

INSTRUCTOR NOTES	CONTENT/ACTIVITY
<p>(10 minutes)</p> <p>Review objectives.</p>	<p><b>B. COMPREHENSIVE EMERGENCY MANAGEMENT PLAN FORMAT</b></p> <p>OVERVIEW OF THE PART</p> <p><u>Lecture/Discussion</u></p> <p>OBJECTIVES</p> <p>Given an illustrative plan and related activities, you will:</p> <ul style="list-style-type: none"> <li>● Be exposed to the rationale for developing a comprehensive functional approach to emergency planning.</li> <li>● 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.</li> <li>● Review the nature and scope of information in each section of the basic plan and supporting functional annexes.</li> <li>● Identify the private- and public-sector organizations involved in developing a plan.</li> <li>● Describe a method of assigning primary and secondary responsibilities to organizations for accomplishing major planning tasks.</li> </ul> <p><u>Notes</u></p>

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

(30 minutes)

### A COMPREHENSIVE FUNCTIONAL APPROACH TO EMERGENCY MANAGEMENT PLANS

#### Lecture/Discussion

SM pp. 21-25.

#### INTRODUCTION

Basis of comprehensive emergency management planning is principle that people and groups support what they help to create.

Figure 1, SM p. 22.

Local government provides structure and key staff for planning, but this is not adequate to ensure effective planning.

- All departments of local government must be aware of their emergency responsibilities and able to take appropriate action to cope with disaster.
- These departments play vital part during all steps of planning.
- Normally, these departments do not have enough resources—personnel, equipment, supplies, and facilities—to deal effectively with large-scale emergencies.

Private-sector resources and services are needed to augment efforts of local governments.

- Private-sector can provide understanding of a comprehensive plan and promote its acceptance.
- Involvement of private sector will assist in keeping the community informed and supportive.

Partnership between local government and private sector will ensure success of comprehensive emergency management plan.

#### BACKGROUND

During development of this planning format, various organizations, associations, and state and local governments were contacted to review the format or were briefed on the efforts.

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

Format has been field-tested. After numerous revisions, this comprehensive emergency management draft plan emerged.

### Format Committee

Final draft was reviewed and critiqued by members of the task force, the Emergency Management Institute (EMI), state emergency management agencies, and others.

Involvement of three levels of government and spectrum of public-/private-sector organizations concerned in developing a coordinated and comprehensive approach to emergency management shows need for common planning instrument format.

Purpose of section is to assist federal, state, and local governments in preparing emergency management plans consistent with needs and objectives of each level.

### PRIMARY PLANNING COMPONENT

Format establishes a flexible framework in which content and detail are arranged systematically across all planning levels.

- Framework establishes a comprehensive emergency management plan that, through the use of basic plan, annexes, and appendices, can cover all emergencies and disaster conditions.
- Format can be adapted to needs of a particular level of government or private or public organizations for planning.
- Format designed for federal, state, and local officials in developing comprehensive emergency management plans.

### DISTINCT CHARACTERISTICS

- Presents a way to organize the structure of the plan that will provide each level of government with an emergency management plan appropriate to that level.

INSTRUCTOR NOTES	CONTENT/ACTIVITY
Give conceptual overview of emergency planning format.	<ul style="list-style-type: none"><li>● Identifies the complementary roles of other levels of government.</li></ul> <p>Developed through the efforts of a comprehensive emergency management planning task force—including state, local, and Federal Emergency Management Agency (FEMA) planners—and the National Office of Plans and Preparedness in FEMA to provide assistance in plan development and in implementing comprehensive emergency management planning.</p> <p><b>COMPREHENSIVE EMERGENCY MANAGEMENT PLAN ORGANIZATION</b></p> <p>Information is presented in order from general to specific.</p> <p><u>Basic Plan</u></p> <ul style="list-style-type: none"><li>● Provides a general, overall approach to mitigation, preparedness, response, and recovery.</li></ul> <p><u>Annexes</u></p> <ul style="list-style-type: none"><li>● Provide more specific information about mitigation, preparedness, response, and recovery associated with a given functional area.</li><li>● Are preceded by appendices, attachments, and standard operating procedures (SOPs), each providing more detailed information to support the plan.</li></ul> <p>The planning team must decide early in the process how much detail is needed to support the plan.</p> <p><b>BASIC PRINCIPLES</b></p> <p><u>Principal Elements for Community Planning</u></p> <p>The principal elements for comprehensive emergency management are depicted by concentric rings.</p>
Visual 3.  Figure 1, SM p. 22. (This lecture refers to Figures 1-3 in SM. You	

INSTRUCTOR NOTES	CONTENT/ACTIVITY
<p>may want to reproduce them on flipcharts since you will talk about different facets of each.)</p>	<ul style="list-style-type: none"> <li>● Inner ring, or core, represents local authority—legal, fiscal, and administrative structure for local government and emergency management.</li> <li>● Where emergency management planning starts and where it gets direction.</li> </ul>
<p>Explain that some time will be spent on each part of this visual.</p>	
<p>The purpose of introducing this visual now is to show the overall picture.</p>	
<p>Figure 2, SM p. 23.</p>	<p><u>Departments of Local Government</u></p> <p>Next circle represents departments of local government through which authorized programs are conducted.</p> <ul style="list-style-type: none"> <li>● Local authorities and local government departments have important responsibilities in comprehensive emergency management planning, but whether action takes place at community level depends on other facets of community life.</li> </ul>
<p>Figure 3, SM p. 27.</p>	<p><u>Departments of Public Safety and Private-Sector Services</u></p> <p>Climate of understanding and acceptance is most important in private-sector ring before comprehensive emergency management planning can be effective.</p> <ul style="list-style-type: none"> <li>● Most resources—personnel, equipment, and supplies—needed at local levels exist in private sector, not in government.</li> <li>● No matter what government does, how many employees are trained, or how well-organized it is, government cannot do the job alone.</li> <li>● Private-sector services in community are vital to action in any disaster. Big question is how these vital services can be involved in pre-emergency period so they will be available when disaster strikes.</li> </ul>

