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INSTRUCTOR GUIDE

IG 235
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EMERGENCY PLANNING

COURSE

NCJRS

AUG 31 1992

ACQUISITIONS



EMERGENCY MANAGEMENT INSTITUTE
NATIONAL EMERGENCY TRAINING CENTER

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INTRODUCTION

The *Emergency Planning* course presents a planning process that is applicable to all four phases of comprehensive emergency management. The course is designed to help State and local governments develop an integrated emergency planning program that focuses on preparedness and response and is integrated with mitigation and recovery planning activities.

The course is designed to demonstrate the emergency planning process and development techniques for State and local emergency planners. It stresses a functional approach to all-hazard emergency planning. Participants will apply the planning process specifically to the development of an all-hazard emergency operations plan for their own communities, through initial action plans prepared during the course.

PURPOSE

The instructional approach used for the *Emergency Planning* course provides a basic overview of the emergency planning process and product. The approach accommodates State-specific formats, while maintaining a national consistency for scope and content. The course employs an in-class, module-by-module application of the principles and methodology through action plans that are developed by each participant during the course. Because the action plans are tailored specifically to the participant's home community, course materials must come from varied sources. The Federal Emergency Management Agency (FEMA) provides an instructor guide, basic participant workbook, and other course materials. The sponsoring State must obtain other materials, both general and state-specific, to customize the planning process for the State's particular needs. Participants, as well, are expected to bring some materials from their communities for use in class.

This course is based on a philosophy that presents distinct challenges to the instructional team, as well as the participants, yet offers tangible rewards to both when the challenge is accepted. The course philosophy and special demands on the instructional team and participants are summarized in the following sections of this instructional overview.

COURSE PHILOSOPHY

The planning process for the *Emergency Planning* course is based on principles and concepts that are accepted nationally; it meets the minimum standards for the Emergency Operations Plan (EOP) scope and content established by FEMA. This results in a general national consistency in the planning process, as well as in the EOP's scope and content.

There are many physical, organizational, and operational differences among the States. However, their Emergency Operations Plans, the end product of the planning process, will be developed based on the guidelines reflected in the Federal model presented in CPG 1-8, CPG 1-8A, and CPG 1-10. This course specifically accommodates the differences in format and execution of the planning process that are common to all State plans.

Active participation in the course by attendees, which incorporates individuals' commitment to apply this training upon their return home, is a primary feature of the course. Participation and commitment are fostered through completion of action plans, as a part of the class activities for course Modules One through Nine, followed by participant presentations of their final, individual comprehensive action plans during Module Ten. Evaluation of the module-by-module action plan activities and culminating action plan presentations replace evaluation of performance through use of quizzes and a final examination. Most importantly, participants will leave class with a fully critiqued plan of action that also can be used in a formal presentation to officials and others in the participant's work community. Each action plan also is expected to directly complement the community's annual program commitment and be a critical component of its multi-year development plan.

Teamwork is an integral aspect of the planning process. This principle is reflected in the course design by having a team of trainers and planning specialists conduct the course, augmented when appropriate by specialist guest lecturers on topics such as RADEF, NAPB-90, hazardous materials, legal issues, exercising, interpersonal relations, and other special issues. Instructors are expected to integrate the teamwork approach into the instructional methodology for all of the modules. Interpersonal relations instruments are used to develop participant understanding of the differences to be found among the individuals who are involved in organizing and executing an Emergency Operations Plan.

TARGET AUDIENCE

Primary Audience

The Emergency Planning Course is intended for the individual in a local community with primary responsibility for Emergency Operations Plan development.

Secondary Audience

Other individuals or teams may participate if involved in Emergency Operations Plan development, as members of emergency planning teams. The course may be applicable, as well, to key public officials and others from the public and private sector with an interest in emergency planning.

Qualifications for Attendance

It is recommended that course applicants for the *Emergency Planning* course first complete the *Introduction to Emergency Management* course. In reviewing an applicant's qualifications and current role in emergency planning (for example, as a member of a secondary audience), the State may choose to waive completion of *Introduction to Emergency Management* and require, instead, completion of HS-2, *Emergency Management, U.S.A.*

Recruiting Guidelines

The *Emergency Planning* course should be scheduled and taught in coordination with the State's planning effort. The course manager should confer with the State Chief of Population Protection Programs and the Emergency Management Assistance (EMA) Program Manager to determine which communities are scheduled for emergency plan development or revision in the coming year. The course then can be scheduled to allow local planners to attend prior to the beginning of the local planning effort.

When possible, communities should be encouraged to send core emergency planning teams to this course. Each team should be comprised minimally of those persons with primary responsibility for the local planning effort. Other members of the team, particularly those who will assist in writing functional annexes, should be actively recruited.

SPECIAL REQUIREMENTS

Course Manager/Training Team

The participant workbook provides basic material that must be supplemented by the course manager to ensure that material furnished is both current and tailored to State needs, organization, and procedures. Supplemental materials to be furnished to participants are listed later in this section of the instructor guide. Some of these materials are available from the FEMA publications office. Others are specific to and available only from the State conducting the course. The participant workbook is furnished in three-hole punched, loose-leaf form with a single staple so that supplemental material can be inserted where appropriate, creating a combined work and reference package that can be kept in a three-ring binder.

Participant Evaluation

A core element of this course is the ongoing development of individual participant action plans, in which the participants address course objectives in terms specific to implementing the emergency planning process in their own local communities.

At the end of each of the first four course days, the training team (trainers and planners) will review each participant's action plan developed that day. Action plans with written comments will be returned to each participant by the start of the next day of class. The objectives of this daily review and the written comments on action plans are as follows:

- To determine participant understanding of the material presented for each module of instruction; and
- To provide an important opportunity for the training team to give positive feedback to each participant, along with notes regarding omissions, deletions, or areas for modification.

The annotated daily action plan elements will be the basis for the final, comprehensive action plan that each participant will present on the final day of the class.

INSTRUCTIONAL OVERVIEW

In addition to daily review and annotation of participant action plans, the training staff must be available on the afternoon of day four to monitor participant work activities, and on day five to review and evaluate the final comprehensive action plan presentations.

Modules One through Nine each include participant work activities, specifically designed to check and reinforce not only each participant's understanding of module subject matter, but also to develop and check his/her ability to apply the module material to his/her own community's circumstances. Time has been allocated in each module for participant completion of the action plan entry. It is critical that instructors not infringe on this dedicated time with other instructional activities. It also is essential that instructors remain in the classroom to monitor and assist with participant progress on the action plan work activities.

When two or more participants from a single community attend as a planning team, they may be seated together and allowed to collaborate on their action plans. However, each must be required to complete his own individual action plan activity. On day five of the course, each team should be encouraged to deliver its presentation jointly, with all members of the team sharing responsibility in the delivery of the final comprehensive action plan.

The goal for the development of individual action plans is to provide participants with a detailed and organized program to follow for the development and ongoing revision of the Emergency Operations Plans (EOP) upon returning to their home communities; this program will be tailored to each community's circumstances while remaining faithful to State and Federal standards and criteria.

Participant performance objectives related to accomplishing this goal are shown below:

- Demonstrate practical understanding of each course module by applying it to their own community in a structured writing activity, which is evaluated, in writing, by the instructor team;
- Integrate lecture material and all their action plan activities into a briefing, and present it to a critical audience of their peers; and
- Develop and leave the course with an action plan briefing for community officials that is directly related to their community's annual and multi-year all-hazard preparedness program.

Acceptance Letter and Participant Preparation

The success of this course will be enhanced if participants are encouraged to bring information related to emergency planning in their own communities. States are encouraged to notify applicants of their acceptance for the upcoming course in a letter that also lists required materials each participant or team should bring.

Such materials include the following:

- Copy of the most current local Emergency Operations Plan and standard operating procedures;
- Resource lists;
- Map(s) of the local community indicating terrain and roads;
- Local emergency management statutes, ordinances, enabling legislation; and
- Copy of the annual emergency management program paper and HICA/MYDP.

One important aspect of the acceptance letter is to let participants know what to expect during the week of the course. Arrival and departure times should be clearly defined, as well as policies concerning course attendance.

As with any adult audience, participants also should be informed that there are evaluation activities that must be completed.

COURSE PREPARATION

Instructional Materials

The instructor shall order all course materials needed from FEMA at least four months before the scheduled course offering. EMI course materials must be ordered using FEMA Form 60-8, which should be sent to the FEMA Regional Office for concurrence and forwarding to EMI.

Order instructor guides (IG-235) and activity package manuals (IG 235.1, Kit 1) that include masters of overhead viewgraphs for instructional staff.

Order multiple copies (one for each participant) of participant course materials:

- Participant Workbook (SM 235);
- Participant Activity Package including Strength Deployment Inventory and Leadership Style Evaluation instruments (SM 235.1, Kit 2);
- FEMA CPG 1-35, 1-8, 1-8A, and 1-10;
- NRT-1 and NRT-1A; and
- Job Aid Book (SM 61.1) (optional).

Supplemental State-Provided Instructional Materials

A significant number of state-specific materials are required for this course. For demonstration and discussion, the instructor also should obtain the following materials (reproduce one copy of each document for each participant as listed, except as indicated by *, indicating one copy available for class reference).

1. State planning guidance
2. State statutes regarding emergency preparedness
3. Examples of EOP checklists
4. State Hazard Identification Capability Assessment (HICA) data (if possible the instructor should bring samples of local HICA data from several jurisdictions participating in the course)

INSTRUCTIONAL OVERVIEW

5. NAPB-90 (with maps and data pertinent to State)*
6. NSDD 259 (February 4, 1987, or more current issue)
7. State directive regarding SARA/Title III implementation
8. State policy statement regarding adoption of Incident Command System (ICS) for on-site management of the response phase
9. State statute on intergovernmental relations; authority for mutual agreements *
10. Sample mutual agreements * (with ARC, CAP etc.)
11. State Emergency Operations Plan (EOP) *
12. Samples of the following (to the extent they exist in the state)*
 - Model city or county EOP
 - Model RADEF annex
 - Model Standard Operating Procedures (SOP) for use of ICS in response phase
 - Legislation pertaining to liability for privately owned hazards, such as private dams, levees
 - Exercise program statement
 - Extract of Governor's emergency powers succession list and other Continuity of Government (COG) documents
 - Sample floodplain map for region
13. Participant and instructional staff roster (draft) [Name, title, sponsor, organization, office address and telephone number]
14. Agenda
15. Course evaluation forms for participant use
16. RADEF authorities and guidance bibliography *
17. Large scale map of each participant's community for use in hazard analysis
18. Samples of city/county
 - EOP proclamation documents
 - Exercise programs
 - Organization charts
 - Ordinances, resolutions, etc., related to establishment of their emergency preparedness program.
19. *Federal Civil Defense Act of 1950 as Amended* (FEMA-163)
20. *The CEO's Disaster Survival Kit* (FA-81) *
21. *Preparing for Disaster* (FEMA-63) *
22. *American Civil Defense 1945-1984: The Evolution of Programs and Policies* (FEMA-107) *
23. *Disaster Planning Guide for Business and Industry* (FEMA 141) *

INSTRUCTIONAL OVERVIEW

24. Instructor-developed materials to support special planning issues (Module Three)
25. Three-ring binder with separators for each module

Audiovisual Materials

For presentation of this course, the instructor should be sure the instructional aids shown below will be available in the classroom and should be familiar with their operation:

- Overhead projectors
- Videotape player and monitor(s) as appropriate to class size
- Flipcharts, easels, and colored markers (at least one flipchart for every group of five participants, in addition to one or two for instructor use)
- Whiteboard and markers
- Blank overhead transparencies (viewgraphs for participant presentations)
- Colored overhead marking pens
- Roll of acetate to use for map covers
- Photocopy machine
- Copy of videotape, *Why Plan?*

The instructor should prepare standard overhead transparencies by using the master copies provided in the instructor guide.

COURSE ORIENTATION

DAY ONE
7:30 - 8:00

OPENING CEREMONIES (optional breakfast)

While this is an optional activity, it is very helpful in getting participants acquainted with each other. The meal is furnished in lieu of any per diem that might be otherwise available to some participants. Seat participants at round tables, if available. Assign a member of the training team to be seated at each table. Furnish name tags at each seat; training team personnel should ask participants to put them on as participants arrive. Provide a copy of the participant roster (with name, organization represented, office address, and telephone number) for use later during participant-staff introductions. Hold this breakfast in a room separate from the classroom if possible. The course manager is to outline the sequence of Opening Ceremonies events.

- Guest Speaker
- Introductions
- Administrative Matters
- Course Overview
- Goals/Objectives
- First Work Group Activity.

8:00 - 8:10

WELCOME

The course manager introduces a guest speaker to open the course. The guest speaker should be a county commissioner, mayor, city council member, or city or county manager from the community in which the course is being presented. In addition to welcoming participants to the city/county, the guest speaker is expected to make brief, supportive comments about the need for emergency preparedness planning, illustrated, if possible, by some local examples. This is a public relations photo opportunity for both the guest speaker and the agency conducting the course. If none of the recommended persons are available, a prestigious local emergency program manager may be able to provide a supportive opening statement with a local flavor.

8:10 - 9:10

INTRODUCTIONS

One of the key reasons for asking participants to introduce themselves is to get them accustomed quickly to speaking to the entire class. The course manager and rest of the training team should introduce themselves first to reduce participant stress and to demonstrate what is to be covered. Humor during the introduction helps put people at ease; many participants will be nervous. Each participant will have been given a copy of the participant roster to help in remembering names and as a place to make notes from others' introductory comments. At the conclusion of the introduction the instructor may call for a round of applause, then when everyone is smiling, remark on the variety of experience, background, and insights that are available to be shared during this course. Prepare in advance a paper pad on an easel that lists the items each instructor and participant is to address in his self-introduction. Many participants will prefer to be known by a nickname rather than the name listed on the roster. Some participants may have more than one job title or be filling more than one occupational position, such as a social services department employee who is also a volunteer member of a search and rescue team. It is useful to have the participants describe the full range of their skills and experience. It also is necessary to hear each participant's reason for being in the class. Participants' reasons for being in the course will closely reflect their expectations, even if the only reason given is that they were directed to attend.

Activity

"We are going to be working very closely together, sharing skills and expertise, so let's get acquainted. Here is how we'll introduce ourselves (refer to paper chart);

The *name* you want to be called in class;

The *organization* you are representing here;

Your *job(s)* or *title(s)* (participants may have more than one role in our community, paid or unpaid; we would like to know your background and areas of experience);

The *town* where you actually live; *why you are here*, even if you are uncertain, we would like to know what you expect from this course.

COURSE ORIENTATION

9:10 - 9:20

Please stand and talk loudly enough so that everyone can hear you. If the roster has incorrect information about you, please let us know."

COURSE ADMINISTRATION

- Smoking areas
- Reimbursement for travel
- Break schedule and policy
- Name tags and table name plates
- Accommodations
- Participant evaluation of course
- Participant course materials (individual copies, reference documents, local plans, and module hand-outs)
- Others as applicable

9:20 - 9:30

BREAK

9:30 - 9:45

COURSE GOAL AND OBJECTIVES

EMERGENCY PLANNING

GOAL

The goal of the Emergency Planning Course is to develop the student's capability for effective participation in the all-hazard emergency operations planning process, in order to save lives and protect property threatened by disaster or emergencies.

MORRIS D. Course Orientation

"The goal of the Emergency Planning Course is to develop participant capabilities for effective participation in the all-hazard emergency operations planning *process* in order to save lives and protect property threatened by disaster or emergencies."

COURSE ORIENTATION

VISUAL 0.2

EMERGENCY PLANNING

COURSE OBJECTIVES

- Answer the question, "Why Plan?"
- Identify actions in hazards analysis and capability assessment
- Describe EOP format and content
- Identify types of community support
- State the rationale for a team approach
- Identify the members of the planning team
- Describe and demonstrate EOP coordination and marketing strategies
- Relate exercises to the planning process
- Develop a plan maintenance program
- Develop and present a personal action plan.

MODULE 0 Course Orientation

"This generalized expression of the purpose of the course will be attained by accomplishing the specific objectives assigned to each of the course's ten modules. The module objectives are concerned with

- Reasons for emergency operations planning,
- Hazards analysis and capability assessment,
- Basic elements and components of an EOP,
- Types of community support,
- Teamwork as a valuable planning approach,
- EOP coordination, review, and marketing, and
- Exercising and maintaining the EOP."

VISUAL 0.3

EMERGENCY PLANNING

COURSE METHODOLOGY

- Lecture
- Discussion
- Work group assignments
- Action plan activities

MODULE 0 Course Orientation

"Course methodology will involve participants and instructor staff working as a team, sharing knowledge, insights, and experiences within the framework provided by our agenda. Each module is structured around a common methodology for presentation, development, and reinforcement of specific subject matter.

- *Lecture* by the instructor that will normally involve comment or other input from participants in the class who are considered as resources with subject matter experience and expertise.
- *Discussion* topics that may be introduced by the instructor to be addressed by the class as a whole.
- *Work group activity assignments* that will usually follow lecture presentations.

Participants are formed into work groups of five to eight persons and are given a problem, as a team, that relates directly to the lecture material. At the end of the work group period, each team will be called upon to make a presentation of its problem solution. Work group activities require that the designated team budget its time, stick to the subject, involve all the team members in arriving at a team solution, and decide how to make their presentation, selecting one or more presenters and the form of their presentation (such as paper pad, overhead projection, or a combination). Conclusions reached by the team may be challenged by those who receive the presentation. Presentations

COURSE ORIENTATION

usually will be made to the entire class group and monitored by an instructor.

- *Action plan activities* are a basic element of each module. The subject matter developed in each module through lecture, discussion, and work group assignments still must be related to the particular circumstances, conditions, and environment of each participant's own community in order to be useful. Time will be allocated at the end of each module for each participant to relate in writing how the module's content applies to the particular situation of his own community. This will be accomplished by having each participant provide a written response to one or more questions regarding the core of the module material. These module-by-module action plan activities will be reviewed by the instructional team, usually at the end of the class day, and returned with their comments no later than the next morning. During the last portion of Module Nine on day four, participants will use these critiqued action plan activity documents along with course notes and materials as the basis for an overall action plan which they will present in written and verbal form to the training team and other class members in Module Ten. This presentation will undergo a critical evaluation, the purpose of which is to improve the action plan that the presenter will use upon returning home. The action plan activities and presentation are intended to take the place of quizzes and a final course examination. Copies will be retained by the course manager."

9:45 - 10:30

TEAM BUILDING ACTIVITY

Group Decision-Making Exercise: "Lost At Sea"

Objectives

The participant will

- Demonstrate an understanding of how team solutions to problems can be more thorough and appropriate than individual solutions, and
- Recognize the importance of a planning team's need for active participation by team members who have diverse skills, experience, insights, and knowledge.

COURSE ORIENTATION

"You will participate in group decision-making in a simulated emergency situation. The "Lost At Sea" activity will help identify key aspects of teamwork in decision making and planning.

This activity will include three phases:

- Individual completion of a work sheet;
- Completion of a work sheet by your group; and
- Group presentations.

Refer to the "Lost at Sea" work-sheets in the participant workbook.

"You will have ten minutes to read the instructions on the individual work sheet and decide yourself how to rank the fifteen items. Put your ranking in the column headed 'Your Ranking.'"

Designate teams quickly.

"You then will have twenty minutes to quickly work in teams (groups at tables of five or six participants) and decide as a group on how to rank the fifteen items."

Remind teams of time periodically.

"You will also select one member of your group to present the group rankings to the class along with observations on the group process and the benefits of diverse backgrounds in this, or any, team activity. Three minutes will be allowed for each presentation."

Call for presentations.

Summarize

Distribute recommended solution and rationale sheet.

"Group decision-making through a team approach can produce better results than individual decision, by making use of the diversity of skills, knowledge, and insights among those selected to be team members. However, note that group size affects both time and the quality of decisions. A group that is too large may not get active participation from all its members."

COURSE ORIENTATION

LOST AT SEA INDIVIDUAL WORKSHEET

Name _____
Group _____

Instructions

You are adrift on a private yacht in the South Pacific. As a consequence of a fire of unknown origin, much of the yacht and its contents have been destroyed. The yacht is now slowly sinking. Your location is unclear because of the destruction of critical navigational equipment and because you and the crew were distracted trying to bring the fire under control. Your best estimate is that you are approximately 1000 miles south-southwest of the nearest land.

Below is a list of fifteen items that are intact and undamaged after the fire. In addition to these articles, you have a serviceable, rubber life raft with oars large enough to carry yourself, the crew, and all the items listed below. The total contents of all survivors' pockets are a package of cigarettes, several books of matches, and five one-dollar bills.

Your task is to rank the fifteen items below in terms of their importance to your survival. Place the number 1 by the most important item, the number 2 by the second most important, and so on through number 15, the least important.

