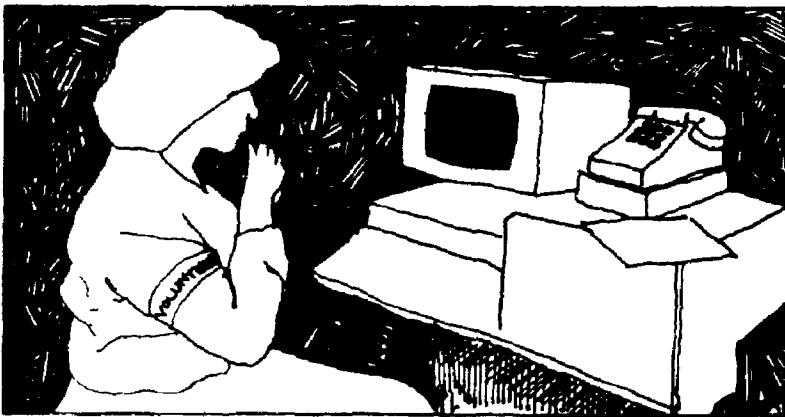# Instructor Guide

EMERGENCY PLANNING

FEDERAL EMERGENCY MANAGEMENT AGENCY

EMERGENCY PLANNING

INSTRUCTOR GUIDE

EMI Professional Development Series
Federal Emergency Management Agency
National Emergency Training Center
Emergency Management Institute
Emmitsburg, Maryland

Summer 1983

CONTENTS

LIST OF ACRONYMS

CEO	Chief executive officer
EMI	Emergency Management Institute
EMP	Electromagnetic pulse
EMS	Emergency medical services
EOC	Emergency operating center
FAA	Federal Aviation Administration
FEMA	Federal Emergency Management Agency
IG	Instructor Guide
IMP	Instructional Materials Package
NOAA	National Oceanic and Atmospheric Administration
PSA	Pacific Southern Airlines
RACES	Radio amateur civil emergency services
RADEF	Radiological defense
SDI	Strength Deployment Inventory
SM	Student Manual
SOP	Standard operating procedure
TOBI	Team Orientation and Behavior Inventory

INTRODUCTION

Planning is a central function of effective emergency management. Because basic disaster plans are useful for mitigation, preparedness, response, and recovery, they should serve as tools to individuals involved in every aspect of the emergency management process. However, many individuals charged with developing and maintaining these plans need additional skills. For example, one-third of the graduates of the Emergency Management Institute's (EMI) Phase IV of the Career Development Program reported they had inadequate planning skills to meet their job requirements (Office of Personnel Management, 1981).

Inadequate plans increase the probability of unnecessary loss of life and property during a disaster or emergency. Therefore, the goal of this course is to develop sufficient competence in planning skills among people responsible for plan development so that every jurisdiction can develop and maintain an adequate emergency management plan. These skills include the abilities to:

- Evaluate existing plans,

- Perform a community analysis,

- Develop and maintain disaster plans, and

- Coordinate the efforts of all individuals who must participate in the planning process in order for it to be effective.

Since this course will develop these planning skills, this training will lead to an increase of adequate, up-to-date plans in jurisdictions.

COURSE STRUCTURE

The Emergency Planning course is four and one-half days of training for a heterogeneous audience all of whom play a role in emergency planning. Thus, the course is designed for an audience that includes:

- Local and county emergency program managers;

- Personnel from emergency operations organizations, such as the police, fire, public works, and medical services departments;

- Representatives of other relevant community organizations—both public and private—such as schools, hospitals, volunteer agencies, and major industries; and

- Local public officials.

This course reflects an adult training orientation—a highly interactive instructional strategy in which there are many opportunities for participants to ask questions, discuss issues, and share information with one another in a problem-solving mode. As an instructor, you will use a multimethod strategy that includes audiovisual materials and lecture/discussion sessions, as well as individual and small group activities.

Emergency Planning is based on the concept that people and groups support the plans they create. Therefore, it focuses on the planning process. The course fosters an understanding of emergency planning theory and development of planning skills that the emergency planner needs in order to design realistic and practical emergency plans. It was designed to be self-contained and is not dependent upon any of the other core courses in the Professional Development Series.

COURSE DESIGN

This course is composed of a preclass activity, three distinct topic sections of instruction, and an end-of-course evaluation. These components are described below.

Preclass Activity

This activity, which participants will receive in the mail before attending the class, allows them to assess the hazards and resources of their communities, the emergency management organization, and the legal basis for planning in their communities and to make a preliminary evaluation of their plan and the degree of support they enjoy from their elected officials. Since much of what they do throughout the course will build on this material, a cover letter urges participants to complete as much of the preclass activity as possible.

Section I: Introduction to Emergency Planning

Class participants will compare the potential hazards and resources among themselves. You will stress the importance of laws, ordinances, and codes and will discuss assessing the support of local officials for each community's planning effort.

Further discussion analyzes a suggested format for plan development, information contained in a basic plan and its functional annexes, the public- and private-sector organizations involved in developing a plan, and a method for determining organizations' responsibilities for accomplishing major planning roles.