INSTRUCTOR NOTES	CONTENT/ACTIVITY
	<ul style="list-style-type: none"> <li>● Most effective way to involve both public departments and private sector is to build comprehensive emergency management planning concepts and measures into ongoing, day-to-day programs of each.</li> <li>● This means that all groups and individuals already wear emergency managers' hats.</li> <li>● Your job is to help them recognize this so their capabilities can be developed and ready for emergency action.</li> <li>● Clear and imaginative explanations of program's goals and progress to public officials and leaders in private sector vital to create favorable attitudes.</li> </ul>
<p>Figure 1, SM p. 22.</p>	<p><u>Institutions of Higher Learning</u></p>
	<p>The next ring—higher learning—shows importance of universities, colleges, and institutions in creating climate and in-depth understanding that government officials, private-sector leaders, and the citizens need to cope with emergencies that can strike at any time.</p>
	<p><u>Special Interest Groups</u></p>
	<p>These groups play an important role in emergency management planning. Members of these groups have special skills and resources that can be integrated into the emergency plan.</p>
	<ul style="list-style-type: none"> <li>● They can be a source for building support for emergency management programs.</li> </ul>
	<p><u>State and Federal Governments</u></p>
	<p>State and federal governments provide funds and essential services through a variety of channels and to a variety of local agencies.</p>
	<ul style="list-style-type: none"> <li>● All these elements involved in comprehensive emergency management and relations with one another are numerous, overlapping, and complex.</li> </ul>

INSTRUCTOR NOTES	CONTENT/ACTIVITY
<p>Visual 4.</p> <p>Refer to Preclass Activity, pp. 22-27. (By completing this chart, the participant has begun the functional approach to emergency planning.)</p> <p>All these groups will be integrated into the plan in annexes covering these functional areas.</p> <p>You might mention the groups involved in responding to the Pacific Southern Airlines (PSA) crash, mentioned in "Why Plan?"</p>	<ul style="list-style-type: none"> <li>● Arrows in diagram (Figure 1, SM p. 22) show established channels of influence and interaction among these areas.</li> <li>● You cannot have adequate comprehensive emergency management planning without paying attention to all areas of influence from federal government to the local government.</li> <li>● All components are valuable resources for input into development of comprehensive emergency management plan.</li> </ul> <p><u>Functional Approach</u></p> <p>Functional approach is integration of spectrum of organizations with emergency responsibilities, skills, and resources in the following areas:</p> <ul style="list-style-type: none"> <li>● Communications and warning.</li> <li>● Damage assessment.</li> <li>● Emergency operating center.</li> <li>● Health and medical services.</li> <li>● Evacuation.</li> <li>● Resource management.</li> <li>● Radiological defense (RADEF).</li> <li>● Public works.</li> <li>● Social services.</li> <li>● Public information and education.</li> <li>● Fire service.</li> <li>● Shelter.</li> <li>● Search and rescue.</li> <li>● Law enforcement.</li> </ul> <p>The functional approach to emergency planning expands a community's capability in each functional area.</p> <ul style="list-style-type: none"> <li>● The increased capability is a result of closer coordination between public- and private-sector organizations with similar personnel and equipment resources.</li> </ul> <p>The functional approach requires more effort as more people and organizations are involved in the development of the plan.</p>

INSTRUCTOR NOTES	CONTENT/ACTIVITY
	<ul style="list-style-type: none"> <li>As a result, a stronger plan is produced that will provide the community with an increased ability to implement the four phases of comprehensive emergency management.</li> </ul> <p style="text-align: center;"><u>Notes</u></p>
(10 minutes)	BREAK
<p>(35 minutes)</p> <p>SM p. 27.</p> <p>Allow:</p> <ul style="list-style-type: none"> <li>15 minutes for lecture.</li> <li>20 minutes for discussion.</li> </ul> <p>Figure 4, SM p. 28.</p>	<p style="text-align: center;">INTEGRATING PRIVATE-/PUBLIC-SECTOR ORGANIZATIONS INTO THE PLANNING PROCESS</p> <p style="text-align: center;"><u>Lecture/Discussion</u></p> <p>DEPARTMENTS OF LOCAL GOVERNMENT</p> <p>Comprehensive emergency management planning is civil government taking measures necessary to mitigate, prepare for, respond to, and recover from any disaster.</p> <ul style="list-style-type: none"> <li>In Figure 4, the inner ring encompasses mayor, city council, city manager, county commissioners, county judge, legal authority, and other local authorities.</li> <li>Emergency manager's coordinating responsibilities are depicted in lower half of ring. Various local departments surrounding center of figure have specific responsibility for parts of comprehensive emergency management program. Local emergency manager coordinates their emergency plans and functions.</li> </ul>



## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

### PUBLIC SAFETY AND PRIVATE-SECTOR SERVICES

Government service—public safety. Fire and police departments use many of same private services and resources; these must be properly coordinated under the public safety officials.

- Veterans' organizations and other civic and service organizations are excellent places to recruit high-quality personnel for fire and police auxiliary units, as well as radio amateurs for the radio amateur civil emergency service (RACES).
- Industrial fire and security forces form vital part of total fire and security capability needed in an emergency.
- Insurance industry offers valuable support to firefighting forces through maps, records, and analysis of hazards.

### TOTAL TEAMWORK FOR PLANNING

Comprehensive emergency management planning today is highly complex—many people in many categories, many requirements, many competing with one another.

- Will parts mesh when emergency hits community?
- Will there be total teamwork, limited teamwork, or just plain disorder?

Various aspects of this major issue involve consideration of the governing body, EOC, private-sector organizations, and private citizens.

#### Governing Body (e.g., City Council)

Consider:

- Does it support planning for emergency operations when disaster strikes?

Figure 4, SM p. 28.