- _____ Sextant
- _____ Shaving mirror
- _____ Five-gallon can of water
- _____ Mosquito netting
- _____ One case of U.S. Army C rations
- _____ Maps of the Pacific Ocean
- _____ Floating seat cushion (flotation device approved by the Coast Guard)
- _____ Two-gallon can of oil-gas mixture
- _____ Small transistor radio
- _____ Shark repellent
- _____ Twenty square feet of opaque plastic
- _____ One quart of 160-proof Puerto Rican rum
- _____ Fifteen feet of nylon rope
- _____ Two boxes of chocolate bars
- _____ Fishing kit

COURSE ORIENTATION

LOST AT SEA GROUP WORKSHEET

Group _____

Instructions

This is an exercise in group decision-making. Your group is to employ the group consensus method in reaching its decision. This means that the prediction for each of the fifteen survival items must be agreed upon by each group member before it becomes a part of the group decision. Consensus is difficult to reach. Therefore, not every ranking will meet with everyone's complete approval. As a group, try to make each ranking one with which all group members can at least partially agree. Here are some guidelines to use in reaching consensus.

1. Avoid arguing for your own individual judgments. Approach the task on the basis of logic.
2. Avoid changing your mind if it is only to reach agreement and avoid conflict. Support only solutions with which you are able to agree at least somewhat.
3. Avoid conflict-reducing techniques, such as majority vote, averaging, or trading in reaching your decision.
4. View difference of opinion as a help rather than a hindrance in decision-making.

- _____ Sextant
- _____ Shaving mirror
- _____ Five-gallon can of water
- _____ Mosquito netting
- _____ One case of U.S. Army C rations
- _____ Maps of the Pacific Ocean
- _____ Floating seat cushion (flotation device approved by the Coast Guard)
- _____ Two-gallon can of oil-gas mixture
- _____ Small transistor radio
- _____ Shark repellent
- _____ Twenty square feet of opaque plastic
- _____ One quart of 160-proof Puerto Rican rum
- _____ Fifteen feet of nylon rope
- _____ Two boxes of chocolate bars
- _____ Fishing kit

COURSE ORIENTATION

LOST AT SEA ANSWER AND RATIONALE SHEET¹

According to the experts, the basic supplies needed when a person is stranded in mid-ocean are articles to attract attention and articles to aid survival until rescuers arrive. Articles for navigation are of little importance: even if a small life raft were capable of reaching land, it would be impossible to store enough food and water to subsist during that period of time. Therefore, of primary importance are the shaving mirror and the two-gallon can of oil-gas mixture. These items could be used for signaling air-sea rescue. Of secondary importance are items such as water and food, such as the case of Army C rations.

A brief rationale is provided for the ranking of each item. These brief explanations obviously do not represent all of the potential uses for the specified items but, rather, the primary importance of each.

1. Shaving mirror

Critical for signaling air-sea rescue.

2. Two-gallon can of oil-gas mixture

Critical for signaling--the oil-gas mixture will float on the water and could be ignited with a dollar bill and a match (obviously, outside the raft).

3. Five-gallon can of water

Necessary to replenish loss by perspiring, etc.

4. One case of U.S. Army C rations

Provides basic food intake.

5. Twenty square feet of opaque plastic

Utilized to collect rain water, provide shelter from the elements.

6. Two boxes of chocolate bars

A reserve food supply.

7. Fishing kit

Ranked lower than the candy bars because "one bird in the hand is worth two in the bush." There is no assurance that you will catch any fish.

¹Officers of the United States Merchant Marines ranked the fifteen items and provided the correct solution to the task.

COURSE ORIENTATION

8. Fifteen feet of nylon rope

May be used to lash equipment together to prevent it from falling overboard.

9. Floating seat cushion

If someone fell overboard, it could function as a life preserver.

10. Shark repellent

Obvious.

11. One quart of 160-proof Puerto Rican rum

Contains 80-percent alcohol--enough to use as a potential antiseptic for any injuries incurred; of little value otherwise; will cause dehydration if ingested.

12. Small transistor radio

Of little value since there is no transmitter (unfortunately, you are out of range of your favorite AM radio stations).

13. Maps of the Pacific Ocean

Worthless without additional navigational equipment--it does not really matter where *you* are, but where the *rescuers* are.

14. Mosquito netting

There are no mosquitoes in the mid-Pacific.

15. Sextant

Without tables and a chronometer, relatively useless.

The basic rationale for ranking signaling devices above life-sustaining items (food and water) is that without signaling devices there is almost no chance of being spotted and rescued. Furthermore, most rescues occur during the first 36 hours, and one can survive without food and water during this period.

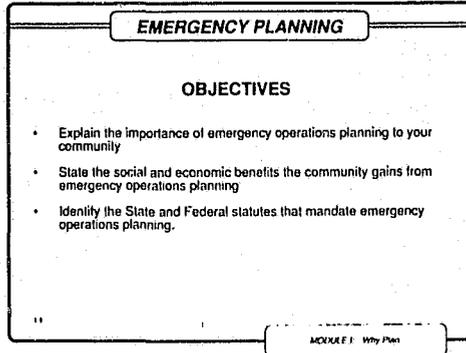
The 1975 Annual Handbook for Group Facilitators

MODULE ONE - WHY PLAN?

DAY ONE

10:30 - 12:00

VISUAL 1.1



Introduce videotape: *Why Plan?*

Show video. If available, read short summaries of case histories describing actual state disasters, or obtain examples from the Learning Resources Center at EMI.

Ask class members to share their experiences with actual events, as responders, managers, victims, or observers.

MODULE ONE: WHY PLAN

Objectives

The participant will

- Explain the importance of emergency planning to his community,
- State the social and economic benefits the community gains from emergency operations planning, and
- Identify State and Federal statutes that mandate emergency operations planning.

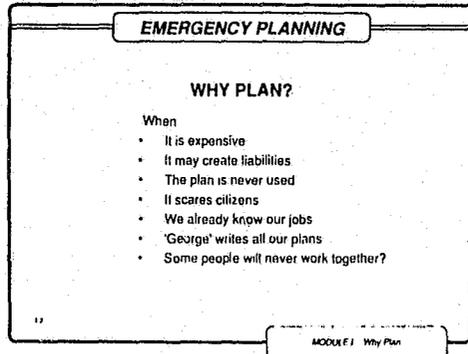
"The 17-minute videotape, *Why Plan*, gives us a broad awareness of the threats to life and property as an introduction of the need for planning. We should find in this video some appreciation for the diversity of professional disciplines that play a role in the planning process, as well as for the interdependence between these disciplines and between public, private, and volunteer sectors and levels of government. We will discuss the social and economic effects of disasters after this video."

"These case history summaries further identify the scope of impact that disasters can have on a community."

"Many of us have had personal involvements in disasters, some as victims, that we could benefit from discussing now. Up to this point we have used the terms *disaster* and *emergency* almost interchangeably (as if there were no difference between these terms). Both situations call for a *crisis response* to save lives or property, however

- *Emergencies* can be handled with the resources routinely available to the community;
- *Disasters* call for a response that exceeds local capabilities."

VISUAL 1.2



Explain techniques for brainstorming.

Develop, through large group discussion, the effects on business, families, tasks, development, and long-term trauma.

Distribute copies of state and Federal statutes pertaining to emergency planning. Samples of local ordinances or resolutions should be distributed, if they exist.

"These are excuses given for not planning. We will now develop a list of the *benefits* we expect to derive from planning, using a technique called brainstorming.

Key elements of the brainstorming process include being able to

- Solicit ideas without being judgmental,
- Record ideas for later examination and judgement, and
- Obtain input from all."

"The types of effect of disasters can be described as being social and economic. What does that mean to us? What does the size and nature of the community have to do with the type of impact?"

Discuss

- Low versus high population density,
- Tourist dependency,
- Single industry towns, and
- Other factors.

Note that there are differences between large and small communities.

"The practical, rational reasons for planning that we have discussed also find expression in Federal and State statutes."

Discuss

- Civil Defense Act
 - Federal-state-local partnership
 - Relationship to all-hazard planning.
- EPA Title III Fact Sheet, August, 1988
Emphasis on private sector obligations

MODULE ONE - WHY PLAN?

- National Security Decision Directive
- State's statutes
Planning requirement at state and local levels.

Summarize

- Hazards are inescapable.
- The types of social and economic effects are extensive.
- Legal mandates to plan reflect practical aspects.
- No community is immune to the effects of an attack on the United States.

Distribute Module One Action Plan Activity

"Read the requirements for this assignment; let an instructor member know if you have any questions. Pick a hazard known to your community, and identify it on your activity work sheet. Be as specific as you can in describing the economic and social effects that hazard could have *on your own community*. You will have 25 minutes to complete this activity. Please write legibly as these activities will be reviewed later by the training team."





MODULE TWO - HAZARD ANALYSIS AND CAPABILITY ASSESSMENT

DAY ONE

1:00 - 5:00

VISUAL 2.1

EMERGENCY PLANNING

OBJECTIVES

- Identify the actions to be taken to conduct a hazards analysis of your community
- Identify the resources needed to manage those hazards.

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MODULE II Hazard Analysis and Capability Assessment

CPG 1-8

VISUAL 2.2

EMERGENCY PLANNING

The Emergency Operations Planning Process

- Hazards Identification
- Vulnerability/Risk Assessment
- Capability/Resource Assessment
- Capability Shortfalls to Be Integrated Into the Plan

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MODULE II Hazard Analysis and Capability Assessment

VISUAL 2.3

Ask for participant examples of each type (Refer to CPG 1-8).

EMERGENCY PLANNING

Hazards Classifications

- Attack
- Manmade
- Natural

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MODULE II Hazard Analysis and Capability Assessment

MODULE TWO: HAZARD ANALYSIS AND CAPABILITY ASSESSMENT

Objectives

The participant will

- Identify the actions to be taken to conduct a hazard analysis of his jurisdiction, and
- Identify the resources needed to manage those hazards.

"The basis of the EOP and the basis of emergency preparedness includes

- *Hazards* to which the community is vulnerable and
- *Resources* the community can mobilize to deal with those hazards (*its capability*).

The first step in the planning process includes two primary tasks

- Identifying the hazards and
- Determining community vulnerability."

"There are three classifications of hazards. These include

- Attack,
- Manmade, and
- Natural.

Hazards are defined as

Conditions or situations that have the potential for causing harm to people or property."

- Hazards are all around us.
- No place is absolutely hazard-free.

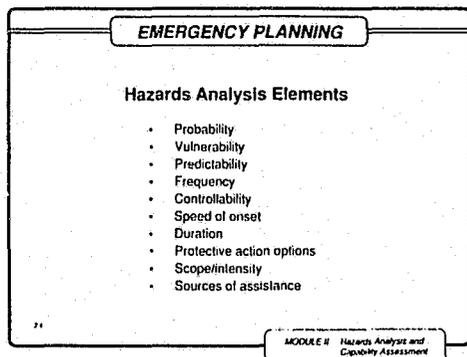
MODULE TWO - HAZARD ANALYSIS AND CAPABILITY ASSESSMENT

Get participant responses

- EOC records
- Newspaper files
- Insurance companies
- Fire Dept. Inspections
- Accident reports
- Weather records and projections.

Develop a list of terms and definitions on paper pads for future reference.

VISUAL 2.4



Ellicit participant responses; examples include flash flooding, utilities disruptions, dam break, transport accidents, and HAZMAT releases.

"How do we know what hazards threaten the community? What sources do we have to aid in identifying them?"

"Hazards themselves hold only potential for harm. Analysis of the hazards focuses on determination of how *likely* the hazard is to cause harm and, when it does, how much harm it will cause. We need to analyze hazards with respect to

- Probability,
- Vulnerability (effect on the community),
- Predictability (likelihood of its occurrence),
- Frequency,
- Speed of onset,
- Duration,
- Controllability,
- Protective action options,
- Scope and intensity, and
- Sources of assistance.

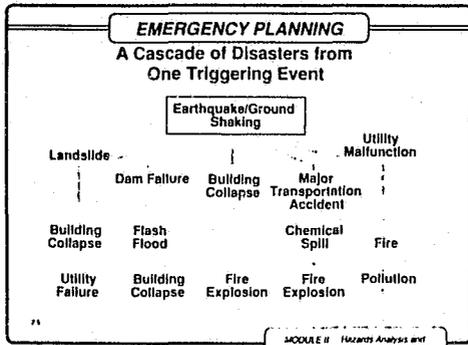
This analysis is necessary so that we may identify the resources needed to manage these hazards. It also allows us to plot our hazards on a community map and to set planning priorities.

There is a complication, however. Where hazards occur, they seldom occur alone. This is called the cascade effect--one hazard occurrence that triggers others.

For instance, what other sorts of hazards might be triggered by sudden heavy and prolonged rainstorm?"

MODULE TWO - HAZARD ANALYSIS AND CAPABILITY ASSESSMENT

VISUAL 2.5



Distribute Module Two-A Action Plan Activity Work Sheet.

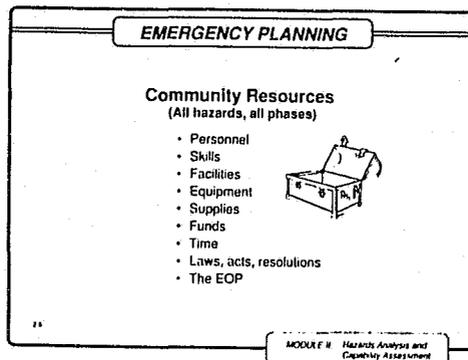
"This is an illustration of the cascade effect that we have been exploring. By recognizing the cascade effect and relating this phenomenon to our community hazards, it will be seen that a few of our primary hazards trigger a wide range of other hazards."

"Let's apply what we have learned. Read the work sheet instructions. You will have 25 minutes to complete this work."

"Having identified hazards and analyzed their effect, our next step is in resource or capability assessment. Management of our hazards requires mobilization of resources available to the community in

- A timely and effective manner and in
- Accord with prearranged agreements in order to prevent or reduce losses from a disaster or emergency."

VISUAL 2.6



Elicit participant responses and record them on a paper pad (funds, skills, equipment, facilities, supplies, plans and time such as nurses, construction associations, amateur radio operators).

"What do we mean by resources?"

MODULE TWO - HAZARD ANALYSIS AND CAPABILITY ASSESSMENT

Develop participant responses on a paper pad (public, private and volunteer sectors; locally, from adjacent communities, state, regional and national levels).

VISUAL 2.7

EMERGENCY PLANNING	
Sources of Community Resources	
Source	Resource
State/Federal Assistance	Disaster Declarations and Planning Support
Private Sector	Mutual Agreements
Volunteers	Mutual Agreements
Neighboring Jurisdictions	Mutual Agreements
Other Departments	Mutual Agreements

MODULE II Hazard Analysis and Capability Assessment

Elicit responses; possible examples includes

- Private sector is hardest hit in a disaster,
- Community pride, and
- Good citizen public relations.

VISUAL 2.8

EMERGENCY PLANNING	
A Functional Approach to Private Sector Resources	
<ul style="list-style-type: none"> • Direction and Control • Emergency Public Information • Health and Medical • Public Works • Damage Assessment • RADEF • Emergency Medical Service 	<ul style="list-style-type: none"> • Communications and Warning • Evacuation and Sheltering • Law Enforcement • Social/Human Services • Fire • Search and Rescue

MODULE II Hazard Analysis and Capability Assessment

"Let's specify sources of skills we would like to have available. Where do we find these resources?"

Summarize

"Public sector resources may be relatively easy to identify by reviewing property inventory lists. Private sector resources may be a bit more difficult to locate. It can be helpful to narrow the search by taking an emergency management function approach."

"Why might private sector sources be willing to participate in advance arrangements to use their resources in a disaster?"

Direction and Control

Who has facilities that could be used as primary or alternate EOCs? Who has equipment that could be used as a mobile command post?

Communications and Warning

What are sources of radio amateurs, radio-equipped vehicles, door-to-door notification, dedicated telephone service, and message and delivery service capability?

Emergency Public Information

Where will we obtain portable telephones, radio-telephone patch systems, media briefing facilities, video production studios, portable air and ground equipment, which also have printing presses, newsletter production, and delivery capabilities?

Evacuation and Sheltering

Who has mass transit equipment and systems--for ill, infirm, prisoners, etc.? Who can provide cooks, sanitarians, child care, entertainers, and security for shelters, and who can

MODULE TWO - HAZARD ANALYSIS AND CAPABILITY ASSESSMENT

care for pets evacuated? Who will keep track of shelterees and respond to inquiries regarding missing parties? Is there someone who can provide general security for evacuated areas? Is there anyone who can provide care for pets or livestock left behind in the evacuated area? Who can provide physical and mental health, sanitation supplies, laundry service or facilities, food, medicines, religious services, and other goods and services that shelterees may need?

Health and Medical

Are there associations of active and retired nurses, pharmacists, and other medical personnel available; with what capabilities?

Law Enforcement

Are there private groups such as security agencies that could augment law enforcement forces or assist in traffic control?

Public Works

Contractor associations, rental stores, or farmer and rancher associations may have equipment pools or access to equipment needed for rescue or debris removal.

Social/Human Services

Private schools, companies, and specialist organizations may have counselors available; religious groups may, too. Social and fraternal groups may be organized to provide community services.

Damage Assessment

Private sector appraisers may be available to assist in this function.

It would be appropriate to maintain a separate list or identification of resources common to all or most of your community's hazards. Threat-specific resources can then be identified in threat-specific annexes."

MODULE TWO - HAZARD ANALYSIS AND CAPABILITY ASSESSMENT

Small Group Exercise - "Resource Identification"

Hazard Assignments

<u>Table 1</u>	HAZMAT, chemical, transportation incident
<u>Table 2</u>	Nuclear attack
<u>Table 3</u>	Flood from dam failure
<u>Table 4</u>	Tornado in urban area
<u>Table 5</u>	Severe winter storm
<u>Table 6</u>	Radiological release, fixed facility.

Summarize the exercise.

It will soon become apparent that many resources are common to several hazards. Assist each group with defining categories of common resources.

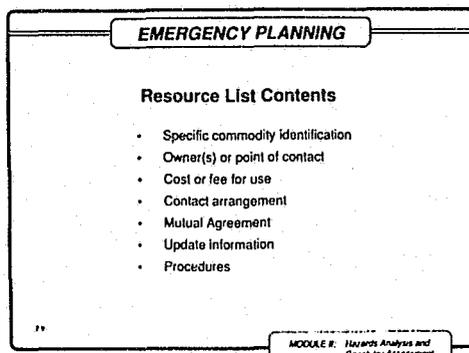
"Each table group will be given its own unique hazard with the assignment of identifying what specific resources would be needed to respond to that hazard. The group also should specify who in their home community could supply each of the resources needed. Use a paper pad on an easel to make your list. Appoint a spokesperson to present your resource lists. *Do not reveal your hazard to other table groups until you make your presentation.* You will have fifteen minutes to make your list. Five minutes will be allowed for each group's presentation. Remember to think in terms of the emergency operations functions."

"Common resource needs relate to

- Direction and control,
- Warning and communication,
- Emergency public information,
- Law enforcement,
- Damage assessment, and
- Health and human services.

Regardless of format, we need a resource listing as part of our EOP, in written or preferably in the form of a computer data base. This listing will include sources of skills needed in any given emergency, as well as physical things, and requires some system for ensuring that it is updated and kept current on a regular basis."

VISUAL 2.9



Resource List Content

- *Commodity identification*
 - Front-end loaders, construction equipment, and operators.
- *Owner or point-of-contact* for each
 - The department or company that controls the resource.

MODULE TWO - HAZARD ANALYSIS AND CAPABILITY ASSESSMENT

Note how the community's assessment of its emergency response resources and capabilities is an integral component of its Multi-Year Development Plan.

VISUAL 2.10

EMERGENCY PLANNING

Mutual Agreements

- Voluntary agreements to pool resources
- Can be legal contracts, formal or informal agreements
- May involve local jurisdictions, industrial/private sector or military
- Advantages
 - Provide specialized services or larger scale of operations
 - Offer contingency and auxiliary resources
 - Do not threaten local government authority or autonomy
- Disadvantages
 - Raise legal issues
 - May necessitate changes in operational procedures and closer cooperation

MODULE #: Hazard Analysis and Capability Assessment

- *Cost or fee for use*
 - The pre-arranged charge, if any, for use; the liabilities involved and other arrangements, such as crews to operate the borrowed equipment or involvement of supervisory personnel where these policies/procedures are involved
- *Contact arrangements*
 - Acquisition procedures, 24-hour primary and back-up contact points
- *MOU (Memorandum of Understanding/Mutual Aid Agreements) that may be involved*
- *Up to date information*
 - Date resource was last verified, date next verification is due, form letters for validating
- *Procedures*
 - Procedures to inspect and inventory resources at pick-up and before return, as well as the process for returning borrowed resources."

"There are a number of terms for Mutual Agreements, depending on the parties involved and the nature of the agreements

- MOUs or Memorandums of Understanding;
- MAAs or Mutual Aid Agreements; or
- Interlocal or intralocal agreements.