Section II: The Planning Process

This section deals with the commonly accepted steps in the planning process and the leadership and teambuilding skills needed to facilitate the process. In addition, the methodologies for networking, objective writing, and goal setting will be examined.

Section III: Advanced Planning Techniques

In this section, participants will be given an evaluation instrument they can use to assess the adequacy of a specific plan. The concept of interlocal agreements will be introduced along with considerations for integrating them into the plan. Participants will be taught how to apply the job aid methodology to the development of an annex. The final part of the instruction explains the importance of exercising a plan. The groups will then present their functional annexes.

End-of-Course Evaluation

A portion of the afternoon of Day Four will be devoted to peer evaluation of participants' action plans for developing or revising their communities' basic action plan. The morning of Day Five will conclude with group presentations, a course wrapup, and a final examination.

COURSE MATERIALS

The Instructor Guide complements the Student Manual, which contains most of the instructional content. The primary purpose of this book is to clarify the training strategy and to assist you in preparing and teaching. Some supplementary course content, emphases, and comments are included in the Instructor Guide. It should be used in conjunction with the Student Manual until you are thoroughly familiar with all aspects of presentation.

This guide is divided into several sections, roughly following a general-to-specific approach to instructional materials. Supplementary references and elaboration of course content will be provided, as appropriate.

The major component of the Instructor Guide is a detailed Lesson Plans section. These plans assist you by flexibly structuring the presentation of materials contained in the Student Manual. They consist of two main elements:

- A course content outline, summarizing the material in bullet form and providing suggestions and guidelines for delivery; and

- Instructor notes to help you remember specific aspects of course delivery, such as when to introduce visuals or when to refer to appended material.

Finally, appendices include paper copies of the visuals and a selected bibliography for additional information.

INSTRUCTIONAL METHODOLOGY

THE INSTRUCTOR'S ROLE

Learning is a dynamic, positive process accomplished through the individual's own activity. You, as the instructor, contribute to the learning process by acting as an agent to make things happen. The change may be in things known (knowledge), in comprehension (understanding), in things valued (appreciation), in things done (skills), or in things wanted (interest). Your function is to promote change in those you are instructing. If change does not occur, you have not accomplished your purpose because there has been no learning.

Remember, you teach **people**, not a subject. The subject matter of the course is the participant, not the knowledge. Your knowledge is a tool, the means by which things happen—your knowledge is not the product. If the tool is skillfully used, then the participants' needs will be met and you will have taught.

Give participants an opportunity to relate their own experiences to what you are teaching; in fact, encourage the process. Linking theory and experience will strengthen the presentation.

Keep in mind that you should not always be concerned with judging participants' answers as correct or incorrect. While they will have to be able to correctly identify the critical elements of the instruction, in many cases, the process of participation in the learning experience is just as valuable in effecting change.

COMMUNICATING EFFECTIVELY

Everything you do during your lecture affects communication. It is not possible to separate communication from the instructional process, no matter what aspect of the instructional process is being considered. There are several communication guidelines you should keep in mind.

Use Clear, Simple Language

Use words that express what you intend. In selecting words, use those that, as nearly as possible, have the same meaning for you and the listener. These are specific words, words that may be termed labels. It is better to oversimplify language than to risk misunderstanding. In other words, talk to express, not to impress. If participants misunderstand you, they will lose interest quickly and may be confused.

Ask Questions

You can stimulate participant learning and thinking by asking questions. To achieve objectives at varying cognitive levels, you must use strategies that incorporate questions geared to the level of thinking desired. For example, recitation and some guided discovery strategies are best accomplished by using lower-level, closed questions; the inquiry approach necessitates the use of higher-level, open-ended questions. You should strive for a balance between questions requiring either the recall of information or critical thinking.

Formulating questions that are appropriate to desired objectives is extremely important, but no more so than the questioning process. Your effectiveness as a questioner depends not only on devising good questions but also on the method of questioning. Effectively phrased questions focus the thrust of learning and promote thoughtfulness.

Handle Responses Carefully

How you handle responses to your questions is also very important. If you aren't careful, you can alienate an individual or an entire group. Remember that the incorrect handling of a response may cause an individual to withdraw mentally from the session.

INSTRUCTIONAL PLANNING

Good instructional planning involves several key factors:

- Know your audience. As much as possible, know the composition and backgrounds of participants in your class so you can direct your presentation to their job functions, interests, and abilities. They will have an opportunity near the beginning of the course to write down their expectations for the course. Do your best to meet these expectations.

- Be well prepared. Although you have a thorough teaching outline in the Instructor Guide, you must prepare your presentation ahead of time to provide direction and proper context for the material. This will also allow you to anticipate questions and to interject your own experience.

  - When you preview material to be taught, make special note of any activities requiring the use of previously labeled flipcharts. Whenever possible, label your paper before class begins in order to save valuable instructional time.

- Prepare the class for group activities. Depending upon the exercise, the makeup of groups for an activity may be based on size of

jurisdiction or on job function. Prepare participants for a group activity by telling them why they have been divided and what they are to do. Encourage them to participate in both the activity and subsequent discussion..

