMA Administration & Finance Branch	Administrator / XO / Administration Manager	Annual
Human Resources Procedural Guide	HI-EMA Administration & Finance Branch	Administrator / XO / Administration Manager	Annual
Logistics Procedural Guides	HI-EMA Logistics Branch	Administrator / XO / Logistics Branch Chief	Annual
Resource and Logistics Procedural Guide	HI-EMA Logistics Branch	Administrator / XO / Logistics Branch Chief	Annual
IT and Communications Procedural Guide	HI-EMA Logistics Branch	Administrator / XO / Logistics Branch Chief	Annual
Early Warning Procedural Guide	HI-EMA Logistics Branch	Administrator / XO / Logistics Branch Chief	Annual
External Affairs Procedural Guides	HI-EMA External Affairs Branch		Annual
JIC Procedural Guide	HI-EMA External Affairs	Administrator / XO / External Affairs Branch Chief	Annual
Communications Procedural Guide	HI-EMA External Affairs	Administrator / XO / External Affairs Branch Chief	Annual
<b>Volume II: Prepare</b>			
State Continuity of Government Plan	Governor's Office	Governor	Annual
Integrated Preparedness Plan	HI-EMA Operations Branch	Administrator / XO / Operations Branch Chief	Annual
HI-EMA Continuity of Operations Plan	HI-EMA Operations Branch	Administrator / XO / Operations Branch Chief	Annual
Training and Exercises Plan	HI-EMA Operations Branch	Administrator / XO / Operations Branch Chief	Annual
Agency COOP Plans	State of Hawai`i Departments, Agencies, and Offices	Administrator / XO / Department and Agency Directors	Annual
THIRA/SPR	HI-EMA Operations Branch	Administrator / XO / Operations Branch Chief	Annual



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Document	Agency Responsible	Signatories	Maintenance
<b>Volume III: Respond</b>			
HI-EOP	HI-EMA Operations Branch	Governor / Administrator	Biennial
SESF Annexes	HI-EMA Operations Branch, SESFs		Biennial
SESF #1 Transportation Annex	HI-EMA Operations Branch Department of Transportation (HDOT)	Administrator / XO / HDOT	Biennial
SESF #2 Communications Annex	HI-EMA Operations Branch Office of Enterprise Technology Services (ETS)	Administrator / XO / ETS	Biennial
SESF #3 Public Works and Engineering Annex	HI-EMA Operations Branch Department of Accounting and General Services (DAGS)	Administrator / XO / DAGS	Biennial
SESF #4 Firefighting Annex	HI-EMA Operations Branch Department of Land and Natural Resources (DLNR), Division of Forestry and Wildlife (DOFAW)	Administrator / XO / DLNR	Biennial
SESF #5 Planning & Information Annex	HI-EMA Operations Branch	Administrator / XO / Operations Branch Chief	Biennial
SESF #6 Mass Care, Emergency Assistance, Housing & Human Services Annex	HI-EMA Operations Branch, Department of Human Services (DHS)	Administrator / XO / DHS	Biennial
SESF #7 Logistics Management & Resource Support Annex	HI-EMA Logistics Branch	Administrator / XO / Logistics Branch Chief	Biennial
SESF #8 Public Health & Medical Services Annex	HI-EMA Operations Branch Department of Health (DOH)	Administrator / XO / DOH	Biennial
SESF #9 Search and Rescue Annex	HI-EMA Operations Branch Department of Land and Natural Resources (DLNR), Division of Conservation and Resources Enforcement (DOCARE)	Administrator / XO / DLNR DOCARE	Biennial