These agreements are usually voluntary agreements to pool resources. While they can be actual legal contracts or formal agreements, many are simply informal agreements between communities, a community and an organization in the private sector, or a community and a military installation. These mutual agreements offer three key advantages to a community by

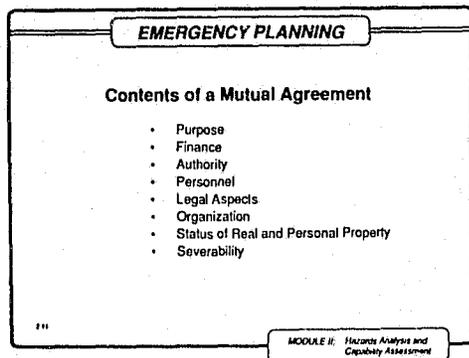
MODULE TWO - HAZARD ANALYSIS AND CAPABILITY ASSESSMENT

- Providing specialized services or a larger scale of operations,
- Offering contingency or auxiliary resources, and
- Not threatening the local government's authority or autonomy.

Use of mutual agreements should be considered wisely, for their disadvantages may include

- Raising legal issues particularly with regard to liability and
- Possibly requiring changes in operational procedures or closer cooperation."

VISUAL 2.11



Explain that the typical contents of a Mutual Agreement between a community and another community, agency, or organization should include

- Purpose,
- Finance,
- Authority,
- Personnel,
- Legal Aspects,
- Organization,
- Status of Real and Personal Property, and
- Severability.

Distribute Module Two-B Action Plan Activity Work Sheets.

"Read the instructions on the work sheet for Action Plan Activity Two-A. You will have 25 minutes to complete this activity. Be specific in your entries and detailed as to resources needed."







MODULE THREE - THE EOP AND SPECIAL PLANNING CONSIDERATIONS

8:00 - 5:00

DAY THREE

8:00 - 12:00

This is the core module of the course. The Federal Emergency Management Agency has provided a national philosophy on the planning process, as well as a recommended model plan format in CPG 1-8. Neither are mandatory for State or local adoption. Those jurisdictions that receive Federal financial assistance through the Comprehensive Cooperative Agreement (CCA) are bound by the criteria for plan content that are specified in CPG 1-8A. This course module presents a philosophical base for the planning process and a format that should be adjusted to meet unique State and local circumstances, while providing consistency necessary to ensure effective coordination between all levels of government in large-scale disasters.

VISUAL 3.1

EMERGENCY PLANNING
<p>OBJECTIVES</p> <ul style="list-style-type: none">• Describe and apply the key elements and content of an Emergency Operations Plan (EOP) by- Reviewing the philosophy that underlies the planning process and EOP format- Applying State and Federal guidelines to assess the adequacy of an existing EOP- Defining the actions to be taken to improve EOP shortcomings.
<small>MODULE 1 - EOP Format, Content, and Special Planning Considerations</small>

MODULE THREE: EOP FORMAT AND CONTENT

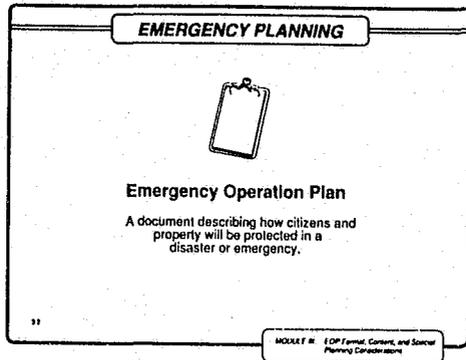
Objectives

The participant will describe and apply the key elements and content of an Emergency Operations Plan by

- Reviewing the philosophy that underlies the planning process and formal plan,
- Applying State and Federal guidelines to assess the adequacy of an existing plan, and
- Defining the actions to be taken to improve plan shortcomings.

MODULE THREE - THE EOP AND SPECIAL PLANNING CONSIDERATIONS

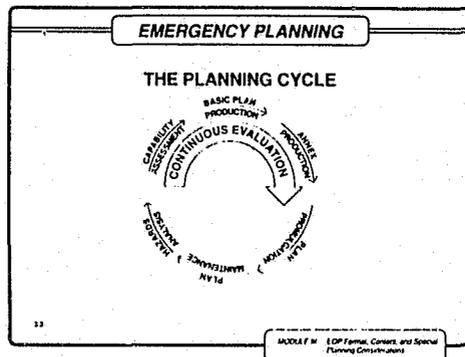
VISUAL 3.2



* A general definition of an EOP would be

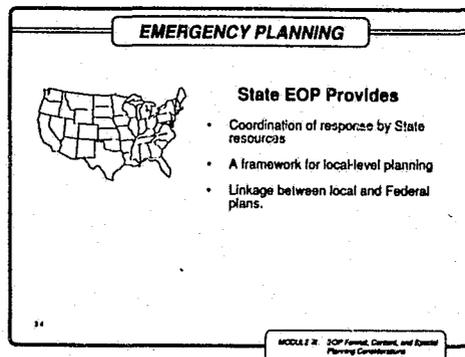
A document describing how citizens and property will be protected in a disaster or emergency.' It describes actions to be taken in response to attack, natural, and manmade hazards, detailing the tasks to be performed by specified organizational elements at projected times and places based on established objectives, assumptions, and realistic assessment of capabilities."

VISUAL 3.3



The development of the plan is simply one stage of the ongoing planning process. Note that as a consequence of continuous evaluation the planning process is a never-ending process and that a plan never can be considered a final document because of changes in needs and resources.

VISUAL 3.4



*The State EOP provides

- Coordinated response by State resources,
- A framework for local level planning, such as policies, objectives, approaches, the bases for assumptions, and
- A link between local and Federal levels in the local, State, and Federal partnership.

Compare and contrast State's plan format where it differs from one described here.

These are the elements found in our basic plan. This is an umbrella part of the EOP that should be read by all who have a role in emergency management; this is the framework upon which all other elements are built."

MODULE THREE - THE EOP AND SPECIAL PLANNING CONSIDERATIONS

VISUAL 3.5

EMERGENCY PLANNING



Local EOP Provides

- Description of the community approach to planning, organization, and operations in emergencies
- A system tailored to community circumstances
- A resource identification and management system

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MODULE # EOP Format, Content, and Special Planning Considerations

"The local EOP provides

- A description of the community's approach to emergency planning, organization, and operations in emergencies and revision,
- A system tailored to community circumstances, and
- Resource identification and management system."

VISUAL 3.6

Describe the Planning Philosophy.

EMERGENCY PLANNING

The Planning Process Philosophy

- All hazards are addressed
- Local, State, and Federal partnership prevails
- Relies on the team approach

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MODULE # EOP Format, Content, and Special Planning Considerations

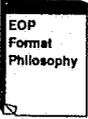
"The planning process philosophy is one in which

- All types of hazards will be addressed and
- A partnership of local, State, and Federal governments is involved with private and volunteer sectors.

The process relies on a team approach that includes all who have a role in an emergency or disaster."

VISUAL 3.7

EMERGENCY PLANNING



EOP Format Philosophy

- None is mandatory
- Consistency facilitates large-scale response
- Commonality facilitates coordination

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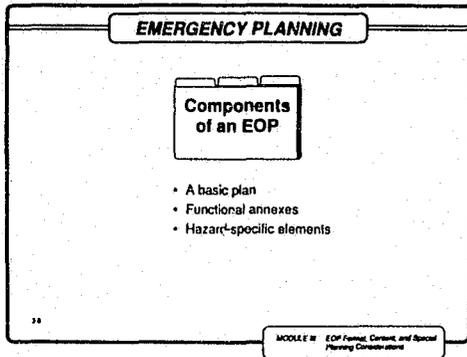
MODULE # EOP Format, Content, and Special Planning Considerations

"In terms of the format for a community's EOP

- No particular format is mandatory;
- National consistency is desired to facilitate an integrated response to large-scale response. Use of a common format within the EOP also will facilitate coordination between agencies and other organizations."

MODULE THREE - THE EOP AND SPECIAL PLANNING CONSIDERATIONS

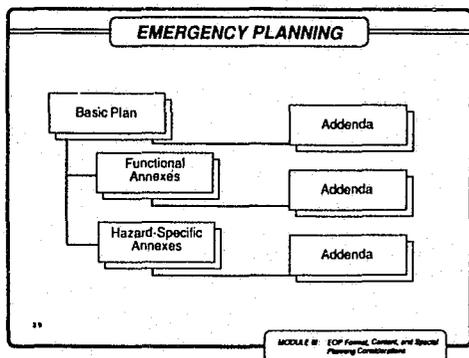
VISUAL 3.8



"Three components are common to all EOPs

- A basic plan that provides an overview of the community's approach to emergency management, policies, and procedures;
- Functional annexes that support the basic plan by addressing specific activities critical to an all-hazards response; and
- Hazard-specific elements that may be separate annexes or appendices in support of functional annexes, and which contain information peculiar to specific hazards."

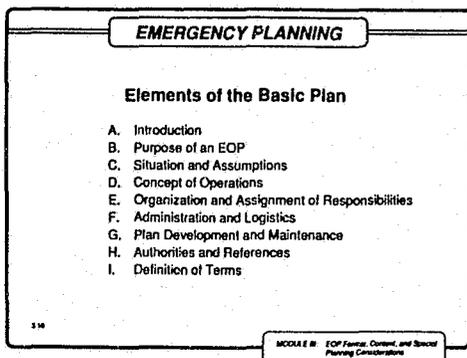
VISUAL 3.9



"As depicted here, each component of an EOP may have addenda in the form of standard operating procedures, maps, charts, tables, forms, checklists, etc."

VISUALS 3.10 AND 3.11

Compare and contrast the State's plan format where it differs from the one described here. (Refer to CPG 1-8 [Oct. 1985], pp. 2-1 through 2-3; CPG 1-8A [Sept. 1988], pp. 2-2 through 2-7).



Elements of the Basic Plan

- A. Introduction
 - (1) Promulgation Document
 - (2) Foreword
 - (3) Contents
 - (4) Hazards Analysis
 - (5) Instructions on Plan Use
 - Audience
 - Purpose
 - Distribution.
 - (6) Record of Changes
- B. Purpose of the EOP

MODULE THREE - THE EOP AND SPECIAL PLANNING CONSIDERATIONS

EMERGENCY PLANNING

Elements of the Basic Plan (continued)

- A. Introduction
 - 1. Promulgation Document
 - 2. Foreword
 - 3. Contents
 - 4. Hazards Analysis
 - 5. Instructions on Plan Use
 - Audience
 - Purpose
 - Distribution

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MODULE #3 EOP Form, Content, and Special Planning Considerations

- C. Situation and Assumptions
- D. Concept of Operations
- E. Organization and Assignment of Responsibilities
- F. Administration and Logistics
- G. Plan Development and Maintenance
- H. Authorities and References
- I. Definition of Terms.

"Any or all of these functions could become functional annexes. You may develop your own list, depending on your community's circumstances."

VISUAL 3.12

EMERGENCY PLANNING

Annexes

- Provide specific information and direction
- Focus on operations and who performs them
- Emphasize responsibilities, tasks, and procedures



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MODULE #3 EOP Form, Content, and Special Planning Considerations

Annexes

- Provide specific information and direction.
- Focus on operations and who performs them.
- Emphasize responsibilities, tasks, and procedures.

Identify and discuss those areas preferred by your State to be functional annexes.

Develop reasons for hazard-specific annexes/appendices and outline examples of what might be contained.

Hazard-Specific Annexes/Appendices

"Each of the hazards that affects our jurisdictions is likely to have unique operational response aspects that merit identification in a hazard-specific annex/appendix.

For example, is the evacuation function executed exactly the same way for a slow-rising flood as it is for a hazmat release?

We want a hazard-specific annex/appendix only when the specific hazard requires action or coordination not covered adequately in the basic plan and functional annexes."

MODULE THREE - THE EOP AND SPECIAL PLANNING CONSIDERATIONS

Refer to CPG 1-8A and actual plans. Walk participants through two or three crosswalk items. Ask participants to state where they found the element concerned.

Issue Action Plan Activity Work Sheet Three.

"When it comes to either writing a new plan or reviewing an existing EOP, it is helpful, and in some cases (EMA-funded) mandatory to have a reference against which content can be checked. Turn to CPG 1-8A. Note that this document provides

- Guidance on EOP content, not format, and
- Crosswalk check (starting on page number 21).

Use this document for review before writing a new plan; consider it when revising existing plan.

Pick up your own EOP or the model plan that has been provided. We will examine how this crosswalk works by finding in the plans we have some of the elements CPG 1-8A makes mandatory."

"Read the work sheet instructions. First, you will be doing a crosswalk. We will allow 25 minutes for this activity."



MODULE FOUR - USE OF HUMAN RELATIONS TRAINING INSTRUMENTS

DAY THREE

1:00 - 2:30

Elicit responses from participants.
List on a paper pad.

VISUAL 4.1

EMERGENCY PLANNING

OBJECTIVES

- Use and apply information obtained from human relations training instruments to understand the interrelationships and dynamics of the planning team
- Recognize the differences between and within people
- Apply this understanding of behavioral differences to improving team work

MODULE IV: Human Relations

MODULE FOUR: USE OF HUMAN RELATIONS TRAINING INSTRUMENTS

"Experience shows us that when a group encounters any specific situation, there will be a diversity of reactions on the part of the individuals in the group.

We can observe further that a person's behavior under emergency circumstances is different from behavior in non-emergency circumstances, and that the difference in behavior can be anything from minor to most pronounced."

"These differences in behavior between and within people can be attributed to a variety of factors:

- Education,
- Lifetime experience and conditioning,
- Upbringing,
- Social and economic status, and
- Diet and others.

We may not be able to change others' behavior, but we *can* adapt our communication and behavior to respond effectively to others' characteristics."

Objectives

The participant will

- Use and apply information obtained from human relations training instruments to understanding the interrelationships and dynamics of the planning team,
- Recognize the differences between and within people, and
- Apply an understanding of behavioral differences to improving team work.

To achieve these module objectives, we will

- Interpret and discuss the Leadership Style Evaluation (LSE) that you completed and scored as homework last night, and

MODULE FOUR - USE OF HUMAN RELATIONS TRAINING INSTRUMENTS

VISUAL 4.2

Explain the value of human relations awareness in planning.

EMERGENCY PLANNING

**AWARENESS OF HUMAN RELATIONS ASPECTS
IN THE PLANNING PROCESS**

The planning process is valuable because it

- Brings the planning team together
- Encourages the team to discuss problems
- Develops awareness of dependency within and among agencies
- Establishes relationships that facilitate cooperation when an actual emergency occurs

MODULE IV: Human Relations

VISUAL 4.3

Review LSE per instrument guide.

EMERGENCY PLANNING



**Interpreting and Applying Results of the
Leadership Style Evaluation**

- Provides information about one's dominant and backup leadership styles
- Offers insight into ways people react automatically under normal conditions or when under stress

MODULE IV: Human Relations

Ask several participants to report on their styles as reflected in this instrument. Ask if they feel the instrument is accurate. Ask other participants if they can validate the instrument results regarding the reporting participant.

- Complete, score, and interpret the Strength Deployment Inventory (SDI) instrument in class.

*The planning process is valuable to human relations effectiveness because it

- Brings the planning team together,
- Encourages the team to discuss problems,
- Develops awareness of dependency within and among agencies, and
- Establishes relationships that facilitate cooperation when an actual emergency occurs.*

*The LSE is designed to reflect our personal situation and environment; in this case, on our normal job, in routine business. Effective emergency planning requires different types of leadership depending on the circumstances. Leadership often means influencing others to do what you want done, in this case, to develop effective plans. Certain leadership styles are more appropriate to some situations than others. We will explore the different leadership styles by using the Leadership Style Evaluation.

The Leadership Style Evaluation gives an assessment of leadership style in terms particularly applicable to the planning environment. After you have scored your instrument, read the detailed descriptions of the five styles. Rank the five styles in what you consider to be the order of importance for a person charged with the responsibility of coordinating the development of the EOP.*

*What might be the most desirable styles for emergency management coordinators or planners? Try to guess the outcome for this class as we rank our styles on the flip chart. Based on our results and discussion, what conclusions would you make about varying leadership styles?

Now that we have heard of the variety of leadership styles present in ourselves and our group, can we

- Relate the differences in styles to people we know on the job?

MODULE FOUR - USE OF HUMAN RELATIONS TRAINING INSTRUMENTS

- Identify the variety of styles well enough to recognize them in strangers, at least on an initial appraisal basis?
- Conclude that we can adapt our usual leadership style to others' styles as is necessary to meet a team goal?

Recognizing our own usual leadership style and others' helps us to understand what motivates those others and how to participate in a group to achieve a team goal."

"Now we will observe our own basic tendencies and how they shift, as well as to what extent they might shift as a situation changes from routine to one that is stressful."

Present SDI Instructions.

VISUALS 4.4, 4.5, AND 4.6

EMERGENCY PLANNING

**INTERPRETING AND APPLYING RESULTS OF
THE STRENGTH DEPLOYMENT INVENTORY**

- Assess a person's strengths in working with others under two different conditions
 - Situation is going smoothly or
 - When under stress

MODULE IV - Human Relations

EMERGENCY PLANNING

STRENGTH DEPLOYMENT INVENTORY

Behavior when things are going well versus a conflict situation:

Desires to promote harmony with others and welfare of others with little regard for other rewards

Motivated by a desire to assert self and direct the activities of others

Seeks self-sufficiency, self reliance and logical orderliness

MODULE IV - Human Relations

EMERGENCY PLANNING

STRENGTH DEPLOYMENT INVENTORY

Strength changes when stress occurs

MODULE IV - Human Relations

MODULE FOUR - USE OF HUMAN RELATIONS TRAINING INSTRUMENTS

Form groups of six to eight people if not already done. Provide each group with a paper pad on an easel on which a large tri-color SDI triangle has been drawn.

Remind participants of time remaining periodically. Be ready to assist. At end of individual work (20 minutes) give instructions for placing arrows per SDI Instructor Guide.

Conduct a group evaluation of this activity. Look for examples of change in perception in others' behavioral characteristics.

"After completing the SDI instrument individually, the members of each group will plot their arrows on the large paper chart provided and we will discuss the results. Select a spokesperson to represent each table group. Take twenty minutes to complete the SDI. When you have completed it we will go over how to plot the results on our individual triangles. Then we will post them on the large pad. Remember that you are completing this instrument in your professional emergency management role, as opposed to your role as parent or spouse, for example."

"Post your individual arrows on the large group chart. Do you see any surprises on the group chart? Do others agree with your arrow orientation and length as representing you as you are known to them? Do you agree with it? Would we expect emergency management professionals to share any common behavioral traits? Address these questions in your table group. Then we will have your table spokesperson present a three-minute summary."

Summarize

"Recognizing the existence of different behavioral characteristics between people, as well as the differences in behavior within individuals that is attributable to emergency circumstances, can be of real value to us as we try to build the teamwork and support needed for effective emergency operations plan development. An understanding of what motivates others and why they react as they do in an emergency, or another stressful situation, will be very helpful to us in the planning process. Consider these factors:

- Expect diversity among the members of your emergency planning team;
- Differences may cause some degree of conflict in reaching planning decisions;
- Conflict is expected and healthy in a group because it ensures that all viewpoints and approaches are being considered; and
- The challenge to emergency planners is to effectively manage conflict/diversity--a key part of team building."

MODULE FIVE - DEVELOPING COMMUNITY SUPPORT

DAY THREE

2:40 - 5:00

VISUAL 5.1

EMERGENCY PLANNING

OBJECTIVES

- Assess your current community support
- Identify key entities and develop strategies to obtain support
- Identify the benefits of teamwork in the EOP process
- Determine EOP planning team membership and strategies for motivating active participation

MODULE 5: Developing Community Support

11

MODULE FIVE: DEVELOPING COMMUNITY SUPPORT

Introduction

"The all-hazard approach to emergency management demands that community resources be mobilized in a timely and effective manner, in advance of need and in a written plan. Foremost among a community's resources are people, from all disciplines and sectors. Their coordinated advance mobilization is the team approach to emergency management. Development of general community support is a necessary foundation to team functioning."

Objectives

The participant will

- Assess current community support,
- Identify key entities and develop strategies to obtain their support,
- Identify the benefits of teamwork in the EOP process, and
- Determine EOP planning team membership and strategies for motivating active participation.

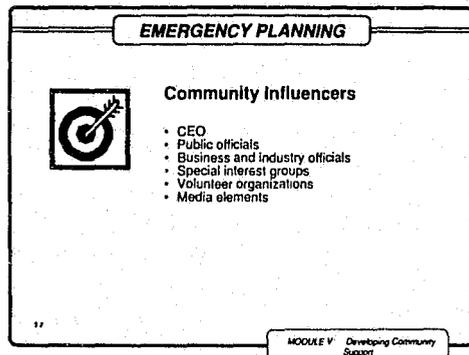
"We will attain these objectives by

- Identifying sources of community support (as well as opposition and neutrality),
- Identifying a variety of potential motivators that may be applied,
- Analyzing our own community support status, and
- Applying module materials in a small group exercise and two Action Plan Activities.

Success in the planning process that underlies emergency preparedness is largely dependent upon the support given or withheld by key officials in the public, private, and volunteer sectors of the community."

MODULE FIVE - DEVELOPING COMMUNITY SUPPORT

VISUAL 5.2



Ask participants for their ideas before using this visual to summarize.

