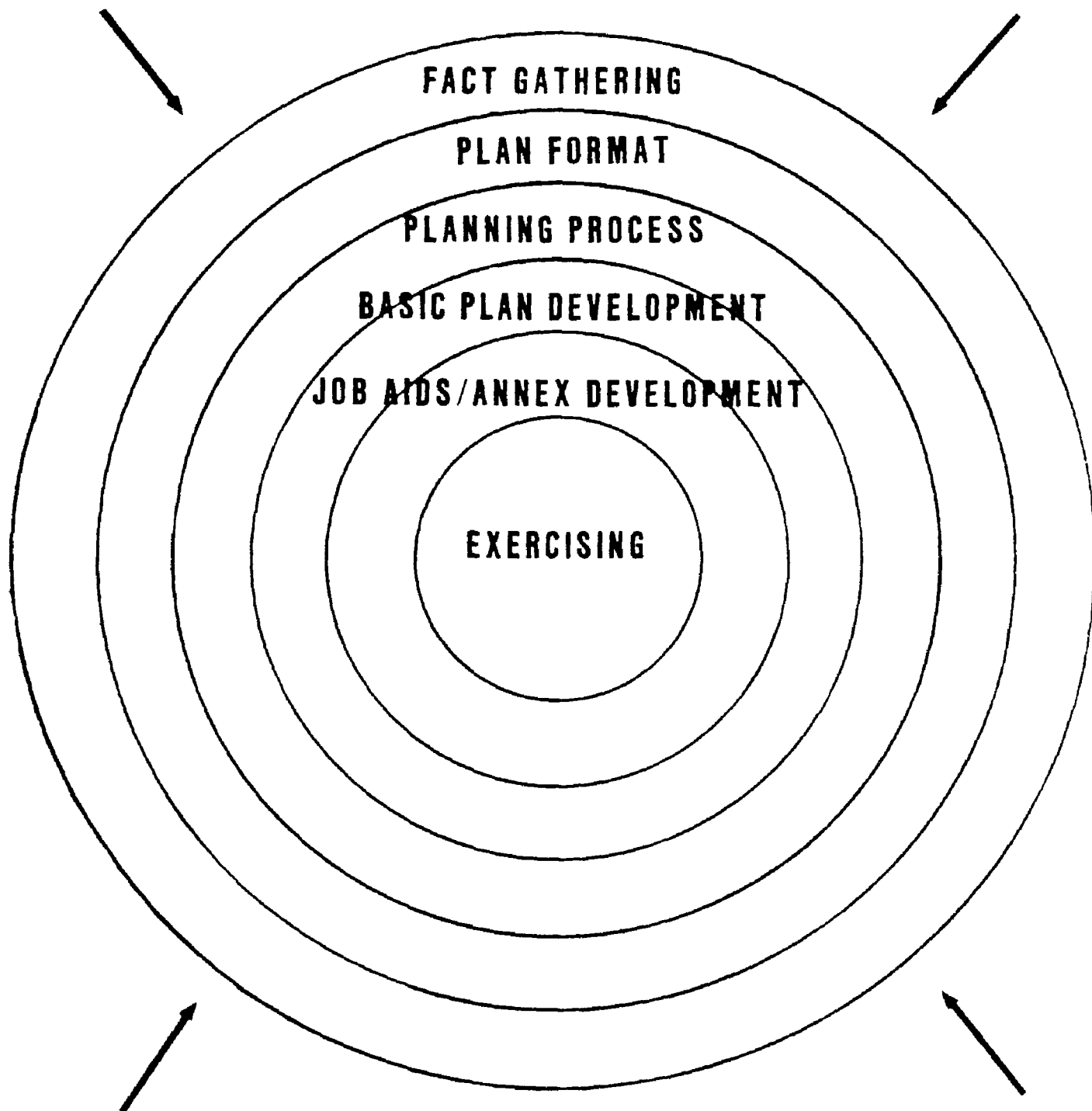


APPENDIX A
VISUALS

RATIONALE

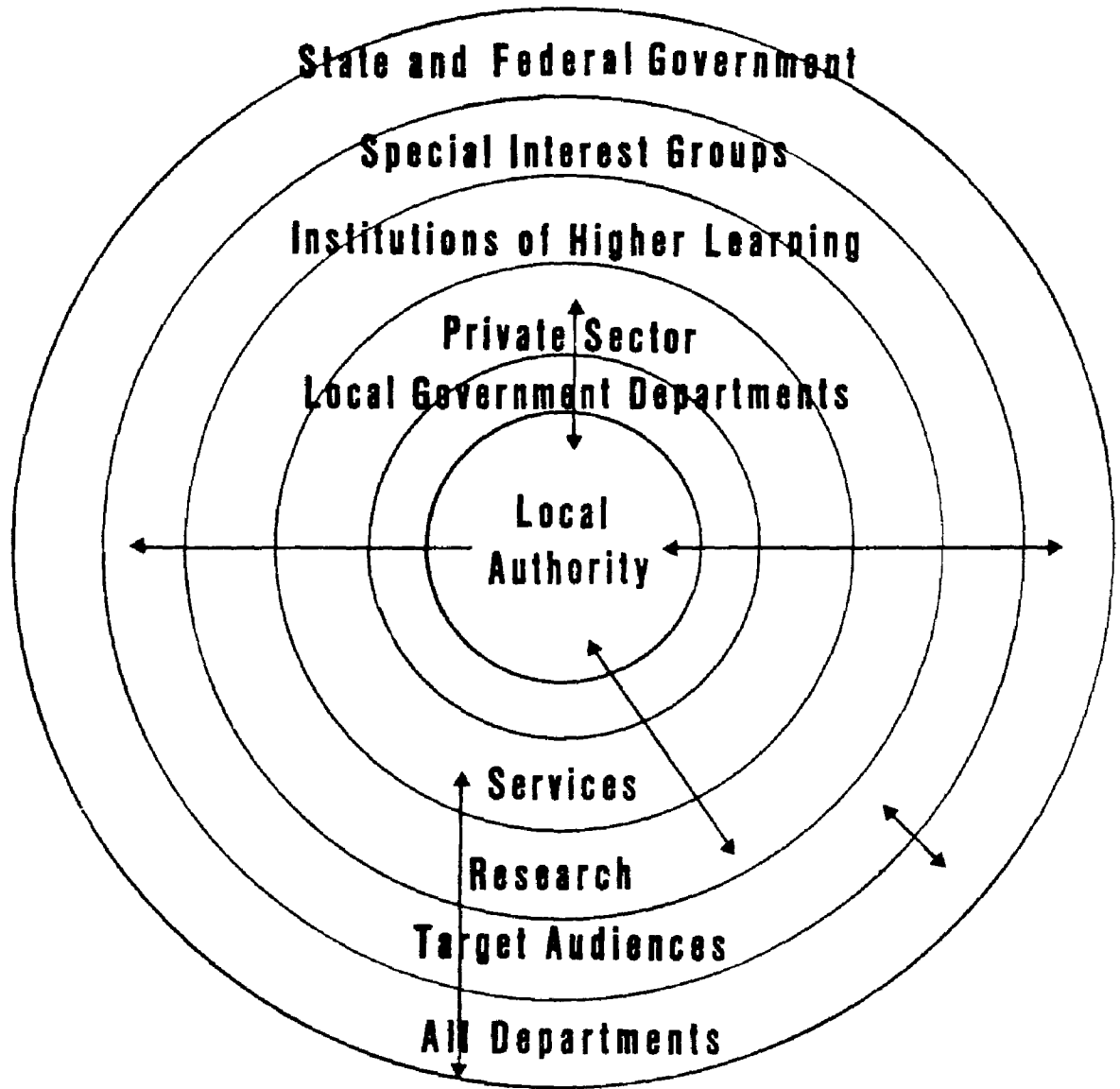


VISUAL 1

COURSE AGENDA

DAY FIVE	EXERCISING	EVALUATION	GRADUATION	
DAY FOUR	PLAN EVALUATION	JOB AIDS	ANNEX DEVELOPMENT	
DAY THREE	TEAMBUILDING	PLANNING FOR CHANGE	ACTION PLANNING	
DAY TWO	SECTIONS OF BASIC PLAN	GROUP DECISION- MAKING	LEADERSHIP	
DAY ONE	HAZARD RESOURCES	LEGAL BASIS	CEOS AND PLANNING	PUBLIC & PRIVATE SECTOR
				PLANNING FORMAT

COMMUNITY ACTION FOR PLANNING BASIC ELEMENTS



Visual 3

Functional Areas of Emergency Plans

- COMMUNICATIONS AND WARNING
- DAMAGE ASSESSMENT
- EMERGENCY OPERATING CENTER
- HEALTH AND MEDICAL SERVICES
- EVACUATION
- RESOURCE MANAGEMENT
- RADEF
- PUBLIC WORKS
- SOCIAL SERVICES
- PUBLIC INFORMATION & EDUCATION
- FIRE SERVICES
- SHELTER
- SEARCH & RESCUE
- LAW ENFORCEMENT