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SESF #10 Oil and HAZMAT Annex	HI-EMA Operations Branch Department of Health (DOH)	Administrator / XO / DOH	Biennial
SESF #11 Agriculture and Natural Resources Annex	HI-EMA Operations Branch Department of Agriculture (DOA)	Administrator / XO / DOA	Biennial
SESF #12 Energy Annex	HI-EMA Operations Branch Department of Business, Economic Development, & Tourism (DBEDT), Hawai`i State Energy Office (HSEO)	Administrator / XO / DBEDT HSEO	Biennial
SESF #15 External Affairs Annex	HI-EMA External Affairs	Administrator / XO / External Affairs Branch Chief	Biennial
SESF #16 Finance Annex	HI-EMA Administration & Finance Branch	Administrator / XO / Administration Manager	Biennial
SESF #20 Military Support Annex	HI-EMA Operations Branch Hawai`i National Guard (HING)	Administrator / XO / HING	Biennial
SEOC Procedural Guide	HI-EMA Operations Branch	Administrator / XO / Operations Branch Chief	Annual
Incident Specific Annexes / Plans	HI-EMA Operations Branch		Annual
Tsunami Annex	HI-EMA Operations Branch	Administrator / XO / Operations Branch Chief	Annual
Catastrophic Hurricane Plan	HI-EMA Operations Branch	Administrator / XO / Operations Branch Chief	Annual
Terrorism and Targeted Violence Annex	Hawaii Office of Homeland Security	Administrator, Hawaii Office of Homeland Security	Annual
Operational Support Plans	HI-EMA Operations Branch		Variable
State Port Restoration Plan	HI-EMA Operations Branch	Administrator / XO / Operations Branch Chief	Annual
State Distribution Management Plan	HI-EMA Operations Branch	Administrator / XO / Operations Branch Chief	Annual
State Debris Management Plan	HI-EMA Operations Branch	Administrator / XO / Operations Branch Chief	Annual
Statewide Alert & Warning Plan	HI-EMA Logistics Branch	Administrator / XO / Logistics Branch Chief	Biennial



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Document	Agency Responsible	Signatories	Maintenance
<b>Volume IV: Mitigate</b>			
State Hazard Mitigation Plan	HI-EMA Resilience Branch	Governor	Annual
<b>Volume V: Recover</b>			
State Recovery Plan	HI-EMA Resilience Branch	Governor / Administrator	Annual
Individual Assistance Plan	HI-EMA Resilience Branch	Administrator / XO / Resilience Branch Chief	Annual
Damage Assessment Plan	HI-EMA Resilience Branch	Administrator / XO / Resilience Branch Chief	Annual
Public Assistance Procedural Guide	HI-EMA Resilience Branch	Administrator / XO / Resilience Branch Chief	Annual

## 6. Organization

The State CEMP is organized into five functional volumes, with the *CEMP Base Plan*, the *HI-EMA Strategic Plan*, and the *Hazards and Vulnerabilities Overview* representing the strategic documentation that unites the volumes, as discussed in **c. Plan Components**. The volumes contain documents that are organized by type: operational or tactical.

**Operational documents** are those that are written and executed to fulfil the strategic goals and objectives that are established by the state strategic documents. Operational documents link and operationalize high-level strategic goals to specific tactical operations and objectives. Each volume of the CEMP has one or more operational documents that cover a variety of different day-to-day and emergency operations.

**Tactical documents** support the operations and activities prescribed by operational documents and are focused on specific operations and objectives. They describe, in greater detail than is found in operational or strategic documents, how individual actions and operations are to be carried out, and can include plans, manuals, checklists, and other activity-focused documents.

### a. Strategic Documents



Figure 4: Strategic Documents



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## (1) CEMP Base Plan

The *CEMP Base Plan*, provides the framework for the socialization of emergency management plans for the State of Hawai'i. The documents housed in Volume I: Business processes form the foundation upon which the other four volumes (prepare, mitigate, respond, recover) and their associated plans are built. Those five volumes together support the *HI-EMA Strategic Plan*, and the *CEMP Base Plan* is the capstone of all that documentation. Together, those elements make up the state *Comprehensive Emergency Management Program*.

## (2) HI-EMA Strategic Plan

### (a) Introduction

The demographics, economy, climate, and hazards of Hawai'i change and evolve over time, and the state's emergency management program must change and evolve constantly to keep up. Plans, policies, and procedures age with time, and the things that have worked in the past may not work now and in the future. Multi-year strategic planning helps emergency managers to make plans and set goals to improve program functions.

### (b) Purpose and Scope

The *HI-EMA Strategic Plan (2020-2025)* is a five-year plan that establishes the strategic goals for the agency, and details how those goals will be accomplished during the period the plan encompasses. HI-EMA has an ongoing need to update and adapt its operations and plans to meet the ever-changing emergency management needs of the state of Hawai'i. Strategic goals are set to help HI-EMA to continuously meet statutory and professional standards, as well as to improve existing agency programs and functions.