Ask participants to name some power groups that operate around the country and that could come to exert influence in their own communities.

Solicit participant identification of the community's influencers. Be sure to get negative influencers identified.

Encourage participants to start writing fast. The significance of the support that any entity might give is not important now. Making the most complete list possible is.

Keep track of time for participants. Get enthusiastic!

Go around room at least once, for participant comments. Go around a second time, if appropriate.

"These influencing entities can be categorized as shown in this visual:

- CEO, the chief elected official whose position, titular or real, has specific legal implications;
- Other elected, appointed, and hired officials who exercise power;
- Influential business persons; and
- Formal and informal power groups."

"These entities make or influence the policies that govern the community. We want community policies to strongly support the EOP process. So let us get specific in identifying who they might be so we can look for them at home."

"On a blank sheet of paper, each of you is to take ten minutes to write down at least fifteen departments, agencies, groups, and other entities from the public, private, and volunteer sectors who could be a positive or negative support force for the planning process. When the ten minute individual brainstorming exercise is over we will go around the room, taking turns, to get a better idea of who out there might be made into a support source. In our presentation, of course, we are looking for diversity, so you cannot repeat an entity already identified."

Summarize

"This ten-minute exercise could give us the impression that there are a large number of entities that we will at least have to consider seeking support from, or ensure that they are not actively opposing the EOP process."

MODULE FIVE - DEVELOPING COMMUNITY SUPPORT

List one or two for participants; get them to develop more. Write potential motivators on the paper pad.

List one or two ideas to start participants developing strategies. Encourage participants to identify indirect as well as direct strategies.

"But how shall we go about enlisting their support? On the theory that people will support something that they think will benefit them, let's identify some potential motivators. Among them might be

- Creating a better public image that could be important to public and private officials,
- Easing the workload for those involved in emergency operations,
- Fulfilling public service aspirations for some power or influence, and
- Highlighting the contributions of often-overlooked entities."

"Given the variety of motivators that may apply to our target audiences, what strategies can we employ?"

Some possibilities include

- Briefings and orientation sessions,
- Exercise participation,
- Sponsorship to State and Federal training activities, and
- Soliciting targets as expert sources.

"CEO Support

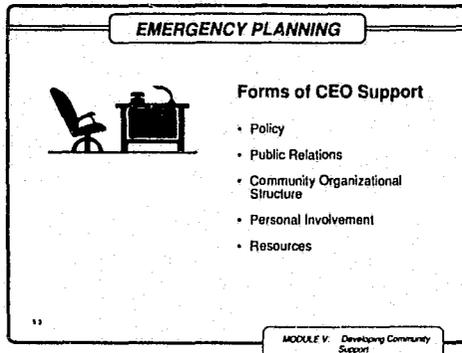
"The community's chief elected official or CEO, is among those whose support is most essential to the planning process. How we approach influencing our CEO could serve as a model for approaching others in our efforts to win community support. We know what a CEO is and can identify our community's CEO. Having identified the CEO as the focus of our support-gaining activities, it is essential that we define what forms of support we can reasonably expect to obtain from the CEO. Our reasonable expectations may differ from one community to another and also may be tempered by the character and interests of any one CEO. Generally, what forms of support are reasonable to expect from the CEO? What do we want and need from the CEO? *When we can define our needs and expectations we can develop strategies to achieve them.*

Take a few minutes to list what you would like to have by way of support from a CEO."

MODULE FIVE - DEVELOPING COMMUNITY SUPPORT

Elicit from participants:

VISUAL 5.3

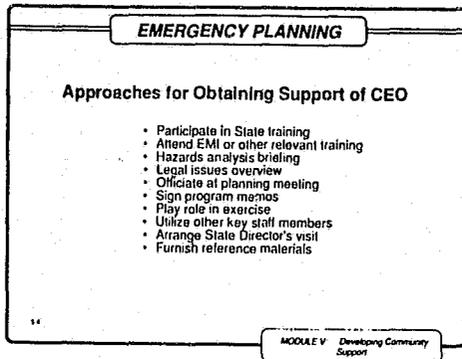


Use the visual to summarize participants' ideas.

Elicit ideas from participants.

Provide examples of appropriate State and Federal training offerings.

VISUAL 5.4



The instructor could use this as an opportunity to hand out copies of the State training schedule and applications, as well as a summary of FEMA's EMI courses.

Examples

- Policy statements and guidance
- Public relations
- Organizational structure (specific chain of authority and responsibility, which includes the emergency preparedness program)
- Personal involvement in addition to staff commitment
- Continuing budgetary and other resources.

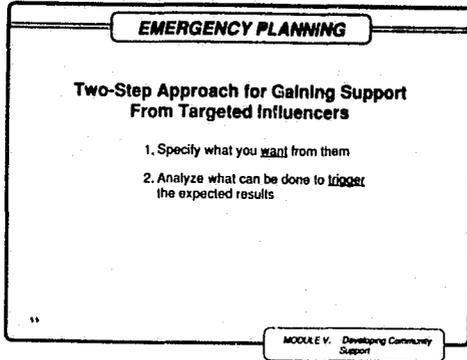
"What specifically could we do to obtain these forms of support from our theoretical CEO?"

Examples

- Induce CEO to attend State seminar or other program training
- Invite CEO to attend training at the Emergency Management Institute
- Present a hazard analysis orientation
- Assign the CEO a role in an exercise
- Ask CEO to officiate at an opening of an EOP planning meeting
- Have CEO sign the EOP planning team appointment memo or exercise program memo
- Schedule an on-site visit by the State program director and staff
- Use and work through other key staff members such as the county attorney
- Refer to participating CEOs in other communities
- Provide program reading materials with a cover letter
- Develop an awareness of liability issues

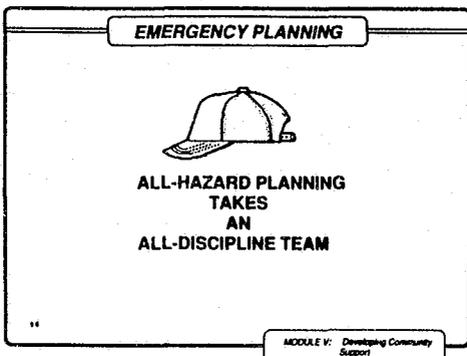
MODULE FIVE - DEVELOPING COMMUNITY SUPPORT

VISUAL 5.5



Distribute Action Plan Activity Five-A.

VISUAL 5.6



This two-step approach of (1) specifying what we want from a targeted influencer, then (2) analyzing what we can do to trigger the desired results can be applied to *every* source of support in the community. We will find that these individuals and groups will take an interest in emergency program managers who show that they are genuinely concerned and knowledgeable about their interests. This is a long-term process, just as is the planning process.

Support from leaders in public, private, and volunteer sectors is essential to the EOP process objectives. Each of the target leaders has needs, concerns, interests, and often legal responsibilities that affect their ability and willingness to support the EOP process. Since their support is essential, the planning team must undertake the strategies needed to win the support needed. At any one point in the process, positive support may be nothing more than a promise to give you time to prove the value of your program. Building support throughout the community leadership will also facilitate public education activities."

"Now let's apply this to our specific communities. Read the instructions at the top of this Action Plan Activity. You will have twenty minutes to complete this activity. Try to be as *specific* as you can."

"We've mentioned the planning team on a few occasions. The all-hazard planning process includes the full range of functional areas and these related disciplines, specialties, and skills. The all-hazard planning team must, then, be representative of all the function, skills, and disciplines that have roles in emergency operations. The question to be resolved now is, who should be on our planning team.

- What agencies, departments, or organizations?
- What expectations do we have of them?
- What do they expect to gain from being on the team?
- What kind of expertise do we need?

If we induce others to become members of the planning team, we must have some appreciation for the pros and cons of team work."

MODULE FIVE - DEVELOPING COMMUNITY SUPPORT

VISUAL 5.7

EMERGENCY PLANNING	
Team Assignments	
Team	Issue
1	Benefits of planning by single person
2	Drawbacks of solitary planning
3	Benefits of teamwork in planning
4	Drawbacks of team planning

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MODULE V: Developing Community Support

Divide the class into four teams.

Call time and receive reports.

Large group discussion. Develop a list of characteristics. Refer to SDI for additional trait discussion. Distribute Action Plan Activity Five-B.

Considerations in selecting team members may include the following

- The team must be representative of *all* the functions involved.
- A single team member may represent more than one function.
- Team members must be *empowered* by their agency.
- Writing of the plan may be done by a small sub-group while input and review is done by the full team.
- Long-term membership is desired.
- This team also may be involved in the hazard analysis, capability

"Teams are to take fifteen minutes to brainstorm these questions.

Team 1 Benefits of emergency planning by an individual in isolation

Team 2 Drawbacks to solitary emergency planning

Team 3 Benefits of team emergency planning

Team 4 Drawbacks to team emergency planning.

Prepare your team response on paper pad or overhead transparency. The team spokesperson will have ten minutes to present the report."

"Where would you look for team members? What characteristics would be important?"

Examples

- Below department chief level
- Writing or organizational skills
- Respected by peers and chief
- Knowledgeable of all aspects of department they represent

"The next step is to apply our class discussion of planning team formation to this Action Plan Activity. Read the instructions. Take twenty-five minutes to complete the activity. Be specific so you can take this activity home and put it to work for you.

**MODULE FIVE - DEVELOPING
COMMUNITY SUPPORT**

**assessment process, and
exercise program.**

- **Training officers typically have the requisite knowledge of their agency's or department's organization, operations, and personality.**
- **Key members may help in identifying other potential productive members.**
- **Team members may have to periodically justify their participation on the team to their agency.**
- **People support what they helped create.**







MODULE SIX - EOP COORDINATION AND REVIEW

DAY FOUR

8:00 - 9:00

VISUAL 6.1

EMERGENCY PLANNING

OBJECTIVES

- Devise and apply an effective system for coordinating and reviewing drafts of your EOP
- Coordinate the final EOP revision with appropriate organizations and individuals

11

MODULE VI: EOP Coordination and Review

VISUAL 6.2

EMERGENCY PLANNING

Coordination and Review of Changes in the EOP Must Be

THOROUGH By all the entities involved or affected

TIMELY Resolved at a pace commensurate with their significance to the EOP

12

MODULE VI: EOP Coordination and Review

Elicit ideas from participants.

MODULE SIX: EOP COORDINATION AND REVIEW

Objectives

The participant will

- Devise and apply an effective system for coordinating and reviewing the initial draft of the EOP, and
- Coordinate subsequent revisions with the appropriate organizations and individuals in the community.

"In this regard we will

- Review two basic methods of obtaining coordination and review of draft documents,
- Discuss the effect of this activity on the team and on the planning process, and
- Relate functional areas of the EOP to drafting and reviewing responsibilities in both class and Action Plan Activities."

"The EOP process is cyclical; continual change and updating of the EOP is both expected and desired. Coordination and review of changes proposed for the EOP must be

- *Thorough* (reviewed by all the entities involved or affected) and
- *Timely* (resolved at a pace commensurate with their significance to the EOP)."

"When changes to the EOP are being developed, how are they coordinated with those involved by the proponents of the change(s)?"

Possible responses

- Initially at least, by telephone or in face-to-face meetings
- Conference telephone calls may also be involved

MODULE SIX - EOP COORDINATION AND REVIEW

- Special or routine meetings
- Secondly, by circulation of written documents for official record of concurrence or non-concurrence

There may be many agencies involved in coordination of a single EOP change item.

"Written evidence of coordination on changes to EOP is appropriate because of the legal issues that surround emergency preparedness obligations.

Written coordination is available through two basic methods. Each has effects on the timeliness and thoroughness that we desire to achieve; for example,

- Simultaneous circulation to all involved with all responses returned directly to the proponent of the document, or
- Sequential distribution of a single copy to each involved entity in turn, en route to the proponent.

A sign-off coordination meeting is an option, too."

"What are the advantages and disadvantages of each method?"

Discuss and analyze each of the following factors:

- Timeliness;
- Sharing of comments between coordinating entities;
- Technical versus procedural issues; and
- Number of coordinating entities involved."

Ask, "What does coordination do for the team?" Elicit participant discussion. "Why are these aspects important?"

"The coordination process, telephonic, fact-to-face, and in writing,

- Builds positive team relationships,
- Improves conduct of coordination needed during a disaster,
- Maintains team identity, agency involvement, and
- Legitimizes the team and, by extension, the work done by the team."

MODULE SIX - EOP COORDINATION AND REVIEW

"The review process

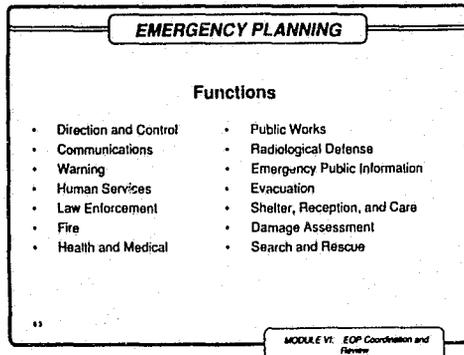
- Follows completion of coordination,
- Generally involves fewer entities than were involved in coordination activities, and
- Normally is done only in written form."

In most communities, states, counties, and municipalities, the designated emergency program manager is charged with over-all responsibility for development and maintenance of the EOP."

"However, other entities will be involved in drafting various elements of the EOP because of the need for specialized knowledge. This need to delegate responsibility for drafting EOP elements should be obvious. It is most easily achieved on a functional basis: by referring to the functional areas defined in Module Two we can select an entity within our own community that has the expertise most appropriate to drafting that element of the EOP. Strategies include

- Winning the participation desired in part of the team-building process addressed previously, and
- CEO support and designation of responsibility for drafting EOP elements should be obtained in written form."

VISUAL 6.3



VISUAL 6.4

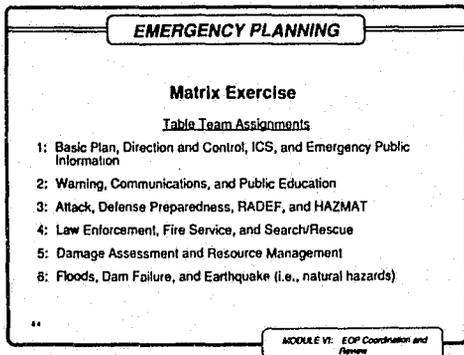


Table-teams will complete this activity and report as depicted, using the matrix furnished. Teams of six to eight participants are desired. Adjust each team's assignment to provide coverage of all EOP elements. Make the distinction between drafting and

Small Group Activity

"Using the matrix provided, develop a report on who in any given community would be expected to draft (D), coordinate (C), and review (R) the specified elements of the EOP."

Table Team	Assignment
1	Basic Plan, direction and control, ICS, and emergency public information
2	Warning, communications, and public education
3	Attack, defense preparedness, RADEF, and HAZMAT
4	Law enforcement, fire service, and search/rescue
5	Damage assessment and resource management

MODULE SIX - EOP COORDINATION AND REVIEW

coordination done by a department/agency and the reviewing authority of its chief.

The matrix form contains only the specific entries shown on the attached sample. The instructor will be expected to add additional appropriate plan elements and draft/coordinate/review entities relevant to their State and its political subdivisions. It is better to have a lengthy, detailed matrix that is useful as a planning tool than one that is too general for its purpose. A list of other EOP elements and action entities is provided as an aid in this regard.

6

Floods, dam failure, and earthquake (natural hazards)

"Now it is time to relate this generalized activity to our specific jurisdictions. Use a clean matrix and the next twenty minutes to depict the drafters, coordinators, and reviewers of the elements in your EOP. While we have provided you with a matrix form, you may have to add to the list of agencies, departments, and other entities to reflect your community."

"PLAN ELEMENTS will include several of the following, and will be largely dependent upon the region/state/local hazards analysis.

- HAZMAT--fixed-site (may be one, overall or one for each of several major hazard facilities)
- HAZMAT--transportation (may be more than one, depending upon significance of air, land, and water hazard)
- Winter storm
- Flood
- Hurricane
- Tornado
- Earthquake
- Dam failure
- Civil unrest
- Utilities outage

Many of the following entities may have roles to play, depending upon the jurisdiction's organization.

- Fire marshall
- Fire chief
- Fire department
- Search and rescue agency
- Military facility commander (active duty and reserve components)

**MODULE SIX - EOP
COORDINATION AND REVIEW**

- Sheriff
- Sheriff's department
- Municipal police/marshall
- State patrol/State police
- Director of public safety
- Superintendent of schools
- Clerk of court
- Assessor
- Public works
- Social services
- Volunteer services (ARC-SA, etc.)
- Public utilities department
- Public information officers (ARC-SA, etc.)
- EMS chief
- Health department
- Agriculture department
- Forestry department
- Air/Water port manager
- Department of transportation
- Media representatives (usually only as coordinators)
- Power plant representative (or other hazardous industries)
- Department of natural resources
- Mutual aid sources
- RACES (and other similar communications resources)
- Civil air patrol



ACTION PLAN ACTIVITY: SIX

Matrix for Determining Drafting, Coordinating, and Maintenance Responsibilities

Emergency Mgr. Program
 CEO
 Legal
 Other Entities...

Basic Plan																				
Direction and Control																				
Incident Command																				
Warning																				
Communications																				
Emergency Public Information																				
Evacuation																				
Shelter																				
Damage Assessment																				
Resource Management																				
RADEF																				
EMS																				
Health and Medical																				
Fire Service																				
Search and Rescue																				
Law Enforcement																				

6.7



MODULE SEVEN - PROMULGATING THE EOP

DAY FOUR

9:00 - 11:00

VISUAL 7.1

EMERGENCY PLANNING

OBJECTIVES

- Identify techniques for marketing the Emergency Operations Plan to
 - The local CEO
 - Other key officials
 - The private sector
 - Members of the local community

11

MODULE VII: Promulgating the EOP

VISUAL 7.2

EMERGENCY PLANNING

Promulgate

"To make known by open declaration; to make known or public the terms of a law or a proposed law; to put into action or effect."

12

MODULE VII: Promulgating the EOP

VISUAL 7.3

EMERGENCY PLANNING

The Promulgation Letter

- Provides official notice of the status of the EOP as an official document with the force of law
- May be an Executive Order

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MODULE VII: Promulgating the EOP

MODULE SEVEN: PROMULGATING THE EOP

Objectives

Identify techniques for marketing the EOP to

- Local CEO,
- Other key officials,
- Private sector, and
- Members of the local community.

"Promulgating the EOP includes

- Official approval,
- Dissemination to all the public,
- Possible use of statutory method,
- Possible precedence by a public comment session,
- Concurrence of all agencies involved, resolution of conflicts, and
- Distribution of a plan: where can the public access the EOP?"

"The Promulgation Letter/Page provides official notice of the status of the EOP as a binding official document that has the force and effect of law. It is, at the least, an *executive order*."

MODULE SEVEN - PROMULGATING THE EOP

Put key phrases on the paper pad while presenting each one.

"The Promulgation Letter represents a great deal of work that precedes it:

- Team organization,
- Hazard analysis,
- Capability assessment,
- Drafting plan,
- Draft coordination and review,
- Exercise program development, and
- Public and private officials' education."

Small Group Work Activity

"At some point in time, the EOP must be signed by the CEO to gain official status. The purpose of this activity is to gain experience in preparing and conducting a presentation of your EOP for your CEO with the objective of winning his/her signature of the promulgation letter.

Each participant group will have ten minutes in which to present an EOP for the CEO signature. You will have 45 minutes to put your team presentation together and complete your Action Plan Activity. This task will require the following considerations:

- Select a method of presentation;
- Anticipate CEO questions; and
- Address especially matters of concern at the executive level."

Set up the main classroom to simulate a commission hearing room, with a head table for the CEO and staff and a group of chairs and a table for the presenting team. Arrange to have a thoroughly briefed actual elected official play the role of CEO, if possible, augmented by training staff. See the attached checklist.

Keep the work teams appraised of passage of time.

MODULE SEVEN - PROMULGATING THE EOP

Allow participant groups ten minutes only for presentations; allot three minutes for CEO's questions.

"County Commissioners Checklist"

Participant presentations should address the following. The instructor team receiving these presentations should be prepared to question the presenter who overlooks any of these issues or planning elements.