INSTRUCTOR NOTES	CONTENT/ACTIVITY
	<ul style="list-style-type: none"><li>● Has it enacted standby ordinances needed in disaster?</li><li>● When disaster strikes, will council see well-organized operation that saves lives and property and relieves human suffering?</li></ul> <p><u>EOC</u></p> <p>Consider:</p> <ul style="list-style-type: none"><li>● Is it realistically prepared for any emergency?</li><li>● Do you know who will be there and what their duties will be?</li><li>● Do they understand functions of EOC and role of local emergency program manager?</li></ul> <p><u>Private-Sector Organizations and Services of Community</u></p> <p>Consider:</p> <ul style="list-style-type: none"><li>● Do they know that someone in government is aware of which resources are available from private sector?</li><li>● Do they know that government is prepared to coordinate members and not make conflicting or impossible demands on the private sector? (Or make no demands on them out of ignorance, when they could have made a contribution?)</li><li>● Does each private-sector group know who within government or private sector will expect their support?</li></ul> <p><u>Private Citizens</u></p> <p>Consider:</p> <ul style="list-style-type: none"><li>● Have they been taught what they must know?</li><li>● Do they know their community is well prepared to cope with emergency? Informing them is a part of preparation.</li></ul>

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

- Private citizens will turn on radio or television. Will they get reliable information?
- Has local emergency program manager developed planning in advance that will be carried out by departments of government and by media to ensure accurate information is relayed to private citizens?

Each question turns our attention to roles and relationships of various elements involved in comprehensive emergency management planning.

- Many thoughts come to mind when we try to consider realistic answers to these questions, but one impression overshadows all others.
- If all requirements are to be met, many people must be working together with a basis of common understanding.
- Whole job is too extensive for the local government to handle alone. One person cannot do the job alone.
- Can accomplish task only through department heads of local government with planned support and participation of private-sector services.

### SUMMARY

Need for teamwork to develop a comprehensive emergency management plan.

- Each agency, department, or sector must make a material contribution to comprehensive planning clearly defining who does what, when, where, and how to mitigate, prepare for, respond to, and recover from any disaster.
- Failure to recognize need for total involvement is failure to really get started.

INSTRUCTOR NOTES	CONTENT/ACTIVITY
	<p style="text-align: center;"><u>Notes</u></p>
<p>(20 minutes)</p> <p>SM p. 31/IG p. 193.</p> <p><u>Suggested Responses:</u></p> <ul style="list-style-type: none"> <li>● Some methods are:           <ul style="list-style-type: none"> <li>- Appoint an advisory council.</li> <li>- Formally coordinate the plan with organizational heads.</li> <li>- Involve organizations in an emergency exercise.</li> <li>- Meet one-on-one with them.</li> <li>- Attend their meetings and ask to make a presentation about the emergency plan.</li> </ul> </li> </ul> <p>Elicit group responses.</p> <p>Review time allocations and make adjustments.</p>	<p style="text-align: center;">INVOLVING THE PRIVATE AND PUBLIC SECTORS</p> <p style="text-align: center;"><u>Small Group Activity</u></p> <p>Target at least five public- and private-sector organizations that should be involved in emergency planning.</p> <p>Let's take a few minutes to examine methods by which we can gain the support of these organizations and involve them in the planning process. Outline a strategy for gaining their support.</p> <p>Select an individual from your group to report.</p>

INSTRUCTOR NOTES	CONTENT/ACTIVITY
	<p style="text-align: center;"><u>Notes</u></p>
<p>(25 minutes)</p>	<p style="text-align: center;"><b>EMERGENCY PLANNING FORMAT RATIONALE</b></p> <p style="text-align: center;"><u>Lecture/Discussion</u></p> <p>Development of a comprehensive emergency plan depends on interlocking factors:</p> <ul style="list-style-type: none"> <li>● Levels of government.</li> <li>● Hazard/vulnerability analysis.</li> <li>● Phases of management.</li> <li>● Emergency conditions.</li> </ul> <p style="text-align: center;"><b>LEVELS OF GOVERNMENT</b></p> <p>Comprehensive plan depends on interrelationships of federal government (at both national and regional level), state government, and local government. Local government is divided into municipalities, counties, or even multicounty regions.</p> <p>Format uses local government as term of reference and implies there can be separate county or other jurisdictional plans.</p> <p>The interrelationships have legal, jurisdictional, political, and social implications.</p> <p style="text-align: center;"><b>HAZARD/VULNERABILITY ANALYSIS</b></p> <p>Comprehensive plan considers all hazards that may occur and is concerned with their predictability, frequency, controllability, duration, scope, and intensity of impact.</p>
<p>Definitions of the elements of a hazard/vulnerability analysis. Visual 5.</p>	

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

Visual 6.

Refer to "Four Phases of Comprehensive Emergency Management," SM p. 34.

Suggested diagram for flipchart or board:



Stress importance of table in establishing responsibilities—a guide to identify the responsibilities that must be assigned under the four phases of comprehensive emergency management.

Vulnerability analysis is necessary preliminary step to development of comprehensive emergency management plans.

Systematic and thorough vulnerability analysis:

- Identifies possible hazards.
- Analyzes hazards with respect to certain elements.
- Identifies vulnerable areas.
- Provides needed statistical data.
- Produces a hazard map.
- Helps to develop planning priorities.

### PHASES OF MANAGEMENT

Comprehensive plan depends on incorporation of a continuum of four phases of emergency management:

- Mitigation.
- Preparedness.
- Response.
- Recovery.

Each represents dynamic set of actions flowing into next. All phases overlap to some degree. Only together do they compose full scope of legitimate, valid system of emergency management.

**Mitigation Activities:** Eliminate or reduce probability of the occurrence.

**Preparedness Activities:** Focus on essential disaster response capabilities through development of plans and procedures, organization and management of resources, and training and education of people.

**Response Activities:** Provide emergency assistance for casualties and help reduce further damage or help speed recovery operations.