### (c) Relationship to Other Plans

The strategic plan establishes the goals and strategies that drive the improvement of existing plans and programs and guide the development of new emergency management plans and programs for the state of Hawai'i.

## (3) Hazards and Vulnerabilities Overview

### (a) Introduction

Before emergency management work can be done, work must be done to understand hazards and the risks and vulnerabilities a jurisdiction may face. The hazards the state of Hawai'i faces can be categorized into two groups: natural hazards and human-caused hazards. Natural hazards are naturally occurring incidents that can take climatological, hydrological, geophysical, or biological forms. Human caused hazards are generally more complex incidents that are caused primarily by humans and take place in or near populated areas.

### (b) Purpose and Scope

The Hazards and Vulnerabilities Overview is written as a strategic document that lists the hazards that are most consequential to the state and analyzes the risk and vulnerability levels of the state. It is used as a planning tool for the state of Hawai'i to improve incident planning, prevention, mitigation, response, and recovery efforts.



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## (c) Relationship to Other Plans

The Hazards and Vulnerabilities Overview plays a part in the development of many of the other strategic, operational, and tactical documents that form part of the CEMP, as hazard risks and vulnerabilities often impact how and why plans are written.

### b. Volume I: Business Processes



Figure 5: Volume I documentation

## (1) HI-EMA Branch Procedural Guides

### (a) Introduction

Many of the day-to-day and emergency processes performed by HI-EMA are not specifically tied to a single aspect of emergency management. Each branch of HI-EMA has processes and tasks that it performs regularly that support the more complex operations prescribed by the documents that make up the other four volumes. Without those processes, emergency management would be difficult if not impossible.

### (b) Purpose and Scope

The purpose of HI-EMA Branch Procedural Guides is to guide the day-to-day and emergency processes that support all aspects of emergency management. Each procedural guide applies to the branch and/or process it describes. Topics include facilities maintenance and use, administrative/financial procedures, external affairs processes, and more.

### (c) Relationship to Other Plans

Procedural guides are generally subordinate to plans as they describe the specific processes and tasks associated with functions identified by plans. They should not conflict with or replace any other plans or procedures.



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## c. Volume II: Prepare



Figure 6: Volume II documentation

### (1) Continuity of Government (COG) Plan

#### (a) Introduction

Disasters, in addition to the other damages and losses they cause, can cause regional governmental emergencies by threatening the ability of jurisdictions to meet statutory requirements, continue essential functions, and deliver essential services. Governmental staff and facilities are not immune to disasters; incidents like hurricanes do not discriminate between public and private facilities. A loss of governmental continuity caused by damage to a facility, or the loss of staff can cripple a jurisdiction's emergency response and recovery efforts.

#### (b) Purpose and Scope

Continuity of Government planning is a coordinated effort between each of the branches of government (executive, legislative, and judicial) to ensure that jurisdictional governance and essential functions are not interrupted by emergencies. The COG Plan identifies lines of succession, alternate methods to complete essential functions, alternate sites from which to perform essential functions, and identifies other planning or operating considerations for the continuity of the jurisdiction's government. The plan applies to the three branches of government and any other governmental agencies that are involved in providing essential services to the jurisdiction.

#### (c) Relationship to Other Plans

The COG Plan is similar to Continuity of Operations Plans (COOP) in that it deals with continuity, but the key difference between the two is that COOP Plans are concerned with individual agencies while COG Plans are concerned with whole jurisdictional governments. If individual agencies or branches of government develop COOP Plans, those plans should contribute to the overall goal(s) of the jurisdiction's COG Plan.





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## (2) Integrated Preparedness (IPP) Plan

### (a) Introduction

Training, testing, and exercises are essential elements of program management for HI-EMA and the rest of the State of Hawai`i emergency management community. The results of those activities are used to update and improve emergency management plans, policies, and procedures, and help to keep them applicable to current situations.

### (b) Purpose and Scope

The purpose of the IPP Plan is to incorporate the preparedness cycle into State of Hawai`i emergency management plans and programs through activities (including training and exercises) and processes aimed at the improvement of the state's whole community preparedness. The IPP Plan applies to the state's emergency management community at the state level. This document is a product of federal grant requirements.