- Hazards analysis
- Major hazard facing the community
- Reasons for confidence in the plan's utility
- Identification of who is in charge during a disaster; roles and responsibilities of key personnel
- Use of ICS for management of assets at the scene in the response phase
- System for cost data collection in response
- Damage assessment process
- Emergency public information operations
- Teamwork in preparing the plan; who was on the team
- Expected or known opposition to the EOP
- Relation to unique HAZMAT planning requirements
- Strategy for public dissemination and access

**MODULE SEVEN - PROMULGATING
THE EOP**

- **Shortfalls in capability and effect on community**
- **Identification of any legal issues that may be involved**
- **Role of CEO in disaster versus EPM, coordinators, and responders**
- **EOC activation**
- **Evaluation of the plan.**

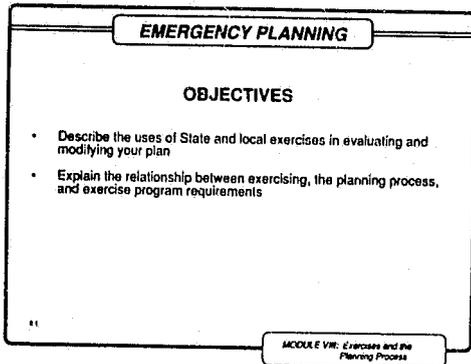


MODULE EIGHT - EXERCISES AND THE PLANNING PROCESS

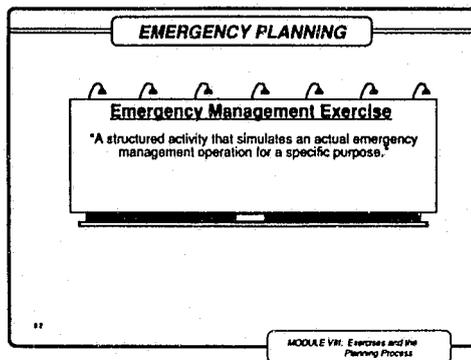
DAY FOUR

11:00 - 12:00

VISUAL 8.1



VISUAL 8.2



MODULE EIGHT: EXERCISE AND THE PLANNING PROCESS

Objectives

The participant will describe the uses of State and local exercises in modifying the plan and the relationship between exercising, the planning process, and the exercise program requirement.

Exercise and Evaluation

Key points to be addressed include the following:

- Planning is a continuous, cyclical process;
- Evaluation of each element of the EOP is an essential aspect of the planning process and the validation process;
- Just as the EOP is developed and refined in segments, a program of emergency management exercises is appropriate to support the planning process; and
- The definition of an emergency management exercise is a source of insight into the relationship between such exercises and the emergency operations planning process.

"An *Emergency Management Exercise* is defined as 'A structured activity that simulates actual emergency management operations for a specifically stated purpose or purposes.'"

MODULE EIGHT - EXERCISES AND THE PLANNING PROCESS

Emphasize that exercising is an organized, planned undertaking that simulates an actual emergency management operation for a specific purpose. Characteristics common to all types of exercises will be presented in detail later.

Develop participants' ideas on paper pad, then post them on the wall.

Develop participants' ideas on a paper pad, then post it on the wall.

Emphasize that training can be the primary or even exclusive reason for exercising.

Develop participants' ideas on a paper pad, then post it on the wall.

Refer to the posted paper pad charts.

"Exercising provides an organized approach and a controlled environment for plan evaluation.

- Because of the structured and controlled approach, exercises can provide better evaluation of the EOP than can actual events where results cannot be attributed directly to the EOP, but may be the product of chance or luck.
- A team approach is essential."

"Why Exercise?"

Possible Reasons

- To train people and teams
- To evaluate plans, systems, and teams working
- Both

"Training people and teams"

- Develops role and responsibility interrelationships,
- Develops self-confidence,
- Creates and maintains a spirit of teamwork,
- Identifies missing linkages,
- Builds trust and mutual respect, and
- Maintains skills."

"Evaluating plans, systems, and team working

- Allows a check of reality against assumptions in plans,
- Identifies resource and capability shortfalls,
- Determines adequacy of EOP,
- Demonstrates proficiency, and
- Wins understanding, acceptance, and support."

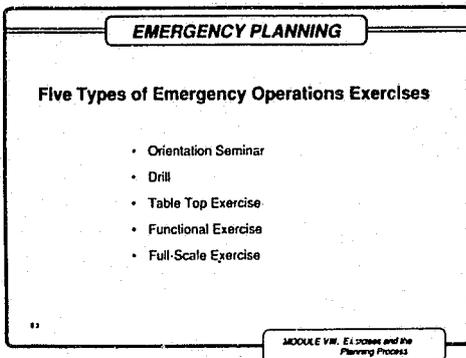
"The reasons why exercises should be conducted also represent various *needs* to exercise or *demands* for exercising.

MODULE EIGHT - EXERCISES AND THE PLANNING PROCESS

Read extract from SARA/Title III mandating that HAZMAT plans be exercised.

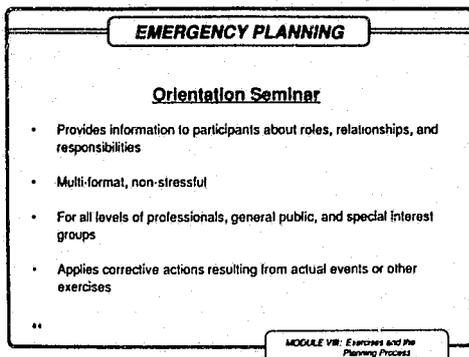
VISUAL 8.3

Review the five types of exercise activities.



VISUAL 8.4

Uncover canned definition following participant-instructor discussion.



Provide examples such as

- New employee briefings and
- Actions to be taken by schools in a tornado situation.

The variety of needs includes issues such as parts of the EOP being completed at different times, as well as that there is a constant turnover in policymakers, coordinators, and responders along with fluctuations in community hazards."

"There are some legislated requirements for exercising associated with hazardous materials contingency planning.

The variety of needs for exercising has produced a selection of exercises, each designed to suit specific circumstances."

The five types of exercise activities include

- Orientation seminars,
- Drills,
- Tabletop exercises,
- Functional exercises, and
- Full-scale exercises.

Orientation Seminar

"Provide the following information to participants:

- Information on roles, relationships, and responsibilities contained in the EOP;
- Emphasize that it will be multi-format and non-stressful;
- Discuss the idea that it is for all levels of professionals, the general public, and special interest groups; and
- Apply corrective actions as result of actual events or other exercise activities."

MODULE EIGHT - EXERCISES AND THE PLANNING PROCESS

VISUAL 8.5

EMERGENCY PLANNING

Drill

- Used to practice a single activity
- For skill development or correction of process or procedures
- Involves physical activities by action or response personnel
- Non-stressful, but has defined time limits.

**

MODULE VIII: Exercises and the Planning Process

Examples

- Prepare hospital ER to treat an injured party contaminated by HAZMAT or radioactive material
- Set up EOC or Incident Command post facilities (post and alternate)
- Check warning and communication system operations.

VISUAL 8.6

EMERGENCY PLANNING

Table Top Exercise

- Non-stressful problem-solving
- Works out details of generalized operations
- Applies multi-agency coordination considerations
- Applicable to coordinators and policy makers
- Evaluates adequacy of draft EOP or annexes

**

MODULE VIII: Exercises and the Planning Process

Examples

- How will we go about evacuating specific groups or areas?
- How will we manage hospital capabilities in a mass casualty situation?

Drill

- To practice a single activity
- To develop or correct process/procedure
- To involve physical activity by action personnel
- To be non-stressful, although there may be a need to meet a time table

Tabletop Exercise

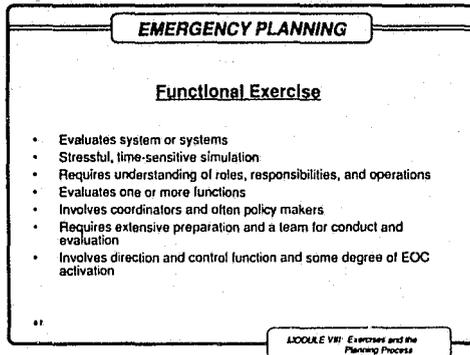
- Non-stressful problem-solving activity without time limits
- Works out details of generalized operational activities
- Multi-agency coordination is generally at issue
- Particularly applicable to policymakers and coordinators
- Evaluates the adequacy of drafts of basic plan or annexes

MODULE EIGHT - EXERCISES AND THE PLANNING PROCESS

- How will the public information function be managed in multi-discipline response situations?

VISUAL 8.7

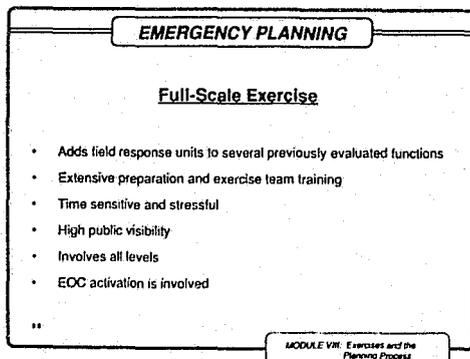
Stress that orientation seminars, drills, and tabletop exercises are primarily training-oriented activities.



Examples

- Execution of the warning and communications and emergency public information annexes in advance of a hurricane or other severe weather
- Evaluation of the evacuating annexes in a simulated HAZMAT release

VISUAL 8.8



Functional Exercise

- Primarily a system evaluation activity
- A time-sensitive, intentionally stressful simulation of an actual situation
- Requires that players understand roles and responsibilities as well as operational aspects of the EOP and follow the EOP
- To evaluate one or more functions
- Involves coordinators and often policymakers
- Requires detailed preparation and a team for conduct and evaluation
- Usually involves the direction and control function and some degree of EOC activation

Full-Scale Exercise

- Brings field response units into actual plan in evaluation of several functions that have generally already been evaluated in a prior functional exercise
- Requires extensive preparation and exercise team training
- Time sensitive and stressful

MODULE EIGHT - EXERCISES AND THE PLANNING PROCESS

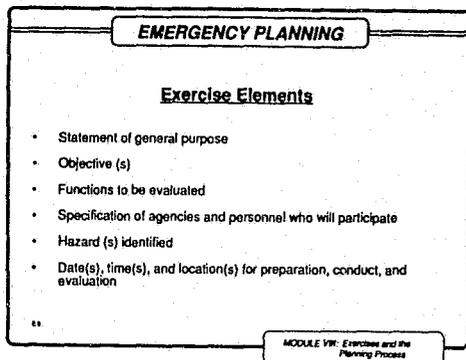
Examples

- Mass casualty aircraft incident
- Hazardous materials (including radiological) release

This is a costly, high-risk activity not to be undertaken without thorough preparation and rehearsal.

VISUAL 8.9

Uncover each item as it is addressed.



Develop scenario elements on a paper pad.

Introduce the Action Plan Activity.

- Highly visible to the public
- Involves all levels

"No exercise activity is completed until lessons learned are developed and accomplishments are compared with exercise activity objectives."

Exercise Elements

All exercise activities have some elements in common. All have

- Statement of general purpose;
- Objectives (measurable undertakings);
- Specification of agencies and levels of personnel to be involved;
- Hazard(s) involved in the situation; and
- Date(s), time(s), and location(s) for preparation, conduct and evaluation.

"Functional and full-scale exercises also require a scenario that includes the

- Narrative,
- Time-phased events' schedule,
- Action-generating messages,
- Logistics support plan,
- Evaluation plan, and
- Exercise team identification and team training plan for controllers, simulators, and evaluators.

The Cyclical Process

"An exercise program that includes all types of exercise activities is needed to support the cyclical process of emergency operations planning."

"Review the Action Plan Activity instructions for this module. You will have fifteen minutes to complete this assignment."



MODULE NINE - MAINTENANCE OF THE EOP

DAY FOUR

1:00 - 5:00

VISUAL 9.1

EMERGENCY PLANNING

OBJECTIVES

- Describe a plan maintenance program
- Define the circumstances that warrant upgrading the plan including
 - Post-emergency response evaluation
 - Exercise evaluation
 - Resource base changes
 - New hazards
- Identify strategies for maintaining the local plan

MODULE IX Maintenance of the EOP

MODULE NINE: MAINTENANCE OF THE EOP

Objectives

The participant will describe a *plan maintenance program* by defining the circumstances that warrant upgrading of the plan and appropriate strategies for maintaining their local plan, including,

- Post-emergency response evaluation,
- Exercise evaluation,
- Resource base changes,
- New hazards, and
- Identifying appropriate strategies for maintaining their EOP.

Key Points for Review

Maintaining the EOP is part of the cyclical planning process.

Maintenance of the EOP takes a conscious effort and a strategy. Note that

- Maintenance of the planning team is also involved, and
- Periodic review and updating is a contractual obligation for some jurisdictions.

EOP updating needs arise from

- EOP evaluation activities and
- External effects and influences.

MODULE NINE - MAINTENANCE OF THE EOP

VISUAL 9.2

Reveal each item on the transparency as it is discussed.

EMERGENCY PLANNING

EOP Evaluation Activities

- Use EOP in actual operations
- Employ EOP in an extensive functional or full-scale exercise
- Compare EOP to Federal and State standards

MODULE IX Maintenance of the EOP

This transparency is titled 'EMERGENCY PLANNING' and 'EOP Evaluation Activities'. It lists three bullet points: 'Use EOP in actual operations', 'Employ EOP in an extensive functional or full-scale exercise', and 'Compare EOP to Federal and State standards'. At the bottom right, it is labeled 'MODULE IX Maintenance of the EOP'.

Discuss the necessity for planned and thorough post-operation review of actions versus plan, to ensure the EOP reflects reality.

Emphasize that the validity of such evaluation is highly dependent upon the quality of the exercise preparation, conduct, and evaluation.

Identify categories of communities that must complete regularly scheduled evaluations and the applicable standards such as CPG 1-8A.

VISUAL 9.3

EMERGENCY PLANNING

External Events That Have An Impact On The EOP

- New hazards
- Legislative acts and executive orders
- Social trends
- Changes in personnel
- Population changes
- Changes in transportation and distribution routes or operations
- Changes in government facilities

MODULE IX Maintenance of the EOP

This transparency is titled 'EMERGENCY PLANNING' and 'External Events That Have An Impact On The EOP'. It lists seven bullet points: 'New hazards', 'Legislative acts and executive orders', 'Social trends', 'Changes in personnel', 'Population changes', 'Changes in transportation and distribution routes or operations', and 'Changes in government facilities'. At the bottom right, it is labeled 'MODULE IX Maintenance of the EOP'.

EOP Evaluation Activities

- Use the EOP in an actual operation,
- Employ the EOP in an extensive functional or full-scale emergency management exercise, and
- Compare the EOP to Federal and State standards.*

External events that have affected the EOP are occasions for reviewing and updating of the EOP that often are beyond the control of the Emergency Program Manager and planning team. The following circumstances are among those that prompt plan review:

- New hazards,
- Legislative acts and executive orders at all levels of government,
- Social trends, fads (local, regional, and national),

MODULE NINE - MAINTENANCE OF THE EOP

Solicit participant ideas, post on paper pad or reveal items one-by-one on transparency; obtain participant discussion of each example. Discuss also how to find these events that effect and where to look for them.

Outline the contents of the comprehensive action plan that each participant will develop.

This serves to introduce this aspect of the objectives for Module Nine. It provides participants with details of what is expected of them in preparing to present their Action Plans and introduces them to the procedures to be followed in Module Ten.

Keep participants and the training team in the classroom at least until 5:00 p.m. (later as necessary), to keep participant work well directed and to provide early problem-solving aid.

The Action Plan is, in part, a review of daily Action Plan Activities, represented from an individual's own perspective (his/her job experience).

- Changes in key personnel including turnover and promotions,
- Population changes,
- Changes in transportation and distribution routes and operations, and
- Changes in government facilities.

Action Plan Activity

"Review the Action Plan Activity. You will have twenty minutes to complete this Activity.

- Each participant is to select an actual home community, situation, an evaluation result or an external impact."
- Define how the impact will be documented and develop the strategy for maintaining the plan in the regard.

"The balance of the fourth class day, as well as many evening hours that are required, will be devoted to developing and rehearsing a Final Action Plan presentation.

There are two major objectives to be met in developing the action plan:

- Provide the details of the Action Plan you are going to implement over the next eighteen months to advance the planning process in your own community; and
- Gain practice in preparing such emergency management presentations and gain the benefits of making such a presentation before a critical, yet supportive, audience in this classroom environment."

"Preparation and formal presentation of your action plan will help gain confidence in your understanding of the material covered in class and in your ability to present an application of that material to peers and superior at home."

MODULE NINE - MAINTENANCE OF THE EOP

Satisfactory completion of the Action Plan and its presentation substitutes for the written final exam formerly required in this course. Reimbursement of participant lodging and travel also requires satisfactory completion of this aspect of the course.

This portion adds details to the information provided in the course overview given on day one.

The number of rooms required depends upon the number of presentations to be given. It is not practical to conduct more than six presentations per group room. Each room will require an instructor-facilitator.

Availability of overhead projectors may require advance scheduling of each participant's presentation, force reliance on paper pad easels, or restrict use of overhead projection to specified rooms; participants' intent to use overhead projectors may have to be determined by survey late on the afternoon of day four, before room assignments are developed.

Participants assigned to each briefing room will serve as presentation chief evaluators for each other's presentations. This role must be executed with care and managed by the instructor-facilitator.

"Preparation and presentation of your Action Plan should also be considered as a course final exam that qualifies you to receive a certificate of course completion (and for reimbursement of expenses in some cases)."

"Now I want to tell you about the presentation process that we will follow tomorrow. Then, we will review the expected content of your Action Plan presentation."

Presentation Process

"We have set aside a number of separate, small briefing rooms so that your presentations can be given in smaller groups. Tomorrow morning we will have room assignments and the presentation sequence will be posted for you."

"Each briefing room will be equipped with an overhead projector with screen and paper pad easel to support your presentations. There will be a desk for the instructor-facilitator who will receive the presentation. Seating also will be provided for the other participants assigned to that room. All seating will be arranged to provide viewing of the presenter's easel and projector screen."

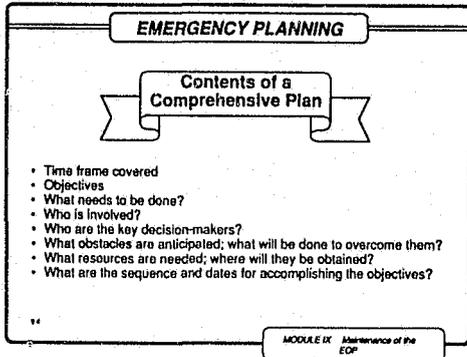
Each participant is to make a fifteen-minute presentation, providing as much detail of his/her Action Plan as can be accomplished in that amount of time. Some summarization may be necessary to meet this time constraint. Participants from the same community who attend this course as a team may reduce their individual presentation time to ten minutes each if there is an overlap in their individual Action Plans that would otherwise cause redundancy in their individual presentation. Five minutes will be devoted at the conclusion of each presentation for comment and question from other participants and the instructor-facilitator. The peer critique that follows each presentation obliges fellow participants to identify strengths and explore potential oversights in the presentation and to offer suggestions for improvement in the Action Plan."

"We will take a five-minute break after each presentation has been critiqued. This will allow time for the next presenter to set up visuals."

"You will need to prepare two copies of your Action Plan. Give the original to the instructor-facilitator when you arrive in the designated briefing room."

MODULE NINE - MAINTENANCE OF THE EOP

VISUAL 9.4



Remind participants to review each module's Action Plan Activity for areas they have identified as needing to be done, or help in identifying objectives for their personal Action Plan.

The individual final Action Plans are expected to be very detailed and thorough, as they will be compared to HICA/MYDP for compatibility and evidence of mutual support.

Participants will have a difficult time presenting their Action Plan without using a paper pad easel.

"When all presentations and critiques have been completed, we will reassemble at 11:00 a.m. in the main classroom to conclude the course evaluation document prior to graduation ceremonies."

Content of Action Plan

- Timeframe covered (18 months minimum)
- Objectives (such as update hazards analysis, revise resource management elements, identify and enlist a planning team, present Action Plan to commissioners, develop an exercise program, identify resource shortfalls)
- What needs to be done in order to achieve each objective?
- Who is involved (department, agency, etc.) in each objective?
- Who are the key decisionmakers?
- What obstacles are anticipated; what will be done to overcome them?
- What resources will be needed; where will they be obtained?
- What is the relative sequence for accomplishing each objective; planned start and completion dates (month and year, at least)?

"This is a large task, but each of you is up to the challenge. Instructor staff personnel will remain in this classroom with you for the balance of the afternoon and as late into the evening as may be useful in helping you with your tasks.

It is recommended that you review the Action Plan Activity documents that you have completed already to help you identify the objectives of your Action Plan. Once your objectives are listed, you can proceed to identify who else is involved in each objective, the resources each requires, etc., prior to developing an action time line or work sequence."

"Please make the final copy of your Action Plan clearly legible. Paper pads, markers, and blank transparency materials are available in the rear of the classroom. Plan to use at least a paper pad to assist in your presentation."

**MODULE NINE - MAINTENANCE
OF THE EOP**

Monitor participant progress closely. Where necessary, prompt selection of objectives based on your knowledge of their community's needs and HICA/MYDP.

Be prepared to work late or after dinner with some participants. Fear of public speaking may surface and must be countered by the supportive attitude of staff and other participants.

Prepare the briefing room assignments and participant presentation time on a separate paper pad for each room, the evening before, for display the next morning.

Please advise me or any other staff person if you need help. We want you to be well prepared for tomorrow's presentation and for the job that needs your new expertise at home."



MODULE TEN - FINAL WRITTEN ACTION PLAN

DAY FIVE

8:00 - 11:00

VISUAL 10.1

EMERGENCY PLANNING

OBJECTIVES

You will demonstrate the ability to implement an effective planning process by

- Developing and presenting an overall action plan for your community
- Constructively reviewing the other participants' action plan presentations.