● Select a strategy for conducting group activities. You may wish to use one of the following methods:

- Discuss the groups' reactions to the activity as a class,

- Have groups comment on other groups' findings, or

- Have individual group members comment on the findings of others in their group.

● Constantly monitor the reactions to your teaching. Blank stares, furrowed brows, excessive shifting in the seats, and other forms of body language can tell you a great deal about how well you are being understood or received. If you see these signs, **stop** ! Find out what is wrong before continuing. These problems can be greatly relieved by using such techniques as overviews, pointed questions at critical moments, internal summaries, transitions, and reviews of previously covered material.

At any level of instruction and with any learner, regardless of intellectual level, it is sound teaching practice to:

● Tell participants what you're going to tell them (use objectives, overviews, transitions);

● Tell them (deliver the instruction);

● Tell them what you told them (summarize); and

● Have them tell you what you told them (use activities, discussions, tests).

SUGGESTED CLASSROOM SETUP
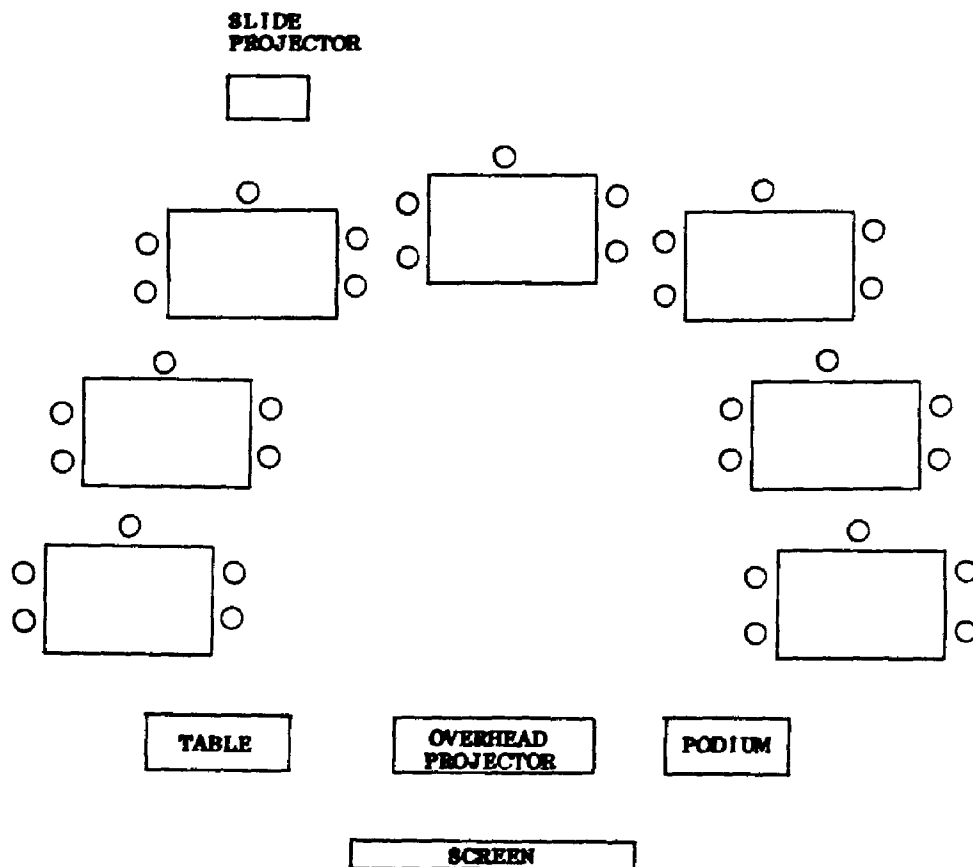
Organization of Groups

For the purpose of selected class activities, participants will be divided into one of two homogeneous groups:

- Those formed on the basis of size of jurisdiction; or

- Those formed on the basis of job function.

Note: The suggested range for class size is between 25 and 45 participants.

BREAKS

You will notice that breaks are indicated in the Instructor Guide wherever appropriate. However, to give you flexibility in teaching, the breaks are not included in the Student Manual agenda. Ultimately, the decision about when to take breaks is yours. However, be sure to remind participants that breaks are planned for both morning and afternoon sessions.

EMERGENCY PLANNING COURSE MATERIALS

In addition to the Student Manual and Instructor Guide, the Emergency Planning course contains two other components:

- The Instructional Materials Package (IMP) contains items used as primary teaching resources. Some exercise results would be altered if participants were allowed to view materials before the appropriate place in the lesson; therefore, those materials are included in the IMP. The checklists on page xxv, "Course Materials," will help you to ensure that you have all the materials you need to conduct the course effectively.

- The Job Aid Manual contains hypothetical examples of job aids useful in developing any one of 14 functional annexes.

Use of an Illustrative Plan

The Emergency Planning course is designed to be used with an illustrative plan. This is an actual emergency plan that demonstrates the concepts of the course. It should use the planning format described in the course and be developed using the planning process skills this course emphasizes. The illustrative plan adds credibility to the course material and provides an example of the final product of the course—a comprehensive emergency management plan.