INSTRUCTOR NOTES	CONTENT/ACTIVITY
	<p><b>Recovery Activities (both short- and long-term):</b> Help return conditions to normal or improved levels and minimize recurrence of the disaster or lessen its effects.</p> <p><b>EMERGENCY CONDITIONS</b></p> <p><u>Comprehensive Plan</u></p> <ul style="list-style-type: none"> <li>● Includes emergency management for both peacetime and war-related crises.</li> <li>● Considers all types of situations (e.g., natural disaster, major incidents, civil disorders, resource crises, and war-related incidents).</li> <li>● When limited to only part of these conditions, the plan fails to be comprehensive.</li> </ul> <p style="text-align: center;"><u>Notes</u></p>
<p>(5 minutes)</p> <p>Visual 7.</p>	<p style="text-align: center;"><b>SUMMARY</b></p> <p style="text-align: center;"><u>Lecture</u></p> <p>Comprehensive emergency management planning depends on effective integration of the four interlocking factors with the following planning concepts:</p> <ul style="list-style-type: none"> <li>● No radical organizational changes are needed to develop comprehensive emergency plan, unless comprehensive planning shows that consolidation of existing capabilities would improve effectiveness and use of resources. Coordination between existing organizations</li> </ul>

INSTRUCTOR NOTES	CONTENT/ACTIVITY
	<p>and programs most reliable way of implementing.</p> <ul style="list-style-type: none"><li>● Particular crises should be met at lowest and most immediate level of government.</li><li>● Voluntary response and involvement of private sector should be sought and emphasized.</li><li>● Written plan should reflect the emergency management capability of inter- and intra-governmental structures and should be consistent with legal responsibilities of each.</li><li>● Dual use provides plan which can be used for nuclear, manmade, and natural disasters.</li></ul> <p>Format incorporates series of planning approaches and concepts that provides:</p> <ul style="list-style-type: none"><li>● Flexible structure for planning and identifying components to be considered in developing emergency management plan. Format does not present a fill-in-the-blanks plan or model to be followed rigidly.</li><li>● Plan whose components (i.e., appendices for use by operational response forces) will have sufficient detail for carrying out responsibilities.</li><li>● Plan whose components all follow the same format to provide consistency.</li><li>● Process that involves all levels of government and private sector and that addresses all phases of emergency management.</li></ul> <p style="text-align: right;"><u>Notes</u></p>



**INSTRUCTOR NOTES****CONTENT/ACTIVITY**

(20 minutes)

**USE OF THE PLANNING FORMAT  
AND CONTENTS OF A PLAN**Lecture/Discussion

Planning format enables government to coordinate existing resources involved in similar types of activities to make maximum use of existing resources, organizations, and systems. Addresses all phases of comprehensive emergency management.

- During initial efforts, concerns were expressed about the size of a comprehensive emergency management plan and about repetition of information.
- Format suggested by task force and presented in this course eliminates or minimizes these concerns.
- Information is presented only once—in the appropriate component of the overall document—and it is relevant to the specific user who is expected to involve all levels of government and private sector. Addresses all phases of emergency management.

SM p. 36.

**COMPONENTS OF THE FORMAT**

Visual 8.

Planning format develops **basic plan** for chief executive of jurisdiction.

- Supported by **annexes** that address specific functions for use by operational managers; format parallels section in basic plan.
- Annexes supported by **appendices** with technical information, details, and methods (such as standard operating procedures and checklists) for use by disaster-response personnel.

Use illustrative plan as an example.

Planning efforts may show the need to develop a plan for a particular emergency situation or **situation plan**.

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

### Examples of Situation Plan:

- Fixed nuclear facility plans.
- Hazardous waste dump site plans.
- Down dam evaluation plans.

SM p. 36.

### Question:

What is the first step in initiating the planning process?

### Suggested Response:

Hazard/vulnerability analysis.

### Question:

What will hazard/vulnerability analysis provide?

### Suggested Responses:

- Identify hazards.
- Present historical data.
- Assess future probabilities.
- Analyze impact and effect.

### Situation Plan

- Is self-contained for use by response teams.
- Is preceded by narrative describing and analyzing particular vulnerability conditions that require development of this specific plan.
- Would be formatted in the same manner as basic plan.
- Is supported by annexes to expand information in the basic plan or in annexes to basic plan.
- Should include or reference information and material from other sources.
- Should include appendices.

## INITIATING THE PLANNING PROCESS

### First Element

#### Systematic hazard/vulnerability analysis:

- Identifies all possible vulnerabilities.
- Presents historical data on past disasters.
- Assesses future probabilities of disasters.
- Analyzes impact and effects.

All planning resources must be identified and responsibilities assigned for carrying out the planning.

- Government officials at all levels share moral and legal responsibility for developing plans to minimize losses and provide relief from disasters.
- People assigned responsibilities need authority and support to coordinate efforts. Since concept of comprehensive planning involves mitigation, preparedness, response, and recovery, many elements not previously included in planning should be involved.

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

SM p. 37.

Planning effort should:

- Establish a framework for a jurisdiction's planning and for overall management of planning efforts.
- Define programs and coordinate efforts between those programs and the concerned departments and private-sector representatives.
- Improve present plans for comprehensive emergency management.
- Correct deficiencies identified by critiques on handling of disasters.
- Establish schedule for updating and revising planning efforts.

Notes

(20 minutes)

SM p. 39.

Visual 9.  
Figure 5, SM p. 40.

Discuss the following documents:

- Promulgation.
- Foreword.
- Table of Contents.

### INTRODUCTION TO THE BASIC PLAN

Lecture

Planning format identifies documents that precede basic plan. These are prepared during the initial planning process and outline structure of plan. Documents to consider for inclusion are illustrated in the visual.

Promulgation Statement

- Is signed by the chief executive.