MODULE X: Final Written Action Plans

Display on a paper pad the room and presentation time assignments so participants can see them as they arrive in class.

VISUAL 10.2

Review module objectives and procedures.

EMERGENCY PLANNING

Schedule: Day Five - Module X

8:00	- 8:30	Final Instructions and Relocation to Designated Briefing Rooms
8:30	- 8:50	Presentation #1
8:50	- 9:15	Set up for Presentation #2
8:55	- 9:15	Presentation #2
9:15	- 9:20	Set up for Presentation #3
9:20	- 9:40	Presentation #3
9:40	- 9:45	Set up for Presentation #4
9:45	- 10:05	Presentation #4
10:05	- 10:10	Set up for Presentation #5
10:10	- 10:30	Presentation #5
10:30	- 10:35	Set up for Presentation #6
10:35	- 10:55	Presentation #6
10:55	- 11:00	Relocate to main classroom
11:00	- 11:30	Course Summary/Review
11:30	- 11:45	Students Complete Course Evaluations
11:45	- 12:00	Award Course Completion Certificates
12:00		Course Adjourns



MODULE X: Final Written Action Plans

Briefing rooms must be set up in advance to avoid lost time.

MODULE TEN: FINAL WRITTEN ACTION PLAN

Objectives

The participant will demonstrate the ability to implement an effective planning process by

- Developing and presenting an *overall action plan* for their own community, and
- Constructively reviewing other participants' action plan presentations.

"Find your briefing room and presentation time on the charts posted.

Our objectives this morning are to

- Demonstrate our ability to apply the course material to our own jobs in our own communities via a personal Action Plan,
- Present our personal Action Plans to a group of friends and get their ideas for improvements, and
- Practice talking to others about common interests in the emergency planning process.

Procedures are as covered yesterday.

- Turn in your original copy Action Plan to the designated briefing room instructor-facilitator.
- Conduct your fifteen-minute presentation at the designated time.
- Provide helpful evaluation of presentations given by all others in your group.

Please be back in this classroom at 11:00 a.m. for course closure."

**MODULE TEN - FINAL
WRITTEN ACTION PLAN**

Instructor-facilitator collects Action Plans, maintains the schedule, and prompts helpful evaluation of each presentation.

At 11:00 a.m., move the group back into main classroom.

Extend compliments to the entire group.

These should have been updated as the course progressed. Periodic reminders by the course manager are appropriate to getting productive participant comments. Collect them when the time is up.

**"Each of us is now better prepared for the tasks at home."
(Review course objectives, emphasizing the team approach and the need to maintain an updated and on-going personal Action Plan.)**

"Course evaluations need to be completed in this next fifteen minutes."

"The course will conclude with award of certificates for course completion. Please step forward when your name is called."

**MODULE TEN - FINAL
WRITTEN ACTION PLAN**

SCHEDULE: DAY FIVE, MODULE TEN

8:00 - 8:30	Final instructions and relocation to designated Briefing Rooms
8:30 - 8:50	Presentation One
8:50 - 8:55	Set up for Presentation Two
8:55 - 9:15	Presentation Two
9:15 - 9:20	Set up for Presentation Three
9:20 - 9:40	Presentation Three
9:40 - 9:45	Set up for Presentation Four
9:45 - 10:05	Presentation Four
10:05 - 10:10	Set up for Presentation Five
10:10 - 10:30	Presentation Five
10:30 - 10:35	Set up for Presentation Six
10:35 - 10:55	Presentation Six
10:55 - 11:00	Relocate to main classroom
11:00 - 11:30	Course summary/review
11:30 - 11:45	Participants complete course evaluations
11:45	Award Course Completion Certificates
12:00	Course adjourns

EMERGENCY PLANNING

GOAL

The goal of the Emergency Planning Course is to develop the student's capability for effective participation in the all-hazard emergency operations planning process, in order to save lives and protect property threatened by disaster or emergencies.

EMERGENCY PLANNING

COURSE OBJECTIVES

- Answer the question, "Why Plan?"
- Identify actions in hazards analysis and capability assessment
- Describe EOP format and content
- Identify types of community support
- State the rationale for a team approach
- Identify the members of the planning team
- Describe and demonstrate EOP coordination and marketing strategies
- Relate exercises to the planning process
- Develop a plan maintenance program
- Develop and present a personal action plan.

EMERGENCY PLANNING

COURSE METHODOLOGY

- Lecture
- Discussion
- Work group assignments
- Action plan activities

EMERGENCY PLANNING

OBJECTIVES

- Explain the importance of emergency operations planning to your community
- State the social and economic benefits the community gains from emergency operations planning
- Identify the State and Federal statutes that mandate emergency operations planning.

EMERGENCY PLANNING

WHY PLAN?

When

- It is expensive
- It may create liabilities
- The plan is never used
- It scares citizens
- We already know our jobs
- 'George' writes all our plans
- Some people will never work together?

EMERGENCY PLANNING

OBJECTIVES

- Identify the actions to be taken to conduct a hazards analysis of your community
- Identify the resources needed to manage those hazards.

EMERGENCY PLANNING

The Emergency Operations Planning Process

- Hazards Identification
- Vulnerability/Risk Assessment
- Capability/Resource Assessment
- Capability Shortfalls to Be Integrated Into the Plan

EMERGENCY PLANNING

Hazards Classifications

- Attack
- Manmade
- Natural

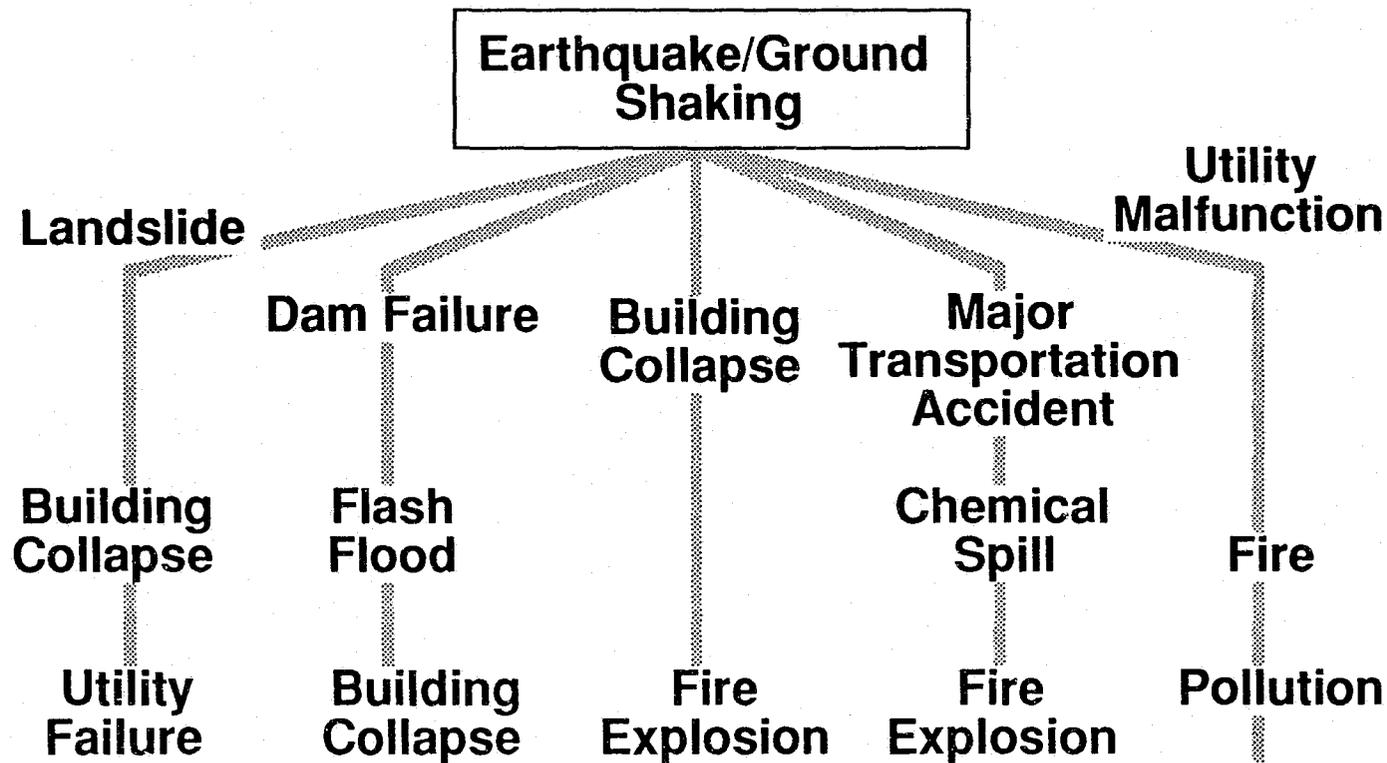
EMERGENCY PLANNING

Hazards Analysis Elements

- Probability
- Vulnerability
- Predictability
- Frequency
- Controllability
- Speed of onset
- Duration
- Protective action options
- Scope/intensity
- Sources of assistance

EMERGENCY PLANNING

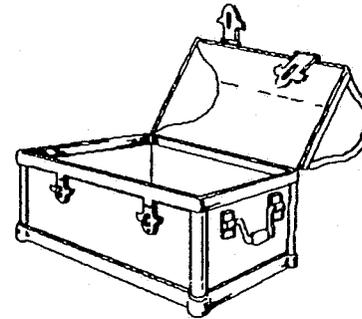
A Cascade of Disasters from One Triggering Event



EMERGENCY PLANNING

Community Resources (All hazards, all phases)

- Personnel
- Skills
- Facilities
- Equipment
- Supplies
- Funds
- Time
- Laws, acts, resolutions
- The EOP



EMERGENCY PLANNING

Sources of Community Resources

Source

State/Federal Assistance

Private Sector

Volunteers

Neighboring Jurisdictions

Other Departments

Resource

Disaster Declarations and Planning Support

Mutual Agreements

Mutual Agreements

Mutual Agreements

Mutual Agreements

EMERGENCY PLANNING

A Functional Approach to Private Sector Resources

- Direction and Control
- Emergency Public Information
- Health and Medical
- Public Works
- Damage Assessment
- RADEF
- Emergency Medical Service
- Communications and Warning
- Evacuation and Sheltering
- Law Enforcement
- Social/Human Services
- Fire
- Search and Rescue

EMERGENCY PLANNING

Resource List Contents

- Specific commodity identification
- Owner(s) or point of contact
- Cost or fee for use
- Contact arrangement
- Mutual Agreement
- Update information
- Procedures

EMERGENCY PLANNING

Mutual Agreements

- Voluntary agreements to pool resources
- Can be legal contracts, formal or informal agreements
- May involve local jurisdictions, industrial/private sector or military
- Advantages
 - Provide specialized services or larger scale of operations
 - Offer contingency and auxiliary resources
 - Do not threaten local government authority or autonomy
- Disadvantages
 - Raise legal issues
 - May necessitate changes in operational procedures and closer cooperation

2.10

*MODULE II: Hazards Analysis and
Capability Assessment*

EMERGENCY PLANNING

Contents of a Mutual Agreement

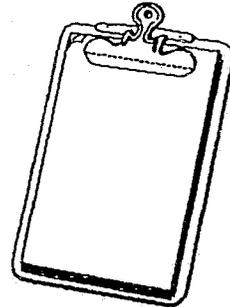
- Purpose
- Finance
- Authority
- Personnel
- Legal Aspects
- Organization
- Status of Real and Personal Property
- Severability

EMERGENCY PLANNING

OBJECTIVES

- Describe and apply the key elements and content of an Emergency Operations Plan (EOP) by
 - Reviewing the philosophy that underlies the planning process and EOP format
 - Applying State and Federal guidelines to assess the adequacy of an existing EOP
 - Defining the actions to be taken to improve EOP shortcomings.

EMERGENCY PLANNING

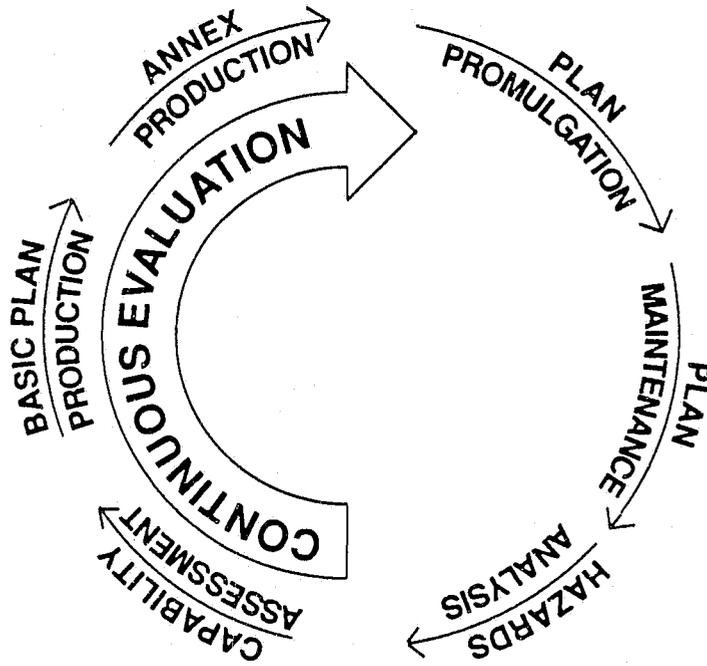


Emergency Operation Plan

A document describing how citizens and property will be protected in a disaster or emergency.

EMERGENCY PLANNING

THE PLANNING CYCLE



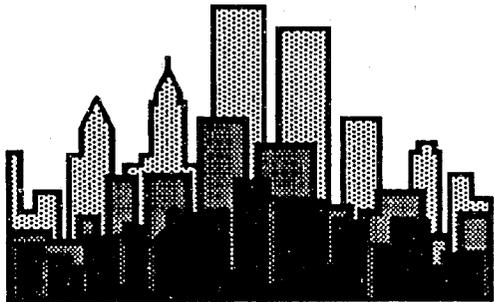
EMERGENCY PLANNING



State EOP Provides

- Coordination of response by State resources
- A framework for local-level planning
- Linkage between local and Federal plans.

EMERGENCY PLANNING



Local EOP Provides

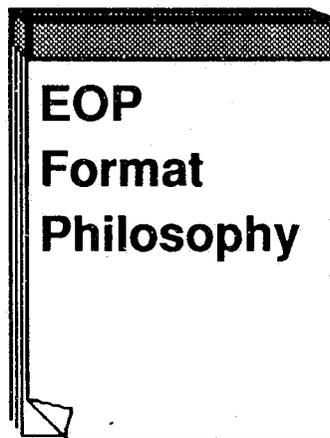
- Description of the community approach to planning, organization, and operations in emergencies
- A system tailored to community circumstances
- A resource identification and management system

EMERGENCY PLANNING

The Planning Process Philosophy

- All hazards are addressed
- Local, State, and Federal partnership prevails
- Relies on the team approach

EMERGENCY PLANNING



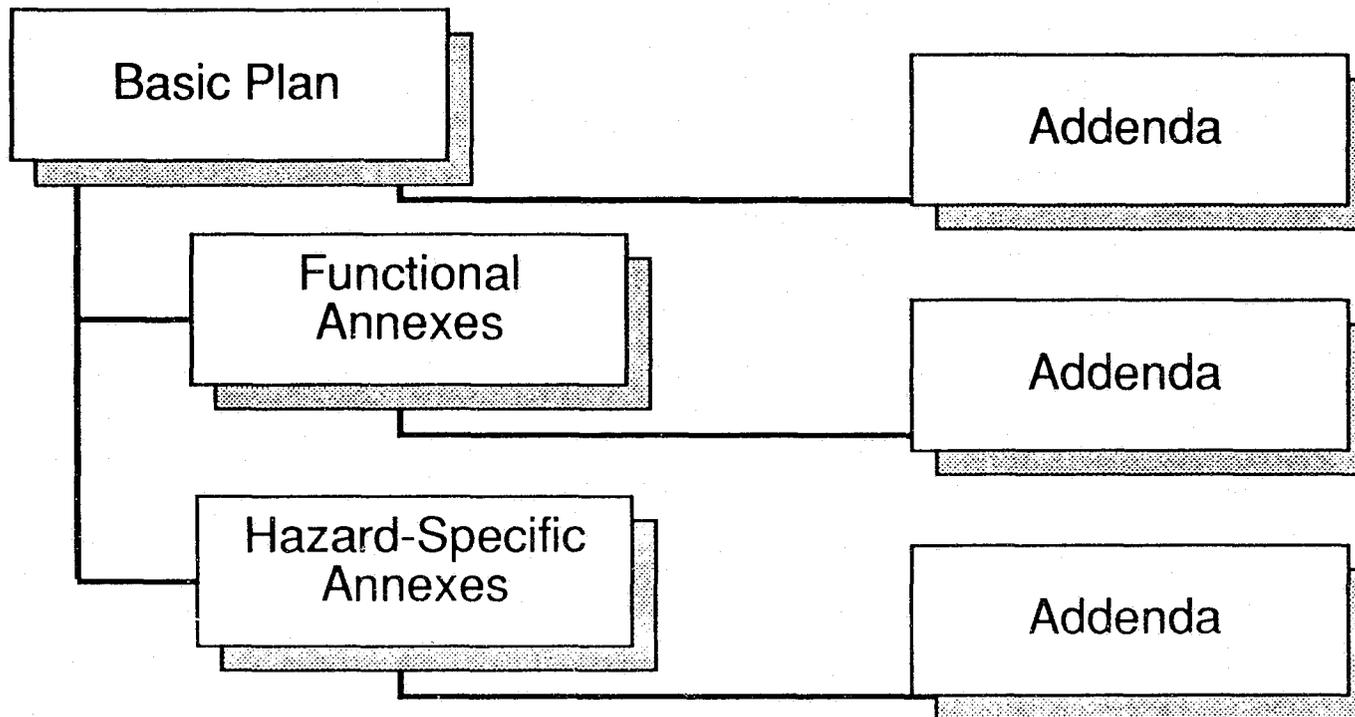
- None is mandatory
- Consistency facilitates large-scale response
- Commonality facilitates coordination

EMERGENCY PLANNING

Components of an EOP

- A basic plan
- Functional annexes
- Hazard-specific elements

EMERGENCY PLANNING



EMERGENCY PLANNING

Elements of the Basic Plan

- A. Introduction
- B. Purpose of an EOP
- C. Situation and Assumptions
- D. Concept of Operations
- E. Organization and Assignment of Responsibilities
- F. Administration and Logistics
- G. Plan Development and Maintenance
- H. Authorities and References
- I. Definition of Terms

EMERGENCY PLANNING

Elements of the Basic Plan (continued)

- A. Introduction
 - 1. Promulgation Document
 - 2. Foreword
 - 3. Contents
 - 4. Hazards Analysis
 - 5. Instructions on Plan Use
 - Audience
 - Purpose
 - Distribution

EMERGENCY PLANNING

Annexes

- Provide specific information and direction
- Focus on *operations* and who performs them
- Emphasize responsibilities, tasks, and procedures



EMERGENCY PLANNING

OBJECTIVES

- Use and apply information obtained from human relations training instruments to understand the interrelationships and dynamics of the planning team
- Recognize the differences between and within people
- Apply this understanding of behavioral differences to improving team work

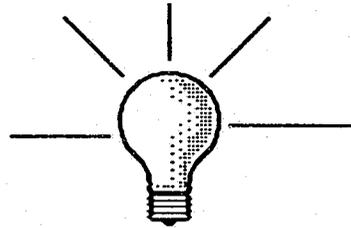
EMERGENCY PLANNING

AWARENESS OF HUMAN RELATIONS ASPECTS IN THE PLANNING PROCESS

The planning process is valuable because it

- Brings the planning team together
- Encourages the team to discuss problems
- Develops awareness of dependency within and among agencies
- Establishes relationships that facilitate cooperation when an actual emergency occurs

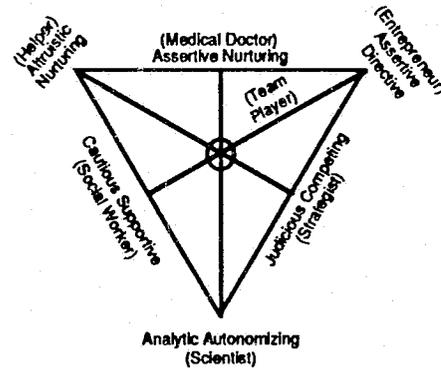
EMERGENCY PLANNING



Interpreting and Applying Results of the Leadership Style Evaluation

- Provides information about one's dominant and backup leadership styles
- Offers insight into ways people react automatically under normal conditions or when under stress

EMERGENCY PLANNING



INTERPRETING AND APPLYING RESULTS OF THE STRENGTH DEPLOYMENT INVENTORY

- Assess a person's strengths in working with others under two different conditions
 - Situation is going smoothly *or*
 - When under stress