VISUAL 4

Elements of a Hazard Vulnerability Analysis

- PREDICTABILITY
- FREQUENCY
- CONTROLLABILITY
- DURATION
- SCOPE
- INTENSITY OF IMPACT

VISUAL 5

Benefits of a Hazard/ Vulnerability Analysis

- **IDENTIFIES HAZARDS**
- **ANALYZES HAZARDS WITH RESPECT TO:**
 - **PREDICTION**
 - **FREQUENCY**
 - **CONTROLLABILITY**
 - **DURATION**
 - **SCOPE**
 - **INTENSITY**
- **IDENTIFIES VULNERABLE AREAS**
- **PROVIDES STATISTICAL DATA**
- **PRODUCES A HAZARD MAP**
- **PROVIDES A MEANS OF DEVELOPING
PLANNING PRIORITIES**

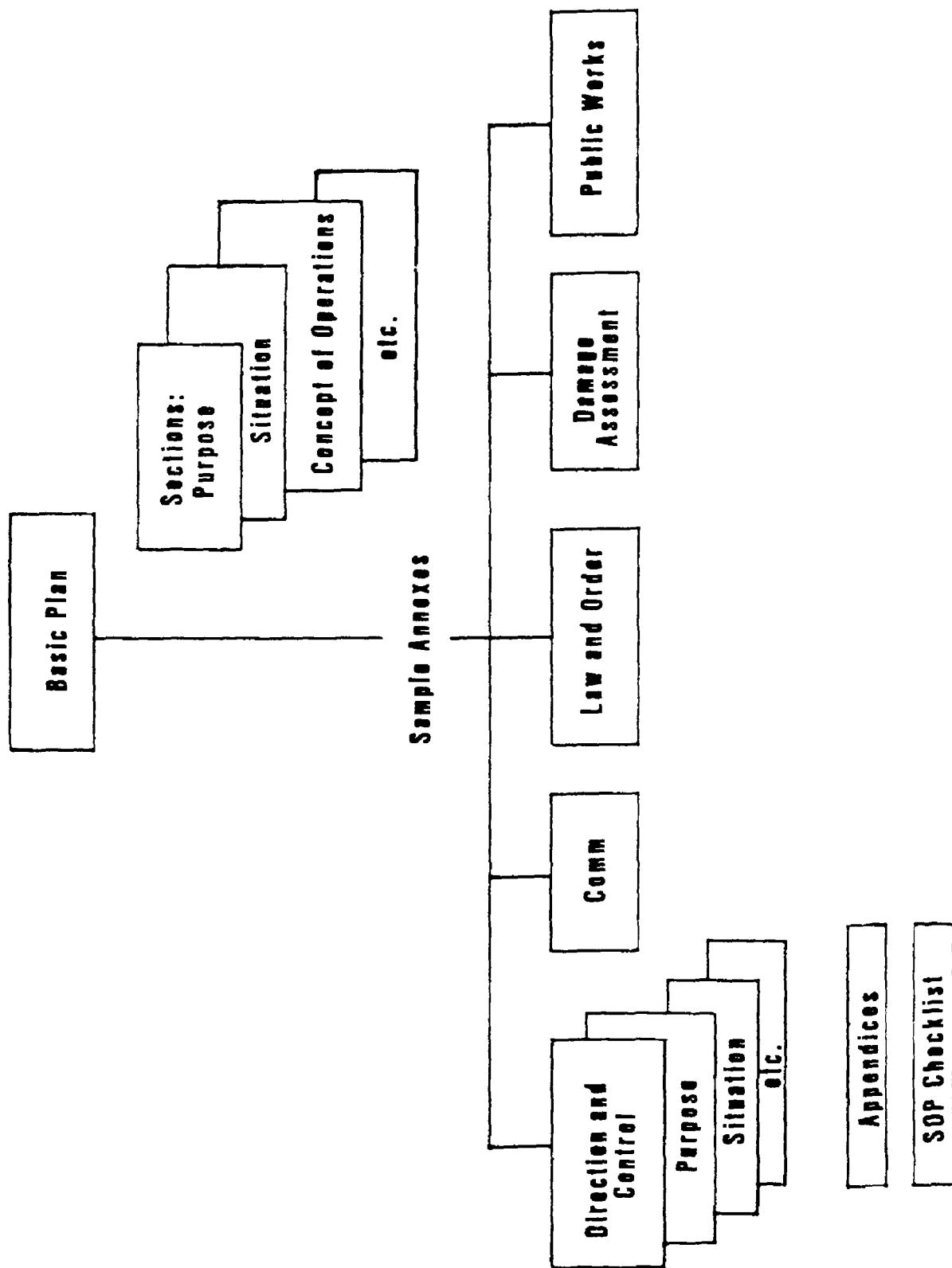
VISUAL 6

Comprehensive Emergency Management Planning Concepts

- **NO RADICAL ORGANIZATIONAL CHANGE**
- **CRISIS MET AT LOWEST POSSIBLE LEVEL**
- **VERTICAL AND HORIZONTAL PUBLIC- AND PRIVATE-SECTOR ORGANIZATIONS INVOLVED**
- **DUAL USE**
- **DEFINES ROLES/RESPONSIBILITIES**
- **PROVIDES PROCEDURES**
- **IS SYSTEMATIC AND ORGANIZED SIMILARLY THROUGHOUT LEVELS OF GOVERNMENT**