INSTRUCTOR NOTES	CONTENT/ACTIVITY
<ul style="list-style-type: none"> <li>● Instructions for use of plan.</li> </ul>	<ul style="list-style-type: none"> <li>● Gives the plan status as authoritative document and informs prospective users of objectives of plan.</li> <li>● May also be an opportunity for chief executive to express brief views and objectives regarding comprehensive emergency management.</li> <li>● Includes effective date.</li> </ul> <p><u>Foreword, Preface, or Introduction</u></p> <ul style="list-style-type: none"> <li>● Describes background of planning process.</li> <li>● Acknowledges those who contributed to it.</li> <li>● Abstracts contents of plan in executive summary.</li> <li>● States goals.</li> </ul> <p><u>Table of Contents</u></p> <ul style="list-style-type: none"> <li>● Lists sections of basic plan and other components, such as annexes and appendices. (If not included in the basic document, file location should be noted.)</li> </ul> <p><u>Instructions Regarding Use of the Plan May Include:</u></p> <ul style="list-style-type: none"> <li>● <u>Audience for each portion of plan</u> (e.g., basic plan for public policy officials, annexes for operational managers, and appendices for operational response forces).</li> <li>● <u>Purpose of each portion and a brief statement about the role of or use of each portion of the plan.</u> More extensive information follows in section on plan development and maintenance.</li> <li>● <u>Distribution chart</u> to include all officials by position who receive each part of plan. Useful for distribution of changes and additions.</li> </ul>

INSTRUCTOR NOTES	CONTENT/ACTIVITY
<p>Review day's instructions and give administrative announcements for next day.</p> <p>Be sure to thoroughly review the SDI, particularly pages 3-8 in the <u>Interpretation Manual</u>.</p> <p>If you are running behind schedule, consider assigning the Leadership Style Evaluation, SDI, and TOBI as homework this evening.</p>	<p><u>Notes</u></p>
	<p>END OF DAY ONE</p>



INSTRUCTOR NOTES	CONTENT/ACTIVITY
<p>DAY TWO</p> <p>(Total Section, Day Two: 3 hours, 15 minutes)</p> <p>(1 hour)</p> <p>Introduce day's instruction; provide overview of presentation.</p> <p>Organize groups homogeneously by size of jurisdiction.</p> <p>Visual 10.</p> <p>SM p. 41.</p> <p>Sections have been identified by Roman numerals to facilitate discussion of the content. A summary of the statements below covering each section may be helpful in the introduction.</p>	<p>SECTIONS OF THE BASIC PLAN</p> <p><u>Lecture/Discussion</u></p> <p>BASIC PLAN</p> <ul style="list-style-type: none"> <li>● Is guide for chief executive of a jurisdiction in dealing with emergency management.</li> <li>● Is useful for major policymakers and selected members of the public sector.</li> <li>● Establishes broad conceptual view of jurisdiction's entire emergency management program.</li> <li>● Is supported by annexes and appendices as necessary.</li> </ul> <p>- Sections listed in Visual 10 should be used to develop the overall basis of comprehensive emergency management plan. Same order of sections can then be used in annexes or situational plans.</p> <p>PURPOSE</p> <p>This section:</p> <ul style="list-style-type: none"> <li>● Describes general rationale, mission, or scope of development of plan. For example, purpose statement should include development and implementation of comprehensive emergency management plan that covers mitigation, preparedness, response, and recovery phases.</li> <li>● Lists situations covered, (e.g., natural disasters, major incidents, civil disorders, resource crises, and war-related incidents).</li> </ul>

## INSTRUCTOR NOTES

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### II

Visual 11.  
SM pp. 41-42.

- Addresses such concerns as:
  - Minimization of suffering.
  - Loss of life or property.
  - Response to emergency incidents.
  - Return of conditions to normal state.
  - Elimination or minimization of conditions caused by shortages of materials or services to individuals, the economy, or the general well-being.
- Should define the total plan as it relates to individual sections. This part of the plan presents the basis for all responsibilities and guides those concerned with comprehensive emergency management.

### SITUATION AND ASSUMPTIONS

This section:

- Depends on thorough vulnerability analysis of all potential or existing hazards in a jurisdiction.
- Each situation that could cause emergency or disaster conditions should be described briefly, with reference to a more specific vulnerability analysis document.

Assumptions are necessary to compensate for lack of known facts or probabilities.

- Although assumptions cannot be validated, not assessing possible situations may hinder successful execution of emergency management activities.
- Assumptions should discuss activities addressed in each of four phases as they relate to probable and assumed hazards.



INSTRUCTOR NOTES	CONTENT/ACTIVITY
<p>III</p> <p>Visual 12. SM p. 42.</p> <p>Compare the concept of operation of the basic plan and the concept of operation of a functional annex. Note the difference in the phases of management in the basic plan concept of operations as compared to the phases of management in the functional annexes.</p> <p>The phases of management in the basic plan are general descriptions of each phase.</p> <p>The phases of management in the functional annex are detailed task listings describing how each phase is implemented.</p>	<p>CONCEPT OF OPERATIONS</p> <p>This section:</p> <ul style="list-style-type: none"> <li>● Provides guidance on how comprehensive emergency management activities will be carried out.</li> <li>● Emphasizes all four phases of comprehensive emergency management.</li> <li>● Discusses how roles and relationships interact.</li> </ul> <p><u>Issues to Consider</u></p> <ul style="list-style-type: none"> <li>● Relationship between the levels of government involved in the plan.</li> <li>● The decisionmaking process as it affects emergency management.</li> <li>● What is expected of primary and alternate departments/agencies and possible changes in certain situations.</li> <li>● Changes in operational control in certain situations and the possible elimination and curtailment of some public services.</li> <li>● Proclamation of emergency and its effect on emergency operations.</li> </ul>
<p>IV</p> <p>Visual 13. SM pp. 42-43.</p>	<p>ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES</p> <p>This section:</p> <ul style="list-style-type: none"> <li>● Addresses broad, organizational framework for comprehensive emergency management planning.</li> <li>● Identifies agencies assigned responsibility to develop, maintain, and implement the four phases of comprehensive emergency management plan.</li> </ul>

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

V

SM p. 43.