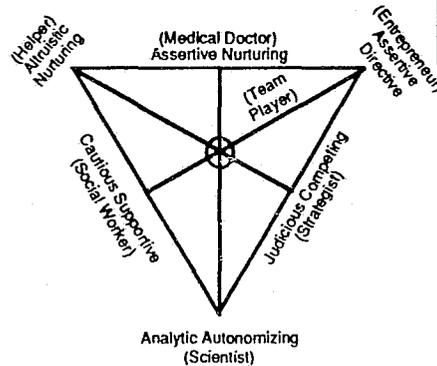
EMERGENCY PLANNING

STRENGTH DEPLOYMENT INVENTORY

Behavior when things are going well versus a conflict situation

Desires to promote harmony with others and welfare of others with little regard for other rewards

Motivated by a desire to assert self and direct the activities of others

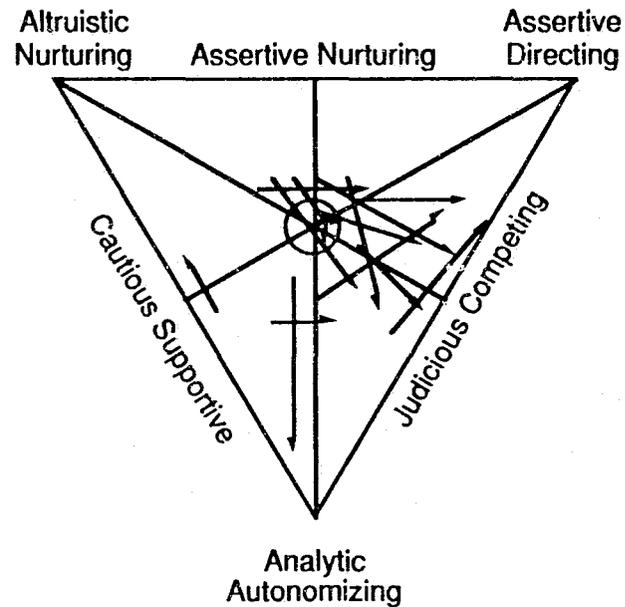


Seeks self-sufficiency, self-reliance and logical orderliness

EMERGENCY PLANNING

STRENGTH DEPLOYMENT INVENTORY

Strength changes when stress occurs

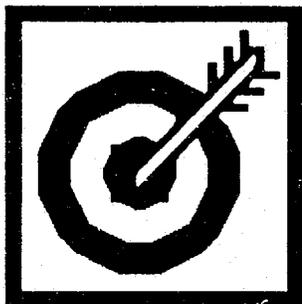


EMERGENCY PLANNING

OBJECTIVES

- Assess your current community support
- Identify key entities and develop strategies to obtain support
- Identify the benefits of teamwork in the EOP process
- Determine EOP planning team membership and strategies for motivating active participation

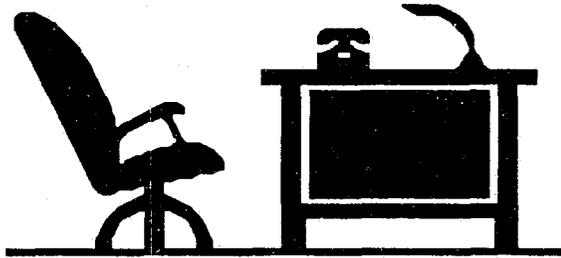
EMERGENCY PLANNING



Community Influencers

- CEO
- Public officials
- Business and industry officials
- Special interest groups
- Volunteer organizations
- Media elements

EMERGENCY PLANNING



Forms of CEO Support

- Policy
- Public Relations
- Community Organizational Structure
- Personal Involvement
- Resources

EMERGENCY PLANNING

Approaches for Obtaining Support of CEO

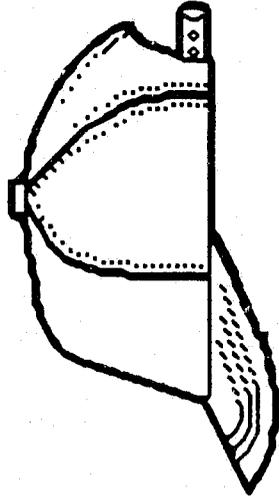
- Participate in State training
- Attend EMI or other relevant training
- Hazards analysis briefing
- Legal issues overview
- Officiate at planning meeting
- Sign program memos
- Play role in exercise
- Utilize other key staff members
- Arrange State Director's visit
- Furnish reference materials

EMERGENCY PLANNING

Two-Step Approach for Gaining Support From Targeted Influencers

1. Specify what you want from them
2. Analyze what can be done to trigger the expected results

EMERGENCY PLANNING



**ALL-HAZARD PLANNING
TAKES
AN
ALL-DISCIPLINE TEAM**

EMERGENCY PLANNING

Team Assignments

<u>Team</u>	<u>Issue</u>
1	Benefits of planning by single person
2	Drawbacks of solitary planning
3	Benefits of teamwork in planning
4	Drawbacks of team planning

EMERGENCY PLANNING

OBJECTIVES

- Devise and apply an effective system for coordinating and reviewing drafts of your EOP
- Coordinate the final EOP revision with appropriate organizations and individuals

EMERGENCY PLANNING

Coordination and Review of Changes in the EOP Must Be

THOROUGH By all the entities involved or affected

TIMELY Resolved at a pace commensurate with their
significance to the EOP

EMERGENCY PLANNING

Functions

- Direction and Control
- Communications
- Warning
- Human Services
- Law Enforcement
- Fire
- Health and Medical
- Public Works
- Radiological Defense
- Emergency Public Information
- Evacuation
- Shelter, Reception, and Care
- Damage Assessment
- Search and Rescue

EMERGENCY PLANNING

Matrix Exercise

Table Team Assignments

- 1: Basic Plan, Direction and Control, ICS, and Emergency Public Information
- 2: Warning, Communications, and Public Education
- 3: Attack, Defense Preparedness, RADEF, and HAZMAT
- 4: Law Enforcement, Fire Service, and Search/Rescue
- 5: Damage Assessment and Resource Management
- 6: Floods, Dam Failure, and Earthquake (i.e., natural hazards)

EMERGENCY PLANNING

OBJECTIVES

- Identify techniques for marketing the Emergency Operations Plan to
 - The local CEO
 - Other key officials
 - The private sector
 - Members of the local community

EMERGENCY PLANNING

Promulgate

"To make known by open declaration; to make known or public the terms of a law or a proposed law; to put into action or effect."

EMERGENCY PLANNING

The Promulgation Letter

- Provides official notice of the status of the EOP as an official document with the force of law
- May be an Executive Order

EMERGENCY PLANNING

OBJECTIVES

- Describe the uses of State and local exercises in evaluating and modifying your plan
- Explain the relationship between exercising, the planning process, and exercise program requirements

EMERGENCY PLANNING

Emergency Management Exercise

"A structured activity that simulates an actual emergency management operation for a specific purpose."

EMERGENCY PLANNING

Five Types of Emergency Operations Exercises

- Orientation Seminar
- Drill
- Table Top Exercise
- Functional Exercise
- Full-Scale Exercise

EMERGENCY PLANNING

Orientation Seminar

- Provides information to participants about roles, relationships, and responsibilities
- Multi-format, non-stressful
- For all levels of professionals, general public, and special interest groups
- Applies corrective actions resulting from actual events or other exercises

EMERGENCY PLANNING

Drill

- Used to practice a single activity
- For skill development or correction of process or procedures
- Involves physical activities by action or response personnel
- Non-stressful, but has defined time limits.

EMERGENCY PLANNING

Table Top Exercise

- Non-stressful problem-solving
- Works out details of generalized operations
- Applies multi-agency coordination considerations
- Applicable to coordinators and policy makers
- Evaluates adequacy of draft EOP or annexes

EMERGENCY PLANNING

Functional Exercise

- Evaluates system or systems
- Stressful, time-sensitive simulation
- Requires understanding of roles, responsibilities, and operations
- Evaluates one or more functions
- Involves coordinators and often policy makers
- Requires extensive preparation and a team for conduct and evaluation
- Involves direction and control function and some degree of EOC activation

EMERGENCY PLANNING

Full-Scale Exercise

- Adds field response units to several previously evaluated functions
- Extensive preparation and exercise team training
- Time sensitive and stressful
- High public visibility
- Involves all levels
- EOC activation is involved

EMERGENCY PLANNING

Exercise Elements

- Statement of general purpose
- Objective (s)
- Functions to be evaluated
- Specification of agencies and personnel who will participate
- Hazard (s) identified
- Date(s), time(s), and location(s) for preparation, conduct, and evaluation

EMERGENCY PLANNING

OBJECTIVES

- Describe a plan maintenance program
- Define the circumstances that warrant upgrading the plan including
 - Post-emergency response evaluation
 - Exercise evaluation
 - Resource base changes
 - New hazards
- Identify strategies for maintaining the local plan

EMERGENCY PLANNING

EOP Evaluation Activities

- Use EOP in actual operations
- Employ EOP in an extensive functional or full-scale exercises
- Compare EOP to Federal and State standards

EMERGENCY PLANNING

External Events That Have An Impact On The EOP

- New hazards
- Legislative acts and executive orders
- Social trends
- Changes in personnel
- Population changes
- Changes in transportation and distribution routes or operations
- Changes in government facilities

EMERGENCY PLANNING

Contents of a Comprehensive Plan

- Time frame covered
- Objectives
- What needs to be done?
- Who is involved?
- Who are the key decision-makers?
- What obstacles are anticipated; what will be done to overcome them?
- What resources are needed; where will they be obtained?
- What are the sequence and dates for accomplishing the objectives?

EMERGENCY PLANNING

OBJECTIVES

You will demonstrate the ability to implement an effective planning process by

- Developing and presenting an overall action plan for your community
- Constructively reviewing the other participants' action plan presentations.

EMERGENCY PLANNING

Schedule: Day Five - Module X

8:00	-	8:30	Final Instructions and Relocation to Designated Briefing Rooms
8:30	-	8:50	Presentation #1
8:50	-	8:55	Set up for Presentation #2
8:55	-	9:15	Presentation #2
9:15	-	9:20	Set up for Presentation #3
9:20	-	9:40	Presentation #3
9:40	-	9:45	Set up for Presentation #4
9:45	-	10:05	Presentation #4
10:05	-	10:10	Set up for Presentation #5
10:10	-	10:30	Presentation #5
10:30	-	10:35	Set up for Presentation #6
10:35	-	10:55	Presentation #6
10:55	-	11:00	Relocate to main classroom
11:00	-	11:30	Course Summary/Review
11:30	-	11:45	Students Complete Course Evaluations
11:45			Award Course Completion Certificates
12:00			Course Adjourns



PLAN OF INSTRUCTION
EMERGENCY PLANNING COURSE

SEPTEMBER 1990

Course Sponsor
Federal Emergency Management Agency

INTRODUCTION

The *Emergency Planning* course presents a planning process that is applicable to all four phases of comprehensive emergency management. The course is designed to help State and local governments develop an integrated emergency planning program that focuses on preparedness and response and is integrated with mitigation and recovery planning activities.

The course is designed to demonstrate the emergency planning process and development techniques for State and local emergency planners. It stresses a functional approach to all-hazard emergency planning. Participants will apply the planning process specifically to the development of an all-hazard emergency operations plan for their own communities, through initial action plans prepared during the course.

PURPOSE

The instructional approach used for the *Emergency Planning* course provides a basic overview of the emergency planning process and product. The approach accommodates State-specific formats, while maintaining a national consistency for scope and content. The course employs an in-class, module-by-module application of the principles and methodology through action plans that are developed by each participant during the course. Because the action plans are tailored specifically to the participant's home community, course materials must come from varied sources. The Federal Emergency Management Agency (FEMA) provides an instructor guide, basic participant workbook, and other course materials. The sponsoring State must obtain other materials, both general and state-specific, to customize the planning process for the State's particular needs. Participants, as well, are expected to bring some materials from their communities for use in class.

This course is based on a philosophy that presents distinct challenges to the instructional team, as well as the participants, yet offers tangible rewards to both when the challenge is accepted. The course philosophy and special demands on the instructional team and participants are summarized in the following sections of this instructional overview.

COURSE PHILOSOPHY

The planning process for the *Emergency Planning* course is based on principles and concepts that are accepted nationally; it meets the minimum standards for the Emergency Operations Plan (EOP) scope and content established by FEMA. This results in a general national consistency in the planning process, as well as in the EOP's scope and content.

There are many physical, organizational, and operational differences among the States. However, their Emergency Operations Plans, the end product of the planning process, will be developed based on the guidelines reflected in the Federal model presented in CPG 1-8, CPG 1-8A, and CPG 1-10. This course specifically accommodates the differences in format and execution of the planning process that are common to all State plans.

Active participation in the course by attendees, which incorporates individuals' commitment to apply this training upon their return home, is a primary feature of the course. Participation and commitment are fostered through completion of action plans, as a part of the class activities for course Modules One through Nine, followed by participant presentations of their final, individual comprehensive action plans during Module Ten. Evaluation of the module-by-module action plan activities and culminating action plan presentations replace evaluation of performance through use of quizzes and a final examination. Most importantly, participants will leave class with a fully critiqued plan of action that also can be used in a formal presentation to officials and others in the participant's work community. Each action plan also is expected to directly complement the community's annual program commitment and be a critical component of its multi-year development plan.

Teamwork is an integral aspect of the planning process. This principle is reflected in the course design by having a team of trainers and planning specialists conduct the course, augmented when appropriate by specialist guest lecturers on topics such as RADEF, NAPB-90, hazardous materials, legal issues, exercising, interpersonal relations, and other special issues. Instructors are expected to integrate the teamwork approach into the instructional methodology for all of the modules. Interpersonal relations instruments are used to develop participant understanding of the differences to be found among the individuals who are involved in organizing and executing an Emergency Operations Plan.

TARGET AUDIENCE

Primary Audience

The Emergency Planning Course is intended for the individual in a local community with primary responsibility for Emergency Operations Plan development.

Secondary Audience

Other individuals or teams may participate if involved in Emergency Operations Plan development, as members of emergency planning teams. The course may be applicable, as well, to key public officials and others from the public and private sector with an interest in emergency planning.

Qualifications for Attendance

It is recommended that course applicants for the *Emergency Planning* course first complete the *Introduction to Emergency Management* course. In reviewing an applicant's qualifications and current role in emergency planning (for example, as a member of a secondary audience), the State may choose to waive completion of *Introduction to Emergency Management* and require, instead, completion of HS-2, *Emergency Management, U.S.A.*

Recruiting Guidelines

The *Emergency Planning* course should be scheduled and taught in coordination with the State's planning effort. The course manager should confer with the State Chief of Population Protection Programs and the Emergency Management Assistance (EMA) Program Manager to determine which communities are scheduled for emergency plan development or revision in the coming year. The course then can be scheduled to allow local planners to attend prior to the beginning of the local planning effort.

When possible, communities should be encouraged to send core emergency planning teams to this course. Each team should be comprised minimally of those persons with primary responsibility for the local planning effort. Other members of the team, particularly those who will assist in writing functional annexes, should be actively recruited.

SPECIAL REQUIREMENTS

Course Manager/Training Team

The participant workbook provides basic material that must be supplemented by the course manager to ensure that material furnished is both current and tailored to State needs, organization, and procedures. Supplemental materials to be furnished to participants are listed later in this section of the instructor guide. Some of these materials are available from the FEMA publications office. Others are specific to and available only from the State conducting the course. The participant workbook is furnished in three-hole punched, loose-leaf form with a single staple so that supplemental material can be inserted where appropriate, creating a combined work and reference package that can be kept in a three-ring binder.

Participant Evaluation

A core element of this course is the ongoing development of individual participant action plans, in which the participants address course objectives in terms specific to implementing the emergency planning process in their own local communities.

At the end of each of the first four course days, the training team (trainers and planners) will review each participant's action plan developed that day. Action plans with written comments will be returned to each participant by the start of the next day of class. The objectives of this daily review and the written comments on action plans are as follows:

- To determine participant understanding of the material presented for each module of instruction; and
- To provide an important opportunity for the training team to give positive feedback to each participant, along with notes regarding omissions, deletions, or areas for modification.

The annotated daily action plan elements will be the basis for the final, comprehensive action plan that each participant will present on the final day of the class.

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In addition to daily review and annotation of participant action plans, the training staff must be available on the afternoon of day four to monitor participant work activities, and on day five to review and evaluate the final comprehensive action plan presentations.

Modules One through Nine each include participant work activities, specifically designed to check and reinforce not only each participant's understanding of module subject matter, but also to develop and check his/her ability to apply the module material to his/her own community's circumstances. Time has been allocated in each module for participant completion of the action plan entry. It is critical that instructors not infringe on this dedicated time with other instructional activities. It also is essential that instructors remain in the classroom to monitor and assist with participant progress on the action plan work activities.

When two or more participants from a single community attend as a planning team, they may be seated together and allowed to collaborate on their action plans. However, each must be required to complete his own individual action plan activity. On day five of the course, each team should be encouraged to deliver its presentation jointly, with all members of the team sharing responsibility in the delivery of the final comprehensive action plan.

The goal for the development of individual action plans is to provide participants with a detailed and organized program to follow for the development and ongoing revision of the Emergency Operations Plans (EOP) upon returning to their home communities; this program will be tailored to each community's circumstances while remaining faithful to State and Federal standards and criteria.

Participant performance objectives related to accomplishing this goal are shown below:

- Demonstrate practical understanding of each course module by applying it to their own community in a structured writing activity, which is evaluated, in writing, by the instructor team;
- Integrate lecture material and all their action plan activities into a briefing, and present it to a critical audience of their peers; and
- Develop and leave the course with an action plan briefing for community officials that is directly related to their community's annual and multi-year all-hazard preparedness program.

PLAN OF INSTRUCTION

Acceptance Letter and Participant Preparation

The success of this course will be enhanced if participants are encouraged to bring information related to emergency planning in their own communities. States are encouraged to notify applicants of their acceptance for the upcoming course in a letter that also lists required materials each participant or team should bring.

Such materials include the following:

- Copy of the most current local Emergency Operations Plan and standard operating procedures;
- Resource lists;
- Map(s) of the local community indicating terrain and roads;
- Local emergency management statutes, ordinances, enabling legislation; and
- Copy of the annual emergency management program paper and HICA/MYDP.

One important aspect of the acceptance letter is to let participants know what to expect during the week of the course. Arrival and departure times should be clearly defined, as well as policies concerning course attendance.

As with any adult audience, participants also should be informed that there are evaluation activities that must be completed.

COURSE PREPARATION

Instructional Materials

The instructor shall order all course materials needed from FEMA at least four months before the scheduled course offering. EMI course materials must be ordered using FEMA Form 60-8, which should be sent to the FEMA Regional Office for concurrence and forwarding to EMI.

Order instructor guides (IG-235) and activity package manuals (IG 235.1, Kit 1) that include masters of overhead viewgraphs for instructional staff.

Order multiple copies (one for each participant) of participant course materials:

- Participant Workbook (SM 235);
- Participant Activity Package including Strength Deployment Inventory and Leadership Style Evaluation instruments (SM 235.1, Kit 2);
- FEMA CPG 1-35, 1-8, 1-8A, and 1-10;
- NRT-1 and NRT-1A; and
- Job Aid Book (SM 61.1) (optional).

Supplemental State-Provided Instructional Materials

A significant number of state-specific materials are required for this course. For demonstration and discussion, the instructor also should obtain the following materials (reproduce one copy of each document for each participant as listed, except as indicated by *, indicating one copy available for class reference).

1. State planning guidance
2. State statutes regarding emergency preparedness
3. Examples of EOP checklists
4. State Hazard Identification Capability Assessment (HICA) data (if possible the instructor should bring samples of local HICA data from several jurisdictions participating in the course)

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5. NAPB-90 (with maps and data pertinent to State)*
6. NSDD 259 (February 4, 1987, or more current issue)
7. State directive regarding SARA/Title III implementation
8. State policy statement regarding adoption of Incident Command System (ICS) for on-site management of the response phase
9. State statute on intergovernmental relations; authority for mutual agreements *
10. Sample mutual agreements * (with ARC, CAP etc.)
11. State Emergency Operations Plan (EOP) *
12. Samples of the following (to the extent they exist in the state)*
 - Model city or county EOP
 - Model RADEF annex
 - Model Standard Operating Procedures (SOP) for use of ICS in response phase
 - Legislation pertaining to liability for privately owned hazards, such as private dams, levees
 - Exercise program statement
 - Extract of Governor's emergency powers succession list and other Continuity of Government (COG) documents
 - Sample floodplain map for region
13. Participant and instructional staff roster (draft) [Name, title, sponsor, organization, office address and telephone number]
14. Agenda
15. Course evaluation forms for participant use
16. RADEF authorities and guidance bibliography *
17. Large scale map of each participant's community for use in hazard analysis
18. Samples of city/county
 - EOP proclamation documents
 - Exercise programs
 - Organization charts
 - Ordinances, resolutions, etc., related to establishment of their emergency preparedness program.
19. *Federal Civil Defense Act of 1950 as Amended (FEMA-163)*
20. *The CEO's Disaster Survival Kit (FA-81) **
21. *Preparing for Disaster (FEMA-63) **
22. *American Civil Defense 1945-1984: The Evolution of Programs and Policies (FEMA-107) **
23. *Disaster Planning Guide for Business and Industry (FEMA 141) **
24. Instructor-developed materials to support special planning issues (Module Three)

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25. Three-ring binder with separators for each module

Audiovisual Materials

For presentation of this course, the instructor should be sure the instructional aids shown below will be available in the classroom and should be familiar with their operation:

- Overhead projectors
- Videotape player and monitor(s) as appropriate to class size
- Flipcharts, easels, and colored markers (at least one flipchart for every group of five participants, in addition to one or two for instructor use)
- Whiteboard and markers
- Blank overhead transparencies (viewgraphs for participant presentations)
- Colored overhead marking pens
- Roll of acetate to use for map covers
- Photocopy machine
- Copy of videotape, *Why Plan?*

The instructor should prepare standard overhead transparencies by using the master copies provided in the instructor guide.