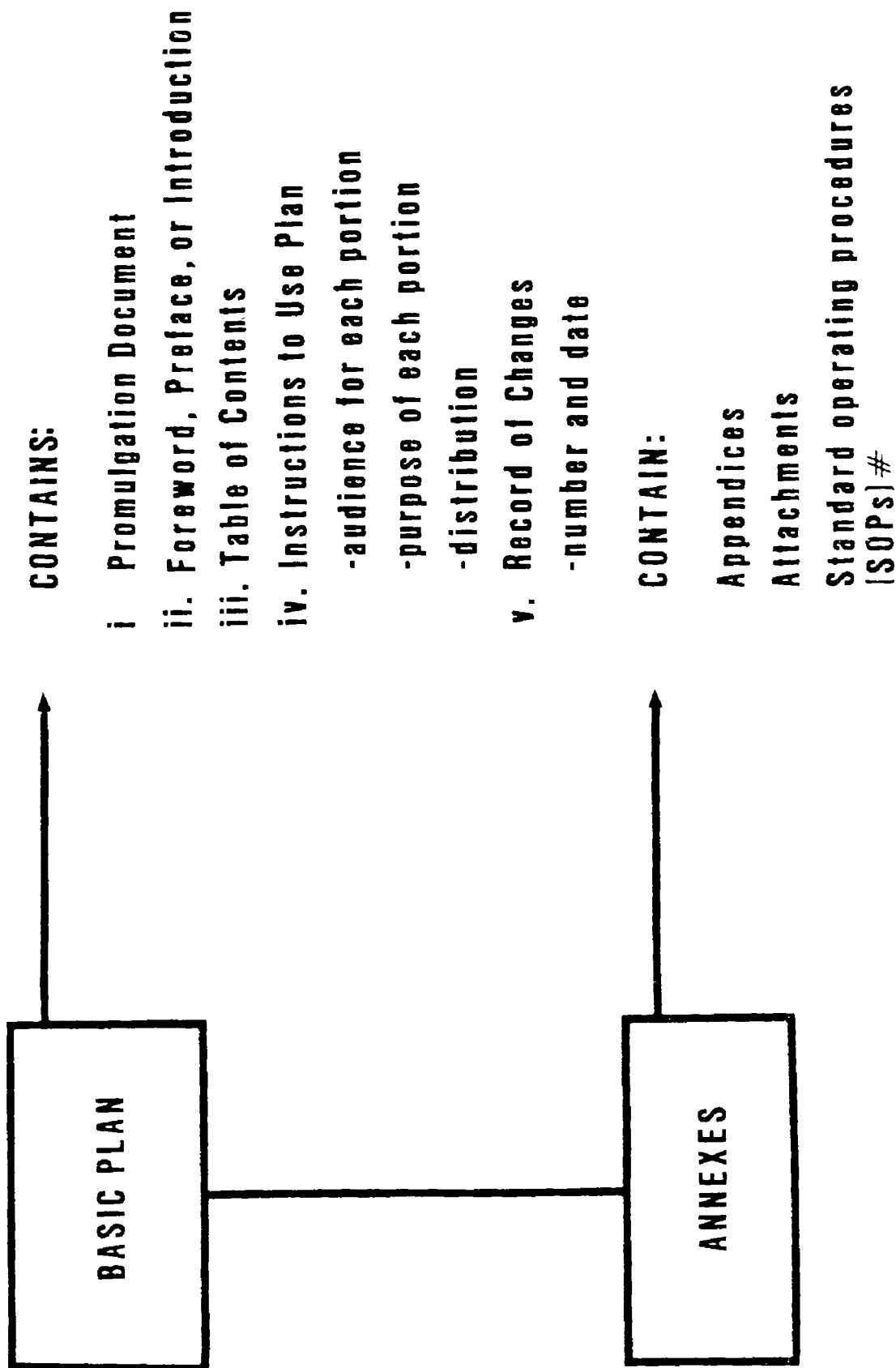
VISUAL 7

Planning Format for Comprehensive Emergency Management Plan



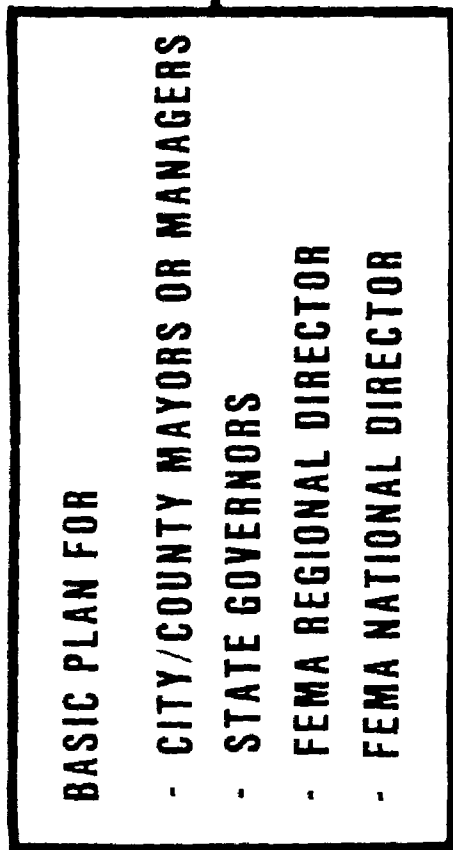
Visual 8

INTRODUCTION TO BASIC PLAN



#SOPs inclusion in annexes based on discretion of planning team

VISUAL 9



BASIC PLAN FOR

- CITY/COUNTY MAYORS OR MANAGERS
- STATE GOVERNORS
- FEMA REGIONAL DIRECTOR
- FEMA NATIONAL DIRECTOR

CONTAINS

- Purpose
- Situation and Assumptions
- Concept of Operations
- Organization and Assignment
of Responsibilities
- Direction and Control
- Continuity of Government
- Administration and Logistics
- Plan Development and Maintenance
- Authorities and References
- Definitions of Terms

ANNEXES

SECTIONS OF BASIC PLAN

I PURPOSE

- **REASON-MISSION-SCOPE**
- **TYPES OF SITUATIONS**
- **RELATIONSHIP TO OTHER PLANS**

II SITUATION AND ASSUMPTIONS

- **SUMMARIZE HAZARD/VULNERABILITY ANALYSIS**
- **ASSUMPTIONS FOR LACK OF KNOWN FACTS**

VISUAL 11

III CONCEPTS OF OPERATION

- **INTERJURISDICTIONAL RELATIONSHIPS**
- **ROLE OF PRIMARY/ALTERNATE OPERATING AGENCIES**
- **CURTAILMENT OF NONESSENTIAL FUNCTIONS**
- **IMPACT OF CHANGING CONDITIONS**
 - **ACTIVATION OF MUTUAL AID**