The illustrative plan you choose should be as applicable to the setting in which you are delivering the course as possible. In other words, it should share common hazards, resources, and laws. In addition, selection of this plan should be made in cooperation with your state emergency planning officer.

GOALS AND OBJECTIVES

SECTION I, PART A: FACT GATHERING FOR EMERGENCY PLANNING

Goal

Upon completion of the preclass activity, the participant will be able to compile data on the status of his or her community in regard to hazard/vulnerability analysis, resources, laws, and support by elected officials as these issues pertain to his or her local emergency plan.

Objectives

Given the preclass package, the participant will be able to:

- Describe the relationship between the hazards of his or her community and the development of the basic emergency plan in his or her jurisdiction;

- Compare potential resources available for response within his or her local community with other represented communities;

- Draw specific conclusions about the relationship between local ordinances, laws, and codes and the legal justification for his or her emergency plan; and

- Deduce the level and commitment of local governmental support for his or her emergency planning and management by analyzing annual budget allocations over the last six years.

SECTION I, PART B: COMPREHENSIVE EMERGENCY MANAGEMENT PLAN FORMAT

Goal

The participant will be able to establish a planning framework that can be applied to the local comprehensive emergency management context.

Objectives

Given an illustrative plan and related activities, the participant will:

- Be exposed to the rationale for developing a comprehensive functional approach to emergency planning;

- Review the content requirements and format for a basic emergency plan used to provide guidance, policy, and procedures in mitigating, preparing for, responding to, and recovering from large-scale emergencies;

- Review the nature and scope of information in each section of the basic plan and supporting functional annexes;

- Identify the private- and public-sector organizations involved in developing a plan; and

- Describe a method of assigning primary and secondary responsibilities to organizations for accomplishing major planning tasks.

SECTION II, PART A: LEADERSHIP AND TEAMBUILDING FOR EMERGENCY PLANNING

Goal

The participant will be able to develop a strategy for emergency planning activities and draw conclusions about the roles that individuals, groups, and leaders have in these activities.

Objectives

Given a series of group decisionmaking exercises, teambuilding instructions, leadership style inventories, related activities, and case studies, the participant will:

- Be exposed to the difference between a plan and planning and the importance of the planning process in the emergency context;

- Specify commonly accepted steps in the planning process and describe some characteristics of good planning and good planners;

- Form generalizations about how to deal with individual and group conflicts in the planning process;

- Make judgments about his or her teambuilding skills, behavior as an individual, and potential as a leader;

- Identify and describe group process, listening, leadership, and other techniques for developing and using teams and/or groups in the planning process;

- Develop a strategy for approaching his or her elected official to gain support for the proposed local emergency plan;

- Be exposed to several principles of change and describe steps involved in successful planning for change and managing turbulent environments;

- Be exposed to three approaches to coordination in the planning process and barriers and facilitators to coordination as a tool for planning; and

- Be exposed to the term networking and several characteristics, functions, and features of networking.

SECTION II, PART B: ACTION PLANNING

Goal

The participant will be able to establish goals and objectives for improving his or her emergency plan.

Objectives

Given the participant's own plan, he or she will:

- Differentiate between a goal and objective in the planning process and explain the steps of a commonly accepted procedure for setting goals and objectives, and

- Draw conclusions about goal setting in the action planning process as it pertains to the development of a basic plan for a local emergency management jurisdiction.

SECTION III, PART A: ADVANCED PLANNING TECHNIQUES

Goal

The participant will be able to assess the adequacy of a basic local emergency plan to help him or her develop or improve a basic plan for his or her jurisdiction.

Objectives

Given an illustrative plan, a set of evaluation criteria and procedures, his or her own plan, and related activities, the participant will:

- Assess the completeness of a given community hazard/vulnerability analysis;

- Apply the evaluation instrument to a basic plan in order to assess its adequacy; and

- Assess the completeness of a plan in regard to the involvement of public- and private-sector organizations, the existence of a basic plan format and its elements, and the degree of ease in reading and understanding the information and concepts in the plan.

SECTION III, PART B: ANNEX DEVELOPMENT

Goal

The participant will be able to develop strategies to foster interlocal agreements among local organizations and use planning activities aids to foster functional coordination among organizations in the local comprehensive emergency management context.

Objectives

Given the Job Aid Manual illustrative plan, the participant will:

- Define the term interlocal agreement and describe two types of interlocal agreements;

- Identify and describe the advantages and disadvantages of interlocal agreements;

- Explain the considerations that should be applied in preparing interlocal agreements;

- Define the term job aid in the emergency plan preparation context and identify the topics included in the content of a job aid;

- Use the job aid methodology to develop an annex and draw conclusions about how job aids promote coordination in a local comprehensive emergency management context;

- Describe the contents of a job aid for a specific functional area in a group discussion; and

- Analyze a planning activity and draw conclusions about how it promotes coordination in a local comprehensive emergency management context.

SECTION III, PART C: EXERCISE AND EVALUATION

Goal

The participant will be able to use job aids to describe the relationship between exercising and plan development.