### (c) Relationship to Other Plans

The IPP Plan's activities lead to the update and improvement of existing plans, policies, and procedures. IPP priorities can be influenced by the results of ongoing training, testing, and exercise activities, After Action Reviews (AARs), and the goals and priorities established by the Strategic Plan.

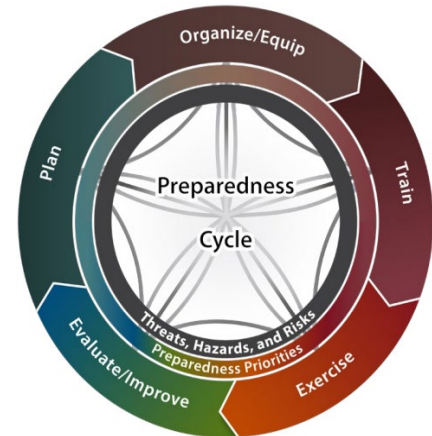


Figure 7: The Integrated Preparedness Cycle. Source: Federal Homeland Security Exercise and Evaluation Program Doctrine (2020)

## (3) Continuity of Operations Plans (COOPs)

### (a) Introduction

Agencies with emergency management responsibilities must be able to function during emergencies. While not all incidents will affect agency staff and facilities directly, agencies must be prepared to shift and adapt operations based on local situations. COOPs help agencies to address how essential functions will continue when an incident, or the threat of an incident, disrupts an agency's ability to conduct operations. COOPs identify essential functions, lines of succession, critical resources, processes for the continuation and recovery of functions and resources, and alternate operating plans and facilities.

### (b) Purpose and Scope

The purpose of COOP is to enable agencies to continue to perform essential functions before, during, and after a wide range of incidents and hazard conditions. When implemented, COOP guide agencies to do the following.

1. Reduce losses of life and property.
2. Ensure essential functions are continued (or recovered if disrupted) and essential positions staffed.
3. Ensure the successful transfer of authority in the event the agency is completely unable to continue essential functions.



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COOPs Plans apply specifically to agency staff but can also include public and private partners who are normally involved with the agency in incident response.

## **(c) Relationship to Other Plans**

COOPs have a narrow focus and are response oriented. COOPs can tell staff how and when to relocate, adapt, and stop/start operations, but they do not instruct staff as to how to run the operations themselves. Because of that, COOPs are heavily reliant on plans, procedural guides, and other supporting documents.

## **(4) Threat and Hazard Identification and Risk Assessment (THIRA) / Stakeholder Preparedness Review (SPR)**

### **(a) Introduction**

Emergency management, and more specifically emergency planning, is reliant on the jurisdiction having a good understanding of what hazards it faces and its current level of preparedness. Without hazard research and analysis, preparedness and mitigation activities are inefficient, and response and recovery activities may be misguided. Understanding a hazard, therefore, must precede any other hazard-related activity. Once hazards are identified, the risk they pose can be examined.

### **(b) Purpose and Scope**

The purpose of the THIRA is to identify the hazards that are most likely to affect the state, both natural and human caused, that threaten the State of Hawai`i and assess the risk they pose to the State and to HI-EMA in terms of: People; Property; Environment; and HI-EMA Operations.

The Stakeholder Preparedness Review (SPR) is an in-depth analysis of the capability levels of the various emergency management stakeholders and jurisdictions in the State of Hawai`i based on the capability targets identified in the THIRA. Stakeholders include state and local private and public sector partners. This document is a product of federal grant requirements.

### **(c) Relationship to Other Plans**

The THIRA is hazard identification and risk-focused, while the SPR is stakeholder-focused. Together they form a significant part of Volume II of the CEMP because they discuss the hazard context information that is used to develop and update all other plans, as well as inform stakeholders and decisionmakers. The THIRA/SPR process is supports the identification of the program's operational gaps and needs. This supports the IPP process wherein operational changes are prepared.



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## d. Volume III: Respond



Figure 8: Volume III documentation

### (1) Emergency Operations Plan (HI-EOP) Base Plan

#### (a) Introduction

Once an incident occurs, there is no more time for preparedness and mitigation activities. Fast and effective emergency response and initial recovery actions save lives and minimize damages to property and facilities during and after an incident. Response and initial recovery actions can include notification and activation, public alert and warning, evacuation, search and rescue, damage assessment, and public assistance.