 - **PROCLAMATION OF AN EMERGENCY**
- **TIME PHASE OF EMERGENCY OPERATIONS**
- **SUPPORTING PLANS AND PROCEDURES**
- **REQUIREMENT FOR TRAINING AND OPERATIONS**
- **DECISIONMAKING PROCESS**

VISUAL 12

IV ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

- **RELATIONSHIP AMONG OPERATING AGENCIES**
- **PRIMARY/SECONDARY RESPONSIBILITIES**
- **ASSIGNMENT OF GOVERNMENT AGENCY AS PRIMARY RESPONSIBILITY FOR EVERY FUNCTIONAL AREA**

V DIRECTION AND CONTROL

- **AUTHORITY TO INITIATE ACTIONS**
- **COMMAND RESPONSIBILITY FOR SPECIFIC ACTIONS**

VI CONTINUITY OF GOVERNMENT

- **SURVIVAL OF GOVERNMENT**
- **SUCCESSION OF COMMAND**
- **RELOCATION OF GOVERNMENT**

VISUAL 13

VII ADMINISTRATION AND LOGISTICS

- **FUNDING AND ACCOUNTING PROVISIONS**
- **REPORTS AND RECORDS**
- **AGREEMENTS AND UNDERSTANDING**
- **SUPPLY AND TRANSPORTATION**

VIII PLAN DEVELOPMENT AND MAINTENANCE

- **POLICY FOR DEVELOPING THE PLAN**
- **INTERACTION AMONG PLANNING LEVELS**
- **PLAN UPDATE AND REVISION PROCEDURES**

IX AUTHORITIES AND REFERENCES

- **LAWS**
- **REFERENCES**

X DEFINITIONS

XI APPENDICES

VISUAL 14

Comprehensive Emergency Planning Stresses:

- GOOD PLAN
- GOOD PLANNING
- GOOD PLANNERS

VISUAL 15

GOOD PLAN:

- **ANSWERS WHO, WHAT, WHERE, WHEN, HOW**
- **CANNOT BE WRITTEN IN VACUUM**
- **MUST BE CONSTANTLY EVALUATED AND UPDATED**

VISUAL 16

GOOD PLANNING:

- REQUIRES TECHNICAL AND PROCESS SKILLS
- FOCUSES ON RIGHT PEOPLE AND RIGHT PROBLEMS
- IS REALISTIC-SCOPE OF PLAN MUST NOT EXCEED RESOURCES
- CONSIDERS IMPLEMENTATION DURING PLANNING PROCESS
- IS CONTINUOUS-DOES NOT STOP WITH PLAN COMPLETION
- IS FUTURISTIC-LEARNS FROM PAST; FOCUSES ON FUTURE
- CONTINUALLY QUARRELS WITH SUCCESS

VISUAL 17

GOOD PLANNERS:

- **KNOW TECHNICAL ASPECTS OF PLANNING**
- **KNOW TERRITORY (GEOGRAPHY, PEOPLE, AND PROBLEMS)**
- **HAVE GOOD LEADERSHIP, TEAMBUILDING, AND GROUP-HANDLING SKILLS**
- **KNOW HOW TO MAKE THE SYSTEM WORK**
- **HAVE CLOUT (ACCESS TO LEADERS AND RESOURCES)**
- **HAVE ENERGY AND PERSEVERANCE**

VISUAL 18

IMPORTANCE OF PLANNING PROCESS:

- **BRINGS THE PLANNING TEAM TOGETHER**
- **GETS THE TEAM TO DISCUSS THE PROBLEMS**
- **BUILDS AWARENESS OF DEPENDENCY WITHIN AND AMONG AGENCIES**
- **ENGAGING IN PROCESS FACILITATES COOPERATION WHEN EMERGENCY OCCURS**