- Summarizes relationships among agencies and among different levels of government, outlining primary and supporting roles. (A table identifying primary and secondary roles, using a function as one axis and an agency as the other, is suggested to project overall assignments of responsibilities.)
- Should identify comprehensive responsibilities and roles for all types of emergency situations, although specific assignments or responsibilities may be set out in various statutes or implementing orders.

### DIRECTION AND CONTROL

This section:

- Is primarily concerned with activities during emergency response conditions.
- Should provide guidance to the jurisdiction's chief executive and to comprehensive emergency management staff for overall management of plan and for activating particular segments.
- Should discuss authority to activate plan and manage assigned responsibilities.
- Should show sources of command responsibilities within specific levels of government, the use of EOCs, and the communication and coordination of decisions during emergency response conditions.

VI

SM p. 43.

### CONTINUITY OF GOVERNMENT

This section:

- Provides for ensuring survival and continued operation of government, using provisions of relevant legislative authority.
- Describes preservation of records.

INSTRUCTOR NOTES	CONTENT/ACTIVITY
<p>VII</p> <p>Visual 14. SM pp. 43-44.</p>	<ul style="list-style-type: none"> <li>● Identifies a predominant agency and lines of succession in supporting agencies, in addition to authorized succession of direction and control, which may not be sufficient to ensure continuity of government.</li> <li>● Considers alternative or support operating facilities, such as EOCs or communication facilities.</li> <li>● Considers services to be suspended or changed (e.g., recreational, public transportation, trash collection).</li> </ul> <p>ADMINISTRATION AND LOGISTICS</p> <p>This section:</p> <ul style="list-style-type: none"> <li>● Addresses management of resources, general support requirements, and availability of services and support for all phases of comprehensive emergency management.</li> <li>● Establishes policy for obtaining and using facilities, materials, services, and other resources required for emergency management.</li> <li>● Specific areas—further expanded in annexes—include: <ul style="list-style-type: none"> <li>- Funding and coordinating provisions and instructions.</li> <li>- Report and record retention and requirements.</li> <li>- Communications needs and systems.</li> <li>- Agreements and understandings among government and private organizations.</li> <li>- Claims, benefits, and consumer protection actions.</li> <li>- Environmental protection.</li> </ul> </li> </ul>

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

### VIII

SM pp. 44-45.

- Preservation of historical properties.
- Supply and transportation.
- Criminal and civil penalties.
- Standards of conduct for emergency preparedness officials (minimum requirements for fulfilling legal and moral responsibilities).

### PLAN DEVELOPMENT AND MAINTENANCE

This section:

- Assumes that all planning efforts within jurisdiction will contribute to comprehensive emergency management plan.
- Addresses:
  - Policy statements on development of plan.
  - Degree of detail and information in each component.
  - Expectations for completion of all components (basic plan, annexes, appendices, and situation plans).
  - Lines of coordination.
- Expands further policy regarding responsibilities for development and maintenance of plan beyond those discussed in "Organization and Assignment of Responsibilities."
- Considers focus of planning process, the participants, and interaction between planning levels.
- Establishes provisions for a minimum annual review, modification, acceptance, and approval by chief executive.
  - Continuous review is required to update plan to reflect improvements needed as a result of experiences in emergency

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

IX  
SM p. 45.

management and changing emergency situations and assumptions.

- Appendices will need most frequent changes; consideration should be given to goals and time frames for reviewing and making changes.
- Since comprehensive emergency management plan involves so many elements of government, decisions should be made about changes to be coordinated through chief executive and agency head, such as required changes in SOPs.
- Delegation of authority to emergency preparedness officials may be appropriate so that routine changes in call-up rosters, geographical maps, etc., can occur without delay.

### AUTHORITIES AND REFERENCES

#### Authorities

- Cite laws that provide the basis for comprehensive emergency management plan.
- List statutes, executive orders, regulations, and formal agreements pertaining to any type of emergency.

Specific authorities for situations should be included where applicable.

Each level of government should cite only laws or regulations broadly applicable to that level. For example, a local government should cite only authorities needed to fulfill its responsibilities, not federal or state authorities.

- Specific authorities that pertain to carrying out a function should be listed in annex rather than in the basic plan. Citations for specific emergency situations may be repeated.
- The full text of laws or other instruments included as appendix to an annex on administration or retained on file in EOC.

INSTRUCTOR NOTES	CONTENT/ACTIVITY
<p>X</p> <p>SM p. 45.</p>	<p><u>References</u></p> <p>List all references that provide basis for comprehensive emergency management planning, such as general planning guidance, plans of other agencies, and plans of other levels of government.</p> <ul style="list-style-type: none"> <li>● Citing reference materials, especially those of other levels of government, is valuable. For example, the state may wish to refer regional and local plans that may complement its own plan.</li> </ul> <p>DEFINITIONS</p> <p>Define terms and acronyms relevant to comprehensive emergency management.</p> <ul style="list-style-type: none"> <li>● There are special meanings to many terms in emergency management, so establishing precise meaning is often necessary to effective understanding and administration of program.</li> </ul> <p>This section:</p> <ul style="list-style-type: none"> <li>● Is appropriate in each annex of the basic plan.</li> <li>● Should be limited to those specifically related to overall emergency management.</li> <li>● May be appropriate to develop a glossary as separate section to basic plan.</li> </ul>
<p>SM p. 46.</p>	<p>SUMMARY</p> <p>Planning concept suggests that all components of plan be developed concurrently.</p> <ul style="list-style-type: none"> <li>● As basic plan is being developed, content of annexes and appendices should also be evolving.</li> <li>● Parts of plan are then based on an integrated and accurate presentation of information.</li> </ul>