#### (b) Purpose and Scope

The purpose of the *HI-EOP Base Plan* is to establish a shared framework for the coordination of response and initial recovery actions during incidents that require state support. It describes roles and responsibilities, the conditions under which state resources are deployed, and the structure for cooperation and coordination between state and other agencies. It addresses a broad range of natural and human-caused hazards and applies to all state agencies involved in emergency response and initial recovery actions.

#### (c) Relationship to Other Plans

The *HI-EOP Base Plan* is supported by SESF Annexes, Incident Specific Annexes/Plans, Operational Support Plans, as well as by department and county EOPs, Emergency Action Plans (EAPs), and COOP Plans. It is written to be consistent with the *HMP*, the *Strategic Plan*, and the *IPP*.

### (2) SESF Annexes

#### (a) Introduction

State and private sector entities with emergency response and assistance responsibilities are organized in the *HI-EOP* into functional groups called State Emergency Support Functions (SESFs). Each SESF has a major emergency management function it performs (communications, firefighting, etc.) through interagency coordination. Although the *HI-EOP* discusses who and what SESFs are, it does not discuss their specific roles and responsibilities in depth. SESF coordinating, primary, and supporting agencies are often asked to work together and with HI-EMA to respond to incidents.



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## (b) Purpose and Scope

Each of the 16 SESFs have an Annex to the *HI-EOP* that is individual to them. The purpose of those annexes is to describe in greater depth the roles and responsibilities of each SESF agency, how they work with HI-EMA, and how they work with each other. The annexes apply individually to the coordinating, primary, and support agencies for each SESF, as well as to HI-EMA.

## (c) Relationship to Other Plans

SESF Annexes support and expand upon the SESF responsibilities and assignments that are described in the *HI-EOP*. They should not replace or conflict with individual agencies' Emergency Operations or COOP Plans.

## (3) Incident Specific Annexes

### (a) Introduction

The state of Hawai`i faces a wide range of natural and human-caused hazards. The state's risk and vulnerability to those hazards varies greatly. The *HI-EOP* takes an all-hazards approach to emergency response and initial recovery planning, but certain incidents are unique and dangerous enough to warrant their own plans.

### (b) Purpose and Scope

The purpose of Incident Specific Annexes/Plans is to address the incident-specific planning needs that are not already addressed in the *HI-EOP*. Those needs may include things like specific time constraints for certain activities, incident-specific actions, and special response coordination considerations. Each plan applies to the incident it is written for and the agencies that have incident-specific responsibilities.

### (c) Relationship to Other Plans

Incident Specific Annexes/Plans support and expand upon the incident response and initial recovery plans that are described in the *HI-EOP*. They are not all-inclusive, nor are they intended to replace or conflict with the *HI-EOP*.

## (4) Operational Support Plans

### (a) Introduction

The *HI-EOP* and its annexes are written at a moderately high level; they include the actions that need to be taken, but do not go into detail as to how those actions are executed. For some activities, that level of detail is acceptable, but as response and recovery activities become more complex, more detail is needed to guide SERT staff.

### (b) Purpose and Scope

The purpose of Operational Support Plans is to focus in on specific actions and topics and provide a greater level of detail as to how those operations are executed. Each plan has its own purpose and scope tailored to its topic. For example, the purpose of SEOC Procedural Guide is to guide SERT staff through activation, response tasking, and deactivation, and applies to activated SERT staff in the SEOC.



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## (c) Relationship to Other Plans

Each Operational Support Plan is intended to build upon the *HI-EOP* and should not conflict with or replace what is written there. Examples of Operational Support Plans include plans like the Distribution Management Plan (DMP), the Stat Port Restoration Plan, and the State Debris Management Plan.