Objectives

Given the job aids, the participant will:

- Assess the utility of a job aid in developing and improving his or her community's functional annexes, and

- Describe the value of conducting emergency exercises to evaluate and improve an emergency plan.

AGENDA

DAY ONE

Morning

8:30-9:05   ● Administrative Announcements/Course Overview

SECTION I: INTRODUCTION TO EMERGENCY PLANNING
A. Fact Gathering for Emergency Planning

9:05-9:45   ● Participant Introductions
9:45-10:05   ● Video Tape "Why Plan?"

10:05-10:15   BREAK

10:15-10:30   ● Slide Tape: "This Is Liberty County"
10:30-11:15   ● Discussion/Group Activity: Assessing Hazards
11:15-12:00   ● Group Activity/Small Group Discussion: Assessing Resources

Afternoon

12:00-1:00   LUNCH

1:00-1:45   ● Group Activity: Legal Basis for Planning
1:45-2:15   ● Small Group Activity: The Chief Executive Officer and Emergency Planning

B. Comprehensive Emergency Management Plan Format

2:15-2:25   ● Lecture/Discussion: Overview of the Part
2:25-2:55   ● Lecture/Discussion: A Comprehensive Functional Approach to Emergency Management Plans

2:55-3:05   BREAK

3:05-3:40   ● Lecture/Discussion: Integrating Private-/Public-Sector Organizations into the Planning Process
3:40-4:00   ● Small Group Activity: Involving the Private and Public Sectors
4:00-4:25   ● Lecture/Discussion: Emergency Planning Format Rationale
4:25-4:30   ● Lecture: Summary

| 4:30-4:50 | ● Lecture/Discussion: Use of the Planning Format and Contents of a Plan |
| 4:50-5:10 | ● Lecture/Discussion: Introduction to the Basic Plan |

DAY TWO

Morning

B. Comprehensive Emergency Management Plan Format (continued)

| 8:30-9:30 | ● Lecture/Discussion: Sections of the Basic Plan |
| 9:30-10:10 | ● Lecture/Discussion: Annexes of the Basic Plan |

10:10-10:20   BREAK

10:20-10:40	● Individual Activity: Discussion of Functional Area Matrix
10:40-11:20	● Group Activity: Comparison of Communities' Functional Assignments
11:20-11:45	● Lecture/Discussion: Section Review

11:45-12:45   LUNCH

Afternoon

SECTION II: THE PLANNING PROCESS
A. Leadership and Teambuilding for Emergency Planning

12:45-1:10	● Lecture/Discussion: Introduction to the Section
1:10-1:30	● Lecture/Discussion: Planning Concepts I
1:30-3:10	● Individual Activity: Leadership Style Evaluation
3:10-4:45	● Individual Activity/Large Group Discussion: The Need for Teambuilding—Strength Deployment Inventory
4:45-5:00	● Homework

DAY THREE

Morning

| 8:30-8:40 | ● Lecture/Discussion: Overview of Day's Instruction |
| 8:40-10:00 | ● Individual Activity: Assessment of Individual Teambuilding Capacity—Team Orientation and Behavior Inventory |

10:00-10:10	BREAK
10:10-11:20	● Small Group Activity: Group Decisionmaking (Lost at Sea)
11:20-12:10	● Lecture/Discussion: Suggestions for Improved Teambuilding
12:10-1:10	LUNCH

Afternoon

B. Action Planning

1:10-1:15	● Lecture: Introduction to the Part
1:15-1:25	● Lecture/Discussion: Leadership and Teambuilding Reviev
1:25-1:55	● Lecture/Discussion: Planning for Change
1:55-2:10	● Small Group Activity: Initiating Change
2:10-2:20	BREAK
2:20-4:15	● Lecture/Discussion/Small Group Activity: Planning Concepts II
4:15-4:30	● Lecture/Discussion: Coordination and Networking
4:30-5:00	● Lecture/Discussion: Goals and Objectives'
5:00-5:15	● Lecture/Discussion: Wilkes-Barre Case Study
5:15-5:35	● Lecture/Discussion: Action Planning
	● Homework

DAY FOUR

Morning

SECTION III: ADVANCED PLANNING TECHNIQUES
A. Developing the Basic Plan

8:30-8:35	● Lecture/Discussion: Introduction to the Section
8:35-9:00	● Group Activity: Homework Review
9:00-9:15	● Lecture/Discussion: Introduction to Advanced Planning Techniques
9:15-9:45	● Lecture/Discussion: Use of Plan Evaluation Instrument
9:45-10:00	BREAK
10:00-10:30	● Small Group Activity: Evaluating the Hazard/ Vulnerability Analysis
10:30-11:00	● Individual Activity: Organization Involvement
11:00-12:00	● Individual Activity: Sections of the Plan

Afternoon

12:00-1:00	LUNCH
1:00-2:20	● Paired Activity: Peer Evaluation

B. Annex Development

2:20-2:30	● Lecture/Discussion: Introduction to the Part
2:30-3:10	● Lecture/Discussion: Interlocal Agreements
3:10-3:20	BREAK
3:20-3:40	● Lecture/Discussion: Introduction to Job Aids
3:40-4:10	● Slide Tape: "McHenry County Emergency Medical Service Functional Annex"
4:10-5:00	● Small Group Activity: Review of a Job Aid (Beginning)

DAY FIVE

Morning

8:30-10:00	● Small Group Activity: Review of a Job Aid (Conclusion)

C. Exercise and Evaluation

10:00-10:15	● Lecture/Discussion: Emergency Planning and Exercising
10:15-10:30	● Course Review
10:30-11:15	● Final Examination/Course Evaluation

COURSE MATERIALS

Be sure that the materials listed below are available before you begin and that you know where and how they fit into the instructional plan. All activities are listed in the order in which they appear in the Student Manual (SM); instructor copies of these activities appear in Appendix C of this book.