INSTRUCTOR NOTES	CONTENT/ACTIVITY
	<u>Notes</u>
(40 minutes)  Figure 6, SM p. 47.	<p style="text-align: center;">ANNEXES OF THE BASIC PLAN</p> <p style="text-align: center;"><u>Lecture/Discussion</u></p> <p>These components:</p> <ul style="list-style-type: none"> <li>● Develop specific information and direction.</li> <li>● Are organized to parallel sections in basic plan.</li> <li>● Describe particular emergency management function.</li> <li>● List possible annexes that may be expanded to address specific subjects. Not mandatory; allow for changes or additions.</li> </ul>
SM p. 48.	<p>Format parallels the basic plan. Sections can expand—but do not need to repeat—information already in basic plan.</p> <ul style="list-style-type: none"> <li>● Sections of basic plan give information relevant to whole plan, while annexes contain information about specific responsibilities, tasks, procedures, and operational actions.</li> <li>● Number sections of annex to correspond with sections of the basic plan; table of contents to annex should include note if particular section is not used.</li> </ul> <p><u>Focus of an Annex</u></p> <ul style="list-style-type: none"> <li>● Is on operations, what the function is, how it is carried out, and so on.</li> </ul>

INSTRUCTOR NOTES	CONTENT/ACTIVITY
<p>SM pp. 48-49. Discuss the definitions of functional annexes. annexes.</p> <p>NOTE: The <u>Emergency Planning</u> course addresses 14 functional areas. Depending on the organization, laws, resources, and policies of a community, the 14 functional areas may be expanded or reduced. The specific nomenclature identifying the functional areas may be modified to meet the</p>	<ul style="list-style-type: none"> <li>● Is action oriented.</li> <li>● Is written for the person(s) charged with executing each aspect of comprehensive emergency management concept.</li> <li>● Should address actions to be taken in all phases of emergency preparedness.</li> <li>● Serves to identify actions that not only ensure response to emergency and disaster situations, but also reduce, eliminate, or prepare for such situations.</li> <li>● Purpose of developing annexes for each function identified. Although basis for each annex is to prepare for response to emergency situations, actions should ensure that effective organization and use of resources result in best possible response. To be addressed are: <ul style="list-style-type: none"> <li>- Concern for systems and capabilities to be established.</li> <li>- Expertise that must be developed and available.</li> <li>- Reporting processes and requirements.</li> <li>- Validation of actions.</li> </ul> </li> </ul>

#### FUNCTIONAL ANNEXES

Describe the policies, procedures, and resources associated with a specific emergency management function.

#### Direction and Control (EOC)

- Provides for assignment and coordination of responsibilities for immediate and continued response to emergency situation.
- Enables direct initiation of actions required to carry out emergency management.



## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

terminology of a given area.

### Communications and Warning

- Warning to the public.
- Capability for direction and control of emergency operations.
- Emergency information and guidance to public.

### Evacuation

- Provides evacuation of people when natural or manmade disaster or impending danger necessitates such action.

### Shelter

- Emergency mass shelter.
- Feeding.
- Health and social services.

### RADEF

- Provides for effective RADEF program designed to protect jurisdiction from potentially devastating effects of nuclear attack.
- Includes procedures for monitoring and predicting effects of nuclear weapons as well as plans for decontamination.

### Law Enforcement

- Provides sufficient resources to maintain order.

### Fire Service

- Provides for firefighting services.
- Includes mutual aid agreements with neighboring jurisdictions and supplemental assistance.

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

### Search and Rescue

- Provides ground, water, and airborne activities to locate, identify, and remove from a stricken area persons lost, trapped, or stranded.
- Provides for treatment of injured to prepare them for transport.

### Damage Assessment and Repair

- Ensures procedures and expertise are available to provide preliminary estimates and descriptions, based on actual observations by engineers and assessment teams, of nature and extent of damage resulting from a disaster.
- Provides basis for determining types of assistance needed and the assignment of priorities to these needs.

### Resource Management

- Provides coordination of materials, personnel, equipment, funds, and information for a disaster-response mission.

### Public Information and Education

- Provides increased public awareness of types of emergencies that could develop.
- Provides active channels for educating public on actions to take before and during emergency.
- Provides for effective collection, control, and dissemination of public information to inform public of emergency and available assistance.
- Minimizes impact of misinformation and rumors.

### Social Services

- Provides emergency public services during disaster, including, but not limited to, food, water, clothing, and counseling.

INSTRUCTOR NOTES	CONTENT/ACTIVITY
	<p><u>Health and Medical Services</u></p> <ul style="list-style-type: none"> <li>● Provides emergency medical care for civilian population.</li> <li>● Includes triage and transport to hospitals.</li> </ul> <p><u>Public Works</u></p> <ul style="list-style-type: none"> <li>● Provides coordination of personnel and resources necessary to make effective emergency repairs and maintenance of critical public works facilities.</li> <li>● Includes expedient construction.</li> </ul> <p style="text-align: center;"><u>Notes</u></p>
(10 minutes)	BREAK
<p>(20 minutes)</p> <p>Preclass Activity p. 33, "Method of Establishing an Emergency Management Organization."</p>	<p style="text-align: center;">DISCUSSION OF FUNCTIONAL AREA MATRIX</p> <p style="text-align: center;"><u>Individual Activity</u></p> <p>Refer to Preclass Activity.</p> <p>PURPOSE</p> <p>Completion of this activity is essential to participation in the next group activity.</p> <p>To establish an emergency management organization, an organization must be designated as having primary responsibility for a functional area.</p>

INSTRUCTOR NOTES	CONTENT/ACTIVITY
Remember to make functional assignments for next activity.	<p>These primary organizations then must be supported by secondary organizations.</p> <p>By completing this matrix, an organizational chart can be easily developed to depict the emergency management organization.</p> <p>Take 15 minutes to review and complete this activity.</p> <p><u>Notes</u></p>

**INSTRUCTOR NOTES****CONTENT/ACTIVITY**

(40 minutes)

SM pp. 50-51/  
IG pp. 195-196.

Group #	Functional Assignment
1.	A B C
2.	A B C
3.	A B C
4.	A B C
5.	A B C
6.	A B C

Assign each group three different functional areas to discuss in the space provided.

Keep a record of group assignments.