## e. Volume IV: Mitigate

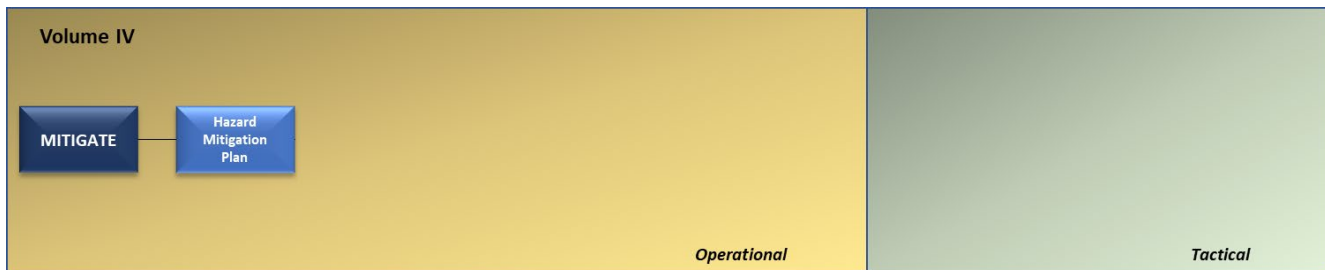


Figure 9: Volume IV documentation

## (1) Hazard Mitigation Plan

### (a) Introduction

The State of Hawai`i faces a wide range of natural and human-caused hazards, that have historically caused significant losses to the state in terms of lives, property, environment, and economy. Hazard mitigation actions help to reduce or eliminate the state’s risk and vulnerability to those hazards, reducing the impact of incidents when they happen. The State of Hawai`i is committed to supporting hazard mitigation programs and operations, both short- and long-term, as described in the *State Hazard Mitigation Plan (HMP)*.

### (b) Purpose and Scope

The purpose of the *HMP* is to support ongoing activities and decision-making regarding mitigation actions in the state. The plan documents the state’s hazard mitigation program, including the planning process, state profile, risk and capability assessments, and mitigation strategy, with the goal of helping the state to meet statutory and professional standards as well as to continuously adapt and improve mitigation programs.

### (c) Relationship to Other Plans

The *HMP* provides much of the contextual and analytical information on hazards that is used to develop other plans such as Continuity of Operations (COOP) Plans, Emergency Operations Plans, and Incident Specific Annexes/Plans. The *HMP* also establishes strategic goals for the improvement of the emergency management program’s mitigation strategies and plans.



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### f. Volume V: Recover

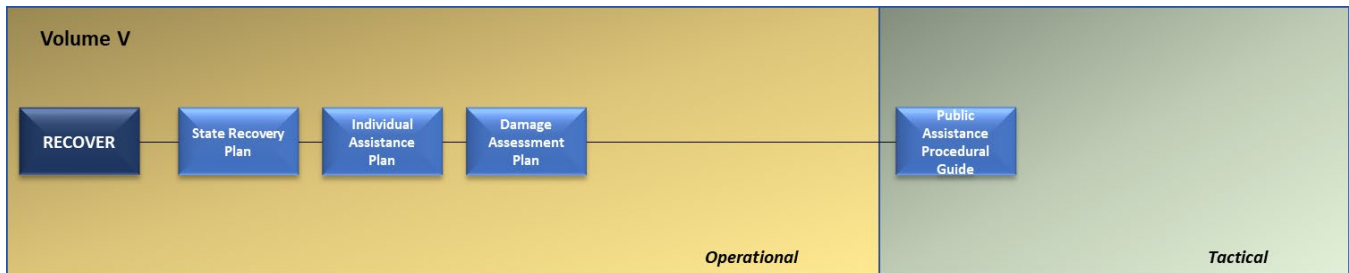


Figure 10: Volume V documentation

#### (1) State Recovery Plan

##### (a) Introduction

Response and initial recovery actions generally take place quickly during and after incidents, but emergency management work does not stop there. Recovery from the effects of a disaster can take years to accomplish for states, counties, and communities. Often it is impossible to return everything to the way it was before the disaster happened. Effective short and long-term recovery operations are integral to the healthy recovery of affected populations.

##### (b) Purpose and Scope

The purpose of the State Recovery Plan is intended to guide the state in its recovery actions once the initial recovery activities detailed in the *HI-EOP* have been completed. Within the scope of this plan are recovery actions such as: Grants management and cost reimbursement/recovery; Public assistance and individual assistance; Infrastructure repair work; and Social services and long-term care.