AUDIOVISUAL EQUIPMENT

- Slide tape projector, screen, extra bulb
- Overhead projector, screen, extra bulb
- Video tape playback unit, 3/4"
- Two flipcharts
- Felt-tipped markers
- Forty visuals (optional)

MEDIA

- Ten introductory slides (Section I)
- 17-minute video tape: "Why Plan?" (Section I)
- 10½-minute slide tape: "This Is Liberty County" (Section I)
- 20½-minute slide tape: "McHenry County Emergency Medical Service Functional Annex" (Section III)

ACTIVITIES

- Participant Introductions
- Assessing Hazards (Section I)
- Assessing Resources (Section I)
- Legal Basis for Planning (Section I)
- The Chief Executive Officer and Emergency Planning (Section I)
- Involving the Private and Public Sectors (Section I)
- Discussion of Functional Area Matrix (Section I)
- Comparison of Communities' Functional Assignments (Section I)
- Leadership Style Evaluation (Section II, IMP)
- The Need for Teambuilding (SDI) (Section II, IMP)
- Assessment of Individual Teambuilding Capacity (TOBI) (Section II, IMP)
- Group Decisionmaking (Lost at Sea) (Section II, IMP)
- Initiating Change (Section II)
- Planning Concepts II (Section II)
- Homework Review (Section III)
- Evaluating the Hazard/Vulnerability Analysis (Section III)
- Organization Involvement (Section III)

INSTRUCTOR NOTES

DAY ONE

(35 minutes)

Points to cover:

- Classroom breaks: Set time limits on your breaks and stick to them! The breaks as they appear in your agenda do not appear in the SM; you must tell participants about breaks.

- Food and lodging, including costs, meal tickets, and checkout times.

- Suggest that each group choose members to perform the following functions:

  - Serve as liaison between the group and instructional team. This individual, at the end of each day, has the responsibility for relaying any feelings about the course content, classroom environment, etc., to the instructional team. This will make the course more responsive to the members' needs.

  - Act as recorder for activities in which groups will have to report their findings Group members may wish to rotate this function.

CONTENT/ACTIVITY

ADMINISTRATIVE ANNOUNCEMENTS/ COURSE OVERVIEW

Lecture

INSTRUCTOR NOTES	**CONTENT/ACTIVITY**
Allow 15 minutes for "Introductory Slides."	POINTS TO COVER
1. Comprehensive emergency management plan.	1. Planning is a central function of emergency management.
2. Devastating effects of disaster.	2. A community with an effective emergency plan has the capability of saving lives, preventing injuries, and reducing property damage.
3. Fire.	3. Such emergencies as fires, crime, and auto accidents are handled skillfully by regular government services. Frequency ensures that personnel are trained to handle everyday emergencies.
4. Coordination.	4. Large-scale disasters require different approach that may be unfamiliar to emergency service personnel.
5. Disaster assistance center.	5. Large-scale disasters saturate resources and require local agencies to work effectively with private sector and federal, state, and other local agencies to perform emergency tasks.
6. Disaster site.	6. These disasters present emergency service personnel with unfamiliar emergency operations, presiding over personalities that do not mesh and making quick decisions that have long-range implications.
7. Lone emergency program manager at desk writing plan.	7. Many local disaster preparedness plans, while detailed in both depth and scope, are prepared with little input from emergency service and community representatives.
8. Coffee break.	8. Social dimension of the emergency planning process—sharing knowledge and experience among participants during planning process—is even more beneficial to community than plan itself.
9. Course title.	9. Emergency Planning.
10. Learning experience.	10. In this course, you will participate in many group activities; sharing knowledge and experience will enhance learning experience.

INSTRUCTOR NOTES	CONTENT/ACTIVITY

COURSE GOALS

Discuss the organization
of the course using
Visual 1.

Structure of the course is represented by concentric circle diagram—read from outside ring to center.

● First step is **fact gathering**—knowing hazards, resources, and laws of your community.

● Next ring is **plan format**—structure of basic plan and annexes.

   - Provides structure for data gathered in first step.

● **Planning process** is next ring—leadership/ teambuilding.

   - Necessary skills and attitudes related to people in building a plan.

● **Action planning**—system for establishing goals and objectives needed to develop the plan.

● **Job Aids/Annex Development**—technical skill development in specific emergency areas.

● **Exercising**—the final step in plan validation is only mentioned in this course.