**COMPARISON OF COMMUNITIES' FUNCTIONAL ASSIGNMENTS**Group Activity**PURPOSE**

To develop an awareness of the differences among communities with respect to the organizations involved in the emergency plan.

**BACKGROUND**

A large-scale emergency usually involves more than one jurisdiction.

This creates a situation in which emergency plans be coordinated among jurisdictions.

Understanding how jurisdictions are organized for emergencies is an important element in improving coordination among jurisdictions.

**INSTRUCTIONS**

This exercise is designed to create an understanding of how jurisdictions are organized for emergencies.

Discuss the three functional areas assigned to your group to determine similarities and differences to assignment of responsibilities for the jurisdictions represented by your group.

Notes

INSTRUCTOR NOTES	CONTENT/ACTIVITY
<p data-bbox="232 310 410 344">(25 minutes)</p> <p data-bbox="232 407 545 499">Before presenting this review, prepare the following charts:</p> <div data-bbox="212 516 605 1390"><div data-bbox="212 516 605 783"><p data-bbox="232 531 521 623">Relationship of Resource List to the Emergency Plan</p><ul data-bbox="232 630 256 745" style="list-style-type: none"><li>•</li><li>•</li><li>•</li><li>•</li></ul></div><div data-bbox="212 789 605 1110"><p data-bbox="232 810 548 932">Relationship of Laws, Ordinances, and Regulations to the Emergency Plan</p><ul data-bbox="232 938 256 1087" style="list-style-type: none"><li>•</li><li>•</li><li>•</li><li>•</li><li>•</li></ul></div><div data-bbox="212 1117 605 1390"><p data-bbox="232 1152 557 1213">Relationship of CEO to the Emergency Plan</p><ul data-bbox="232 1220 256 1367" style="list-style-type: none"><li>•</li><li>•</li><li>•</li><li>•</li><li>•</li></ul></div></div> <p data-bbox="232 1432 599 1617">Using the flipchart that provided the definitions of hazard and vulnerability, place charts on the front board in the following order:</p> <ol data-bbox="232 1650 566 1871" style="list-style-type: none"><li data-bbox="232 1650 566 1684">1. Definition of hazard.</li><li data-bbox="232 1713 566 1774">2. Definition of vulnerability.</li><li data-bbox="232 1803 566 1871">3. Relationship of resource list to plan.</li></ol>	<p data-bbox="899 310 1166 344">SECTION REVIEW</p> <p data-bbox="899 344 1166 380"><u>Lecture/Discussion</u></p>

INSTRUCTOR NOTES	CONTENT/ACTIVITY
4. Relationship of laws/ordinances to plan.	<p><b>SECTION IA</b></p> <p>Dealt with gathering facts pertinent to emergency plan development for your community.</p> <p>Reviewed the preclass activity, including:</p> <ul style="list-style-type: none"> <li>● Hazard/Vulnerability analysis.</li> <li>● Resources.</li> <li>● Legal issues.</li> <li>● Commitment of the CEO for emergency planning.</li> </ul> <p>Let's review this material.</p> <p>We spent some time discussing the term hazard/vulnerability analysis, focusing on its importance to the emergency plan.</p> <p>The hazard/vulnerability analysis provides a clear description of the problems that confront the emergency planner.</p> <ul style="list-style-type: none"> <li>● After defining the problems, emergency planners need to know what resources are available.</li> </ul>
5. Relationship of CEO to plan.	
You may want to return to Visual 5.	
Allow 3 minutes.	
Refer to flipcharts defining hazard/vulnerability analysis.	
Allow 2 minutes.	
Allow 5 minutes.	
Refer to flipchart about resources.	
As participants make statements, jot down their responses.	

## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

### Suggested Responses:

- Identifies organizations that may be included in the plan.
- Is a management tool.
- Mobilizes resources is critical to emergency preparedness.
- Provides a catalog of equipment and personnel.

Allow 5 minutes.  
Refer to "Laws" chart and jot down participant responses.

### Suggested Responses:

- Laws provide the authority for emergency planners to base policy and procedures in critical areas, such as:
  - Evacuation.
  - Liability.
  - Negligence.
  - Use of private property.
  - Closing of schools.
- Laws establish responsibility for:
  - Plan development.
  - Issuing orders.
  - Declaring an emergency.
- Identification of the appropriate laws is integrated into the plan in the authorities section.

### Question

- Can anyone state the relationship between the resource list and the emergency plan?

Next we discussed laws, ordinances, and regulations.

### Question

- Can anyone state the relationship between laws, ordinances, and regulations and the emergency plan?



## INSTRUCTOR NOTES

## CONTENT/ACTIVITY

Allow 5 minutes.

Refer to CEO chart.  
Jot down participant responses.

### Suggested Responses:

- Provide funding support to develop the plan.
- CEO support helps attract the right people for developing the plan.
- CEO must sign a statement that he/she supports the plan so he/she should be involved in developing the plan.

Allow 5 minutes.

You may want to return to Visual 3.

You may want to return to Visuals 7-8.

The final part of this section focused on the CEO and the emergency plan.

### Question

- Can anyone state what the relationship between the CEO and the emergency plan should be?

### SECTION 1B

Next, this section focused on the format of the plan and the rationale behind the format.

We learned that an important ingredient in developing a plan was obtaining input from a number of public-/private-sector organizations.

We found that the format was based on critical concepts.

The planning format was introduced and we found that the plan was organized from general to specific considerations.

The basic plan provides general information with each subsequent level of the plan providing increasingly more detailed information.

Finally, using an illustrative plan, we reviewed the contents of an actual plan.

We found that the basic plan and annexes were composed of sections. The basic plan and annexes mirrored each other in format.

- Are there any questions about Section 1?

INSTRUCTOR NOTES	CONTENT/ACTIVITY
	<p data-bbox="683 348 1101 380">We will reconvene in one hour.</p> <p data-bbox="1003 443 1084 474"><u>Notes</u></p>
(1 hour)	LUNCH