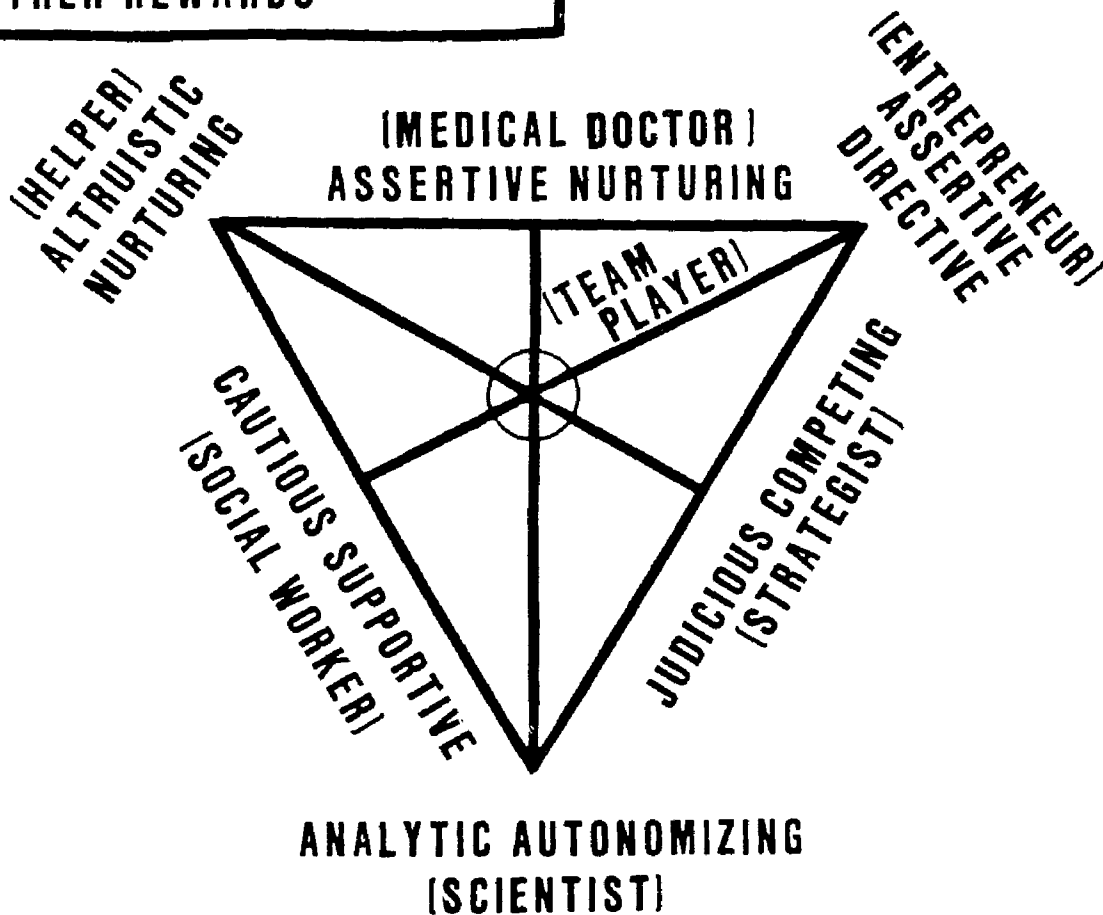
VISUAL 19

Strength Deployment Inventory

YOUR BEHAVIOR OR MOTIVATION WHEN THINGS ARE GOING WELL
AND WHEN THERE'S A CONFLICT:

DESIRES TO PROMOTE HARMONY
WITH OTHERS AND WELFARE OF
OTHERS WITH LITTLE REGARD
FOR OTHER REWARDS

MOTIVATED BY A DESIRE TO
ASSERT SELF AND DIRECT
THE ACTIVITIES OF OTHERS



SEEKS SELF-SUFFICIENCY,
SELF-RELIANCE, AND LOGICAL
ORDERLINESS

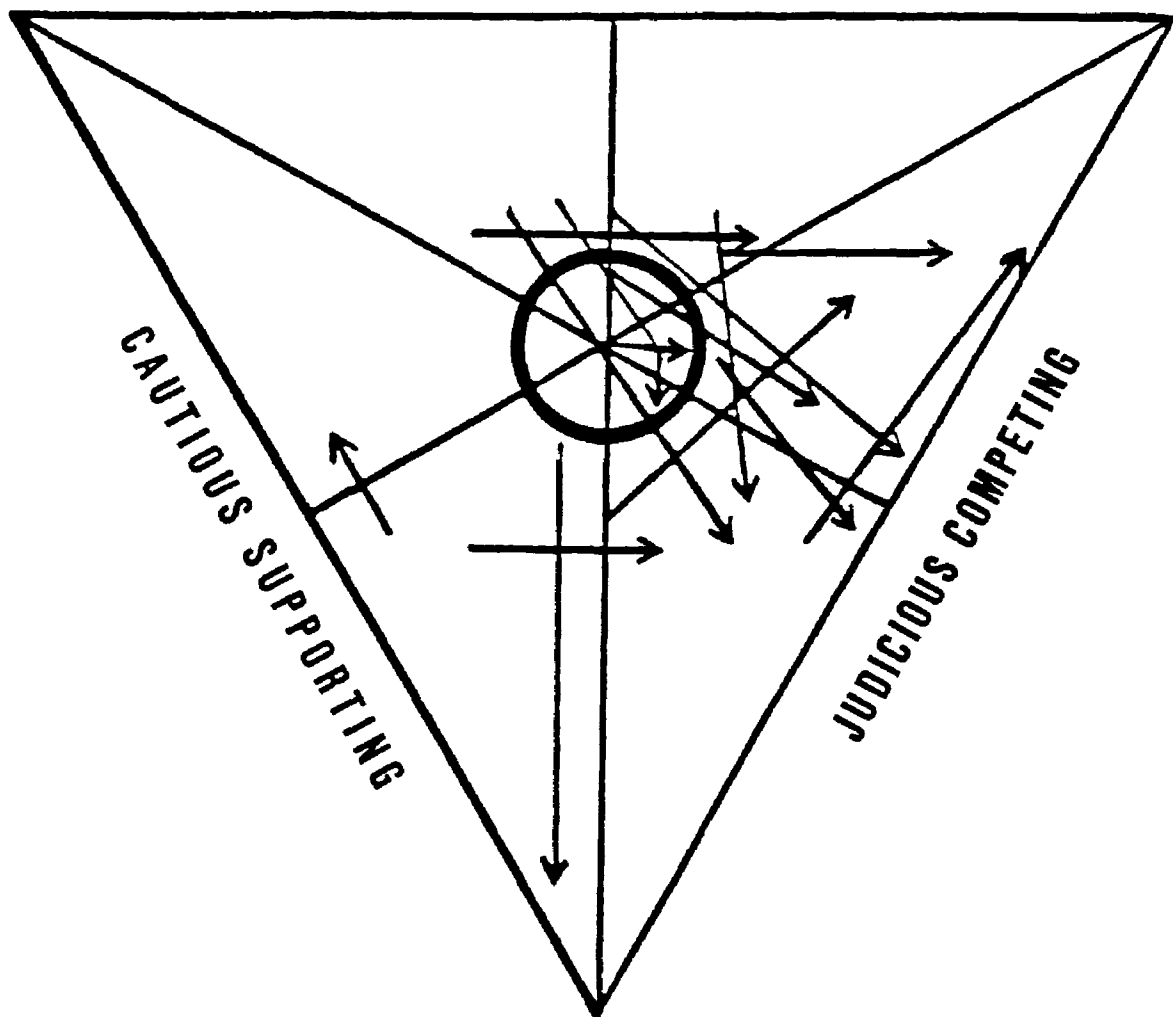
VISUAL 20

STRENGTH DEPLOYMENT INVENTORY

ALTRUISTIC
NURTURING

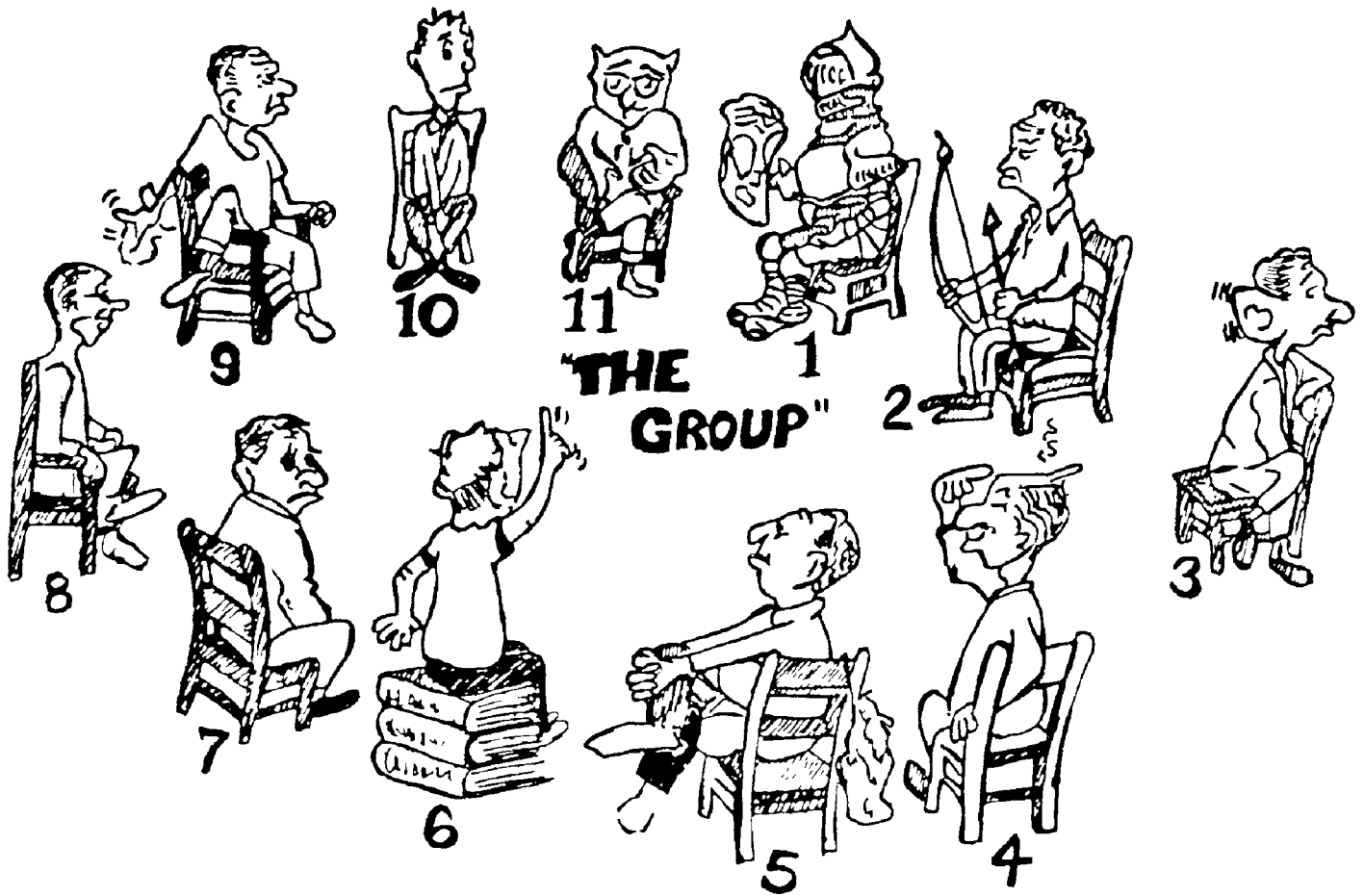
ASSERTIVE NURTURING

ASSERTIVE
DIRECTING