Visual 2.

AGENDA

<u>Notes</u>

3

INSTRUCTOR NOTES	CONTENT/ACTIVITY

<table>
<tr><td>

(Total Section,
Day One: 7 hours,
10 minutes)

</td><td>

SECTION I: INTRODUCTION TO EMERGENCY PLANNING

A. FACT GATHERING FOR EMERGENCY PLANNING

</td></tr>
<tr><td>

(40 minutes)

Review preclass
material—course
objectives.
SM p. 3/IG p. xv.

</td><td>

PARTICIPANT INTRODUCTIONS

OBJECTIVES

Given the preclass package, you will:

● Describe the relationship between the hazards of your community and development of the basic emergency plan in your jurisdiction.

● Compare potential resources available for response within your community with other represented communities.

● Draw specific conclusions about the relationship between local ordinances, laws, codes and the legal justification for your emergency plan.

● Deduce the level and commitment of local government support for your emergency planning and management by analyzing annual budget allocations over the last six years.

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Give participants a few
minutes to complete
form.

SM p. 7/IG p. 183.

While participants
are introducing
themselves, fill out
flipcharts as shown.

</td><td>

Introduce yourself using the "Participant Introduction Form."

</td></tr>
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                        FLIPCHART  1

Emergency Preparedness Position:

● Fire Service                  _____
● Law Enforcement               _____
● Emergency Medical Service     _____
● Public Works                  _____