PLAN OF INSTRUCTION

AGENDA

DAY ONE

Orientation

MATERIALS	TIME	TOPIC
	7:30 - 10:30	Opening Ceremonies
Handouts	7:30 - 8:00	Breakfast
	8:00 - 8:10	Opening Comments; Guest Speaker
	8:10 - 10:30	<ul style="list-style-type: none">• Participant Introductions• Administrative Announcements• Course Overview, Goals• Action Plan Introduction• Teambuilding Exercise Lost at Sea
Module One		
Videotape	10:30 - 12:00	<i>Why Plan?</i> <ul style="list-style-type: none">• Practical and Legislated Reasons• Action Plan Activity
	12:00 - 1:00	Lunch
Module Two		
CPG 1-35 Visuals Handouts (maps) Samples	1:00 - 5:00	Hazard Analysis and Resource Assessment <ul style="list-style-type: none">• All-hazard Approach L/D• Resource Planning L/D• Action Plan Activity

PLAN OF INSTRUCTION

DAY TWO

8:00 - 8:10

Overview of Day - Recap

Module Three

MATERIALS	TIME	TOPIC
Visuals, Model Plan, CPG 1-8, and CPG 1-8A	8:10 - 12:00	PART A: EOP Format and Content L/D <ul style="list-style-type: none">• Philosophy: FEMA and (State)<ul style="list-style-type: none">- Planning process- Formats• Format<ul style="list-style-type: none">- Rationale- Organization• Contents<ul style="list-style-type: none">- Basic plan- Annexes• State and Federal Standards• Action Plan Activity
	12:00 - 1:00	Lunch
	1:00 - 2:15	PART B: Special Planning Considerations <ul style="list-style-type: none">• Incident Command System L/D
	2:15 - 3:30	• HAZMAT Contingency Planning L/D
	3:30 - 5:00	• Legal Aspects L/D <ul style="list-style-type: none">- Small work group activity

PLAN OF INSTRUCTION

DAY THREE

8:00 - 8:10

Overview of Day - Recap

Module Three (continued)

MATERIALS	TIME	TOPIC
	8:10 - 12:00	Special Planning Considerations (continued)
Samples	8:10 - 8:50	<ul style="list-style-type: none">• Inter-local Agreements L/D
State Plot	9:00 - 9:40	<ul style="list-style-type: none">• NAPB - 90 L/D
Sample Annex	9:50 - 10:40	<ul style="list-style-type: none">• RADEF L/D
State Plan	10:50 - 11:30	<ul style="list-style-type: none">• Continuity of Government (COG) L/D
	11:30 - 12:00	<ul style="list-style-type: none">• Action Plan Activity
	12:00 - 1:00	Lunch

Module Four

LSE SDI	1:00 - 2:30	Use of Human Relations Training Instruments L/D <ul style="list-style-type: none">• Individual and Small Group Work Activity
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Module Five

	2:40 - 5:00	Developing Community Support <ul style="list-style-type: none">• Identifying and Motivating Community Leadership L/D• Action Plan Activity• Team Approach to Emergency Operation Planning L/D, Small Group Activity• Action Plan Activity
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PLAN OF INSTRUCTION

DAY FOUR

8:00 - 8:10

Overview of Day - Recap

Module Six

MATERIALS	TIME	TOPIC
	8:10 - 9:00	EOP Coordination and Review L/D <ul style="list-style-type: none">• Small Group Activity• Action Plan Activity
		Module Seven
	9:00 - 11:00	Promulgating the EOP L/D <ul style="list-style-type: none">• Marketing Approaches• Small Group Activity• Action Plan Activity
		Module Eight
VISUALS	11:00 - 12:00	Exercises and the Planning Process L/D <ul style="list-style-type: none">• Legal Requirements• Practical Considerations• Types and Uses• Action Plan Activity
	12:00 - 1:00	Lunch

PLAN OF INSTRUCTION

DAY FOUR (continued)

MATERIALS	TIME	TOPIC
		Module Nine
	1:00 - 2:30	Maintenance of the EOP L/D <ul style="list-style-type: none">• Keeping the EOP Current• Keeping the Team Intact• Scheduling EOP Reviews• Action Plan Activity
	2:30 - 5:00	Final Evaluation Preparations <ul style="list-style-type: none">• Prepare Written Action Plan Presentations• Rehearse Presentations

PLAN OF INSTRUCTION

DAY FIVE

Module Ten

MATERIALS	TIME	TOPIC
	8:00 - 11:30	Final Evaluations <ul style="list-style-type: none">• Review Presentation Instructions• Presentation of Action Plan• Evaluations of Presentations• Completion of Student Evaluations
	11:30 - 12:00	Graduation <ul style="list-style-type: none">• Closing Comments• Certificate Awards

Notes

- (1) Ten minute breaks will follow every 50 minutes of class time.
- (2) "L/D": Lecture with discussion presentation.

PLAN OF INSTRUCTION

COURSE MODULE OBJECTIVES

Module One

The participant will explain the *importance of emergency planning* for a community by

- Documenting the social and economic benefits of emergency planning,
- Identifying State and Federal statutes related to emergency planning,
- Recognizing the basic characteristics of the planning process, and
- Identifying consequences of a failure to plan.

Module Two

The participant will identify actions to be taken to conduct a *hazard analysis and capability assessment* for his local community.

Module Three

The participant will apply the *basic elements and components of an emergency operations plan* by

- Recognizing the key components of the planning process,
- Explaining how State and Federal guidelines govern the planning process in the local community,
- Defining steps needed to improve an existing plan, and
- Applying State and Federal planning guidelines to assess the adequacy of their emergency operations plan.

Module Four

The participant will use and apply information obtained from human relations training instruments to understanding the interrelationships and dynamics of the planning team.

PLAN OF INSTRUCTION

Module Five

The participant will state a rationale for *team planning* and develop a list of potential members of his local emergency planning team, as well as analyze current *community support* for emergency planning and develop strategies for increasing that support by

- Identifying benefits of team planning as opposed to planning done by a single individual,
- Determining who should be involved in the local emergency planning team and developing strategies for involving those individuals and groups,
- Assessing the current level of support in the local community for emergency planning,
- Identifying key individuals and groups in the community and developing strategies for obtaining the support of each individual or group, and
- Determining the support required for each essential element of a local plan and designing strategies for gaining needed support of individuals and groups.

Module Six

The participant will describe methods for *coordinating and reviewing* the draft emergency operations plan with key organizations and individuals in the local community.

Module Seven

The participant will identify techniques for *marketing the emergency operations plan* to the local chief executive officer, other key officials, the private sector, and members of the local community.

Module Eight

The participant will describe the uses of State and local exercises and the relationship between *exercising the planning process and the exercise program requirement*.

Module Nine

The participant will describe a *plan maintenance program* by defining the circumstances that warrant upgrading of the plan and appropriate strategies for maintaining their local plan, including

- Post-emergency response evaluation,
- Exercise evaluation,
- Resource base changes, and
- New hazards.

PLAN OF INSTRUCTION

Module Ten

The participant will demonstrate the ability to implement an effective planning process by

- Developing and presenting an *overall action plan* for his local community and
- Constructively reviewing other participants' action plan presentations.

PLAN OF INSTRUCTION

SUMMARY OF SUBJECT AREAS

DAY ONE

Introduction

Opening Ceremonies

2.5

- Opening Comments: Guest Speaker
- Participant Introductions
- Administrative Announcements
- Course Overview, Goals
- Action Plan Introduction
- Team Building Exercise Lost At Sea

Module One

Why Plan? - Videotape

1.5

- Practical and Legislated Reasons (L/D)
- Action Plan Activity
- Consequences of Not Planning

Module Two

Hazards Analysis and Resource Assessment

4

- All-Hazard Approach (L/D)
- Resource Planning (L/D)
- Action Plan Activity

PLAN OF INSTRUCTION

DAY TWO

Overview of Previous Day - Recap

Module Three

Part A: EOP Format and Content 40

4

(Model Plan, CPG 1-8, CPG 1-8A, and CPG 1-10)

4

- Overview
- Philosophy: FEMA and State
 - Planning process
 - Format
- Format
 - Rationale
 - Organization
- Contents
 - Basic plan
 - Annexes
- Hazard Unique Appendices
- Federal and State Standards
- Action Plan Activity

Part B: Special Planning Considerations

4

- Incident Command System (L/D)
- HAZMAT Contingency Planning (L/D)
- Legal Aspects (L/D)
 - Small Work Group Activity
(HOMEWORK: Complete LSE)

PLAN OF INSTRUCTION

DAY THREE

Overview of Previous Day - Recap

Module Three (continued)

Special Planning Considerations
(continued)

4

- Inter-local Agreements (L/D)
- NAPB-90 (L/D)
- RADEF (L/D)
- Action Plan Activity

Module Four

Use of Human Relations Training
Instruments

1.5

- Administration and Interpretation of
Strength Deployment Inventory (SDI)
and Leadership Style Evaluation
(LSE) (L/D)
- Individual and Small Group Work
Activity

Module Five

Developing Community Support

2.5

- Identifying and Motivating Community
Leadership (L/D)
- Action Plan Activity

The EOP Planning Team

1

- Benefits of the Team Approach (L/D)
 - Small group activity
- Identifying and Motivating the Team
Membership (L/D)
- Action Plan Activity

PLAN OF INSTRUCTION

DAY FOUR

	Overview of Previous Day - Recap	
Module Six	EOP Coordination and Review (L/D)	1
	<ul style="list-style-type: none">• Small Group Activity• Action Plan Activity	
Module Seven	Promulgating the EOP (L/D)2	
	<ul style="list-style-type: none">• Marketing approaches• Small Group Activity• Action Plan Activity	
Module Eight	Exercises and the Planning Process (L/D)	1
	<ul style="list-style-type: none">• Legal Requirements• Practical Considerations• Types and Uses• Action Plan Activity	
Module Nine	Maintenance of the EOP (L/D)	4
	<ul style="list-style-type: none">• Keeping the EOP Current• Keeping the Team Intact• Scheduling EOP Reviews• Action Plan Activity	
	Final Evaluation Preparation	
	<ul style="list-style-type: none">• Prepare Written Action Plan	
	Presentations	
	<ul style="list-style-type: none">• Rehearse Presentations	

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DAY FIVE

Module Ten

Final written Plan Presentations (Final Evaluation)

3.5

- Review Presentation Instructions
- Presentation of Action Plans
- Evaluation of Presentations
- Completion of Student Evaluations

Graduation

.5

- Closing Comments
- Certificates/Awards

TOTAL HOURS 33

- Notes**
1. Ten minute breaks will follow every 50 minutes of class time.
 2. "L/D" means a lecture with discussion presentation.

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UNITS OF INSTRUCTION

COURSE INTRODUCTION AND ORIENTATION

2.5 HOURS

Scope Welcome; importance of emergency planning process; introductions of instructional staff and participants; administrative tasks; course goal and objectives; team building activity.

Methodology Welcome by a local official; self introductions of staff and participants emphasizing range of expertise and interests by stating name, home community, job functions/ title, reasons for enrolling in course, and expectations; lecture giving overview of course goal/objectives, instructional methodology, and student evaluation through daily and cumulative Action Plan activities; team building exercise employing Lost at Sea, emphasizing value of teamwork and diversity when working on group tasks such as emergency planning.

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MODULE ONE: WHY PLAN?

1.5 HOURS

Objectives The participant will explain the *importance of emergency planning* for a community by

- Documenting the social and economic benefits of emergency planning,
- Identifying State and Federal statutes related to emergency planning,
- Recognizing the basic characteristics of the planning process, and
- Identifying consequences of a failure to plan.

Scope Social and economic effect of disasters; factors affecting impact; diversity and interdependence of disciplines in private, public, and volunteer sectors reflected in coping with a disaster; case studies of disaster effect on specific communities; importance and benefits of emergency planning; and statutory rationale for emergency operations planning.

Methodology Videotape presentation with follow-up discussion
Case studies of State disasters
Lecture/discussion with overhead transparencies
Brainstorming exercise
Individual Action Plan Activity One: "Social and Economic Effect of Disasters"

References *Why Plan* videotape

CPG 1-8, *Guide for Development of an Operations Plan*

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MODULE TWO: HAZARDS ANALYSIS AND RESOURCE ASSESSMENT

4 HOURS

- Objectives** The participant will identify actions to be taken to conduct a *hazard analysis and capability assessment* for his local community.
- Scope** Description of the planning process employing assessment of hazards, community vulnerability, and resources; classification of hazards; sources for identifying potential hazards; analysis of hazards based on factors such as vulnerability, predictability, frequency, duration, controllability and scope or intensity; description of cascade effect; application of resource assessment techniques; categories of common functional needs in an emergency; incentives for resource support from private sector; and importance of integrating information pertaining to local community's Hazard Identification Capability Assessment/Multi-Year Development Plan (HICA/MYDP).
- Methodology** Lecture/discussion using overhead transparencies.
Individual Action Plan Activity Two-A - Hazard Identification and Vulnerability Assessment.
Small group Activity - Resource Identification.
Individual Action Plan Activity - Resource Identification Based on Community's Priority Hazards
- References** CPG 1-34

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MODULE THREE: THE EOP AND SPECIAL PLANNING CONSIDERATIONS

8 HOURS

- Objectives** The participant will apply the *basic elements and components of an emergency operations plan* by
- Recognizing the key components of the planning process,
 - Explaining how State and Federal guidelines govern the planning process in the local community,
 - Defining steps needed to improve an existing plan,
 - Applying State and Federal planning guidelines to assess the adequacy of their emergency operations plan, and
 - Providing for State and local Continuity of Government.
- Scope** Definition and purpose of an EOP; State and local responsibilities and support in planning process; overview of the planning process philosophy; basic components of the EOP; elements of the basic plan as outlined in CPG 1-8; State requirements for EOP; role of functional/hazard-specific annexes and appendices within the plan; guidance provided by CPG 1-8A; and review of a model plan.
- Methodology** Lecture/discussion using overhead transparencies.
Large group review of items in sample plans.
Individual Action Plan Activity Three - EOP Format and Content
Assignment - completing "Leadership Style Evaluation" (LSE) for day two.
- References** CPG 1-8
CPG 1-8A
CPG 1-10
LSE

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MODULE FOUR: USE OF HUMAN RELATIONS INSTRUMENTS

1.5 HOURS

Objectives The participant will use and apply information obtained from human relations training instruments to understanding the interrelationships and dynamics of the planning team.

Scope Scoring and interpretation of individual results on the LSE; leadership styles reflected in work and emergency planning committee environment; modifying one's style to adapt to the personalities and respond to the tasks required to meet team goals; completion, scoring and interpretation of Strength Deployment Inventory (SDI); common and differing behavioral traits among emergency management specialists; application of knowledge of others' behavioral traits to motivate members of the team and enhance the planning process.

Methodology Lecture/small group discussion with pad and easel

References *Leadership Style Evaluation, Instrument Guide*, Consulting Associates International, Inc.

Strength Deployment Inventory, Manual of Administration and Interpretation, Personal Strength Publishing, Inc.

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MODULE FIVE: DEVELOPING COMMUNITY SUPPORT

3.5 HOURS

- Objectives** The participant will state a rationale for *team planning* and develop a list of potential members of their local emergency planning team, as well as analyze current *community support* for emergency planning and develop strategies for increasing that support by
- Identifying benefits of team planning as opposed to planning done by a single individual,
 - Determining who should be involved in the local emergency planning team and developing strategies for involving those individuals and groups,
 - Assessing the current level of support in the local community for emergency planning,
 - Identifying key individuals and groups in the community and developing strategies for obtaining the support of each individual or group, and
 - Determining the support required for each essential element of a local plan and designing strategies for gaining needed support of individuals and groups.
- Scope** Identification of influential persons in the community able to support the emergency planning process and implementation of the plan; motivating strategies to obtain and maintain the support of the key, targeted individuals or groups; types of support from the community's CEO that are valuable to the emergency planning committee's efforts; strategies for obtaining the CEO's and other leaders' ongoing advocacy; optimal membership of the emergency planning committee based on needs assessment; benefits and disadvantages of team versus solitary planning efforts; EOP committee member selection considerations; and characteristics and expertise of planning committee members that may be particularly valuable to the community's planning requirements.
- Methodology** Lecture/discussion using overhead transparencies
Brainstorming exercises
Small group discussion/presentations to class
Individual Action Plan activity Five-A - The CEO and Community Support
Individual Action Plan activity Five-B - The Community Planning Team
- References** None required.

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MODULE SIX: EOP COORDINATION AND REVIEW

1 HOUR

- Objectives** The participant will describe methods for *coordinating and reviewing* the draft emergency operations plan with key organizations and individuals in the local community.
- Scope** Necessity of plan coordination and review for team, community, and for the plan itself; techniques for oral and written coordination of modifications to the plan and obtaining concurrence; advantages and disadvantages of coordination methods; and identification of functional area representatives to draft specific elements of the EOP.
- Methodology** Lecture/discussion using overhead transparencies.
Small group exercise and discussion.
Individual Action Plan Activity Six - Matrix for Coordination and Review of the Plan
- References** None required.

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MODULE SEVEN: PROMULGATING THE EOP

2 HOURS

- Objectives** The participant will identify techniques for *marketing the emergency operations plan* to the local chief executive officer, other key officials, the private sector, and members of the local community.
- Scope** Definition and elements of promulgation; purpose of promulgation letter; promulgation as a critical step in entire planning process; CEO support for promulgation letter; and tactics and issues when briefing public officials.
- Methodology** Lecture/discussion using overhead transparencies
Small group work activity/presentation: Obtaining the Approval and Signature of the CEO on the Promulgation Letter
Individual Action Plan Activity Seven: Promulgating the EOP
- References** Sample EOP Promulgation Letters and promulgation pages from EOPs.

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MODULE EIGHT: EXERCISES AND THE PLANNING PROCESS

1 HOUR

Objectives The participant will describe the uses of State and local exercises and the relationship between *exercising the planning process and the exercise program requirement*.

Scope Importance of objective evaluation of the plan as a vital aspect of the planning process; rationale for exercising the community's plan, including both training and evaluation; definition and descriptions of the five different types of emergency management exercise; common elements of exercise activities; developing functional and full-scale exercise scenarios; overview of the cyclical exercise process; evaluating the plan after actual emergencies; and functional areas within the community to be evaluated in the exercises, as well as identification of exercise participants from public, private, and volunteer sectors.

Methodology Lecture/discussion with overhead transparencies
Brainstorming exercise
Individual Action Plan Activity Eight - Exercising

References Extracted portion of SARA/Title III.

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MODULE NINE: MAINTENANCE OF THE EOP

4 HOURS

- Objectives** The participant will describe a *plan maintenance program* by defining the circumstances that warrant upgrading of the plan and appropriate strategies for maintaining their local plan, including
- Post-emergency response evaluation,
 - Exercise evaluation,
 - Resource base changes, and
 - New hazards.
- Scope** Components of an effective plan maintenance program; rationale for updating the plan; types of EOP evaluation activities; use of Federal and State standards for evaluating the plan; external events that affect the EOP as occasions for review and maintenance of the EOP; strategies for maintaining the EOP; content and procedures for presenting final comprehensive Action Plans for implementation in participant's home community; and development of the participant's final comprehensive Action Plan under the guidance of instructional staff, as well as preparation for final day's presentation of the Action Plan.
- Methodology** Lecture/discussion using overhead transparencies
Large group brainstorming exercise
Individual Action Plan Activity Nine - EOP Updating and Maintenance
Individual or paired independent work sessions with guidance from instructors in preparing written plan, oral presentation, and accompanying visuals
- References** CPG 1-8A

State mandated standards for EOP

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MODULE TEN: FINAL WRITTEN ACTION PLAN

3.5 HOURS

- Objectives** The participant will demonstrate the ability to implement an effective planning process by
- Developing and presenting an *overall action plan* for his local community, and
 - Constructively reviewing other participants' action plan presentations.

Scope Small group presentations of individual comprehensive Action Plans; critique and feedback from peers and instructors; participant evaluations of course; and presentation of course completion certificates.

Methodology Individual or paired presentations (by participants from same community) to small groups in briefing rooms
Brief small group feedback sessions
Participant completion of course evaluation forms
Lecture summary of week
Large group ceremony for presentation of course completion certificates

References None required.