##### (c) Relationship to Other Plans

The State Recovery Plan is intended to handle the transition from *HI-EOP* response and initial recovery activities smoothly and without conflict at a high, statewide, level. Together with the various Post Disaster Procedural Guides and plans, it guides recovery actions.

#### (2) Individual Assistance Plan

##### (a) Introduction

After a presidential major disaster declaration, individuals and households can apply for Individual Assistance grant funds or programs from FEMA. These programs differ from Public Assistance grants in that they are tailored to focus on individuals and households as opposed to organizations, communities, and facilities. Individual Assistance includes mass care, crisis counseling, unemployment assistance, legal services, case management, and individual and household programs.

##### (b) Purpose and Scope

The purpose of the Individual Assistance Plan is to document HI-EMA’s role in the coordination of Individual Assistance programs for the state. It applies primarily to HI-EMA and extends to Individual Assistance applicants/recipients.



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## **(c) Relationship to Other Plans**

The Individual Assistance Plan is focused on recovery and works in harmony with the Public Assistance Procedural Guide and the State Recovery Plan. It should not conflict with any other FEMA or State of Hawai`i documentation.

## **(3) Damage Assessment Plan**

### **(a) Introduction**

Damage Assessments help emergency management professionals to determine the nature and extent of losses incurred by people, public and private sector entities, the environment, and other areas from disasters. Damage Assessments are key components to the success of disaster recovery programs in the short and long term. That individuals and communities will need help is common knowledge, but the availability, type, scale, delivery, and success of that help are dependent on assessments conducted by emergency management professionals.

### **(b) Purpose and Scope**

The purpose of the Damage Assessment Plan is to guide state emergency management professionals to investigate, assess, and quantify the damages that are caused by disasters. The results of assessments then guide HI-EMA actions regarding the distribution of FEMA and other assistance grants and programs. The plan applies to HI-EMA and other partners invested in recovery and damage assessment.

### **(c) Relationship to Other Plans**

The Damage Assessment Plan works together with the State Recovery Plan. Many of the actions prescribed in the State Recovery Plan are reliant on the execution of the Damage Assessment Plan and its products.



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## 7. Authorities and References

### a. Authorities

1. Hawai`i Revised Statutes 127A – Emergency Management
2. Hawai`i Revised Statutes 128A – Homeland Security
3. Administrative Directive No. 15-01 – Emergency Management Requirements for Departments

### b. References

1. FEMA National Incident Management System
2. Emergency Management Accreditation Program Standard





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## 8. Acronyms

AAR	After Action Review
CEMP	Comprehensive Emergency Management Program
COG	Continuity of Government
COOP	Continuity of Operations
DAGS	State of Hawai`i Department of Accounting and General Services
DBEDT	State of Hawai`i Department of Business, Economic Development, & Tourism
DHS	State of Hawai`i Department of Human Services
DLNR	State of Hawai`i Department of Land and Natural Resources
DOA	State of Hawai`i Department of Agriculture
DOCARE	State of Hawai`i Department of Land and Natural Resources: Division of Conservation and Resource Enforcement
DOFAW	State of Hawai`i Department of Land and Natural Resources: Division of Forestry and Wildlife
DOH	State of Hawai`i Department of Health
EAP	Emergency Action Plan
EMO	Emergency Management Officer
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ETS	Office of Enterprise Technology Services
FEMA	Federal Emergency Management Agency
HACEM	Hawai`i Advisory Council on Emergency Management
HDOT	State of Hawai`i Department of Transportation
HI-EMA	Hawai`i Emergency Management Agency
HI-EOP	State of Hawai`i Emergency Operations Plan
HING	Hawai`i National Guard
HMP	State Hazard Mitigation Plan
HRS	Hawai`i Revised Statutes
HSEO	State of Hawai`i Department of Business, Economic Development, & Tourism: Hawai`i State Energy Office
IPP	Integrated Preparedness Plan
NGO	Non-Governmental Agency
NIMS	National Incident Management System
OHS	Hawai`i Office of Homeland Security
SEOC	State Emergency Operations Center
SERT	State Emergency Response Team
SESF	State Emergency Support Function



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SPR	Stakeholder Preparedness Review
TAG	State of Hawai'i Adjutant General
THIRA	Threat Hazard Identification and Risk Assessment
XO	Hawai`i Emergency Management Agency Executive Officer