Federal _____ State _____ Local _____
```

INSTRUCTOR NOTES   CONTENT/ACTIVITY

FLIPCHART 2
Community Size/Population 0-45,000 ____ 46,000-90,000 ____ 91,000-150,000 ____ More than 150,000 ____
FLIPCHART 3
Expectations from Course: ● ●
FLIPCHART 4
Hazard Most Likely to Occur: Flood ____ Haz/Mat ____ Tornado ____ Hurricane ____ Aircraft Accident ____

Using information
gathered on flipchart,
develop some generali-
zations about the com-
posite of the class.

CLASS COMPOSITE

Use participant pro-
file information to
make any necessary
course adjustments.

● Hazard threat most likely
  to occur: ____
● Number of emergency program
  managers: ____
● Number of fire service
  personnel: ____
● Number of emergency medical
  service personnel: ____
● Number of state and federal
  personnel: ____
● Average population of community
  represented: ____
● Class expectations from
  course: ____

INSTRUCTOR NOTES

CONTENT/ACTIVITY

Notes

(20 minutes)

"Emergency Plans Got
Little Use in St. Helens
Eruption," SM p. 8.

Elicit participant
response.

Introduce video tape,
"Why Plan?" (Running
time: 17 minutes).

"WHY PLAN?"

Video Tape

Video tape highlights the need for planning and
provides an overview for the course.

Before viewing "Why Plan?", let's read an article
about Mount St. Helens.

Discussion Question

● Does the article reflect the state of
emergency management in your community?

This video tape illustrates actual emergencies and
their effects on the emergency system. The video
tape provides insight into the rationale that was
used for developing the course.

Are there any comments or questions concerning
the tape?

Among the topics covered in the course, we will
discuss the importance of involving many
different people in developing the emergency
plan, of coordinating the emergency plan with the
appropriate organizations, and of developing
adequate resources to support the plan.

Notes

INSTRUCTOR NOTES	CONTENT/ACTIVITY
(10 minutes)	BREAK

<table>
<tr><td>(1 hour)

Allow:
● 12 minutes to intro-
  duce the activity.
● 11 minutes for the
  slide tape, "This
  Is Liberty County."
● 22 minutes for groups
  to discuss activity.
● 15 minutes for groups
  to present summary
  of discussion.

Elicit participants'
responses. Record
definitions on flip-
chart. Put the correct
definitions on the next
flipchart page.

Repeat procedure for
the next definition.</td><td>

ASSESSING HAZARDS

Slide Tape/Discussion

A key to good planning is understanding problems
you might anticipate. The hazard/vulnerability
analysis identifies the problems for the emer-
gency planner.

● What is a hazard/vulnerability analysis?

Let's define the two terms.

**Hazard: Any situation that has the potential for
causing damage to people, property, or the
environment.**

**Vulnerability: Susceptibility of life, property, or
the environment to damage if a hazard manifests
its potential.**

HAZARD/VULNERABILITY ANALYSIS

A good hazard/vulnerability analysis:

● Lets you know what to expect.

● Prevents planning down "blind alleys."

● Gives you an incentive.

● May show you where you need an "ounce of
prevention."

● May open doors and pocketbooks for you.

● Creates an awareness of new hazards and
vulnerable areas.

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INSTRUCTOR NOTES	CONTENT/ACTIVITY
	● Helps identify the commitment you will require.
	● Helps identify the type of resources you will need.
SM p. 10. Briefly review this chart.	**THREE CLASSIFICATIONS OF HAZARDS** ● Attack. ● Manmade. ● Natural.
Show slide tape, "This Is Liberty County."	Let's take a few minutes to see how one community approached the project of putting together an emergency plan and a hazard/vulnerability analysis.
	<u>Group Activity</u>
After discussing slide tape, refer groups to Preclass Activity, Hazard Analysis Chart, pp. 11-12.	Each group will compare individual hazards and identify: ● Most predictable hazard. ● Three most frequent hazards.
Define predictability.	**Predictability: Prediction of a possible disaster is based on observation, experience, scientific reason, and/or historical evidence from past events.** Prediction becomes more meaningful to the emergency planner when it includes time and place. ● For example, the National Oceanic and Atmospheric Administration (NOAA), on a short-term basis, has the capability of predicting time and place of weather-related natural disasters.
<u>Suggested Response:</u> ● Flood. ● Hurricane. ● Snow storm. ● Tornado (limited degree). ● Drought. ● Tsunami.	<u>Discussion Questions</u> ● For what natural hazards is it possible to predict time and place of impact?

INSTRUCTOR NOTES	CONTENT/ACTIVITY

INSTRUCTOR NOTES

Suggested Response:

● Specific procedures can
be initiated to warn
and protect the public
and to reduce the loss
of property.

SM pp. 9-11/
IG pp. 185-186.

Have groups select
spokesperson to report
conclusions.

CONTENT/ACTIVITY

● What effect might this type of prediction
have on the emergency plan?

Draw conclusions about the relationship between
the hazard/vulnerability analysis and the
emergency plan.

Notes

INSTRUCTOR NOTES	CONTENT/ACTIVITY
(45 minutes)	ASSESSING RESOURCES
	Group Activity
Allow:	Mobilizing resources is a critical element in preventing or reducing injury, loss of life, and property damage during disasters.
• 5 minutes to introduce activity.	
• 25 minutes to discuss activity.	
• 15 minutes for groups to present summary of discussion.	
	The resource/equipment list is like a drug and medical equipment catalog since it presupposes that there are skilled personnel who know what to do with resources.
	• People are resources. They can provide:
	- Brainwork (i.e., experts from local chemical companies or university professors).
	- Physical labor (i.e., sandbagging).
	Resource list: The management tool you need for identifying and mustering the people and equipment you need.
	Small Group Discussion
Community Resources, Preclass Activity pp. 22-27.	In a small group, you will discuss the resource list. Discuss the specific aspects of Step 2.
SM p. 12/IG p. 187.	
	• Review Disaster Resource List for completeness. Identify specific resources that should be added and record them in SM.
	• Identify types of resources missing from group members' resource lists.
(Remember, you have group assignments to prepare before the next group activity.)	• Identify organizations in your communities in which resource shortages may be found.
(1 hour)	LUNCH

INSTRUCTOR NOTES	**CONTENT/ACTIVITY**
(45 minutes) Allow: ● 30 minutes for group discussion. ● 15 minutes for group presentations.	LEGAL BASIS FOR PLANNING Group Activity State and local laws provide a basis for emergency planning and may resolve such issues as: ● Evacuation authority. ● Responsibility for preparing plan. ● Proclamation of disaster. ● Emergency powers. ● School closings. ● Legal liabilities and immunities.
Prepare group assignments on papers to be distributed to each group.	Before developing emergency plan, person in charge of emergency planning must become familiar with legal instruments that provide basis for planning. To acquire understanding of laws dealing with some complex issues of emergency planning, you completed Preclass Student Activity. Next classroom group work focuses on legal issues of emergency planning.
Keep a record of the legal issues assigned to each group. SM p. 13/IG p. 189. Select one legal issue from each group for presentation to the class. Suggested Issues: ● Liability. ● Negligence. ● Emergency plans. ● Succession of authority. ● Proclamations of emergency. ● Preservation of local government.	Each group is assigned for different legal issues. ● Discuss the issues and explain how the law(s) dealt with it. Notes

INSTRUCTOR NOTES | ## CONTENT/ACTIVITY

Compile participants'
suggestions and return
with evaluation forms.

(30 minutes)

THE CHIEF EXECUTIVE OFFICER AND EMERGENCY PLANNING

Small Group Activity

Allow:
● 10 minutes to read
activity.
● 10 minutes for groups
to discuss.
● 10 minutes for group
presentations.

We will discuss the relationship between the chief executive officer (CEO) and the emergency plan.

The CEO's support of the emergency plan is critical to ensure that the right people are involved in developing the plan.

Without the CEO's support, the appropriate financial support may not be available to develop the plan.

INSTRUCTIONS

SM pp. 14-15/
IG pp. 191-192.

Elicit group responses.

You may want to note
these if participants
do not:

Suggested Responses:

● Some of the methods
that may be used:

- Develop an exercise
and have the elected
official participate.

- Present a briefing on
the hazard/vulner-
ability analysis.

- Have CEO participate
in a local meeting.

● Read SM pages about the CEO and emergency planning.

● Discuss ways to educate the CEO about critical areas of emergency plan development and be prepared to report to the class.

INSTRUCTOR NOTES	CONTENT/ACTIVITY
- Submit a copy of the emergency plan with instructions.	
- Have state director meet with the CEO.	
- Develop and present a training session on emergency planning.	<u>Notes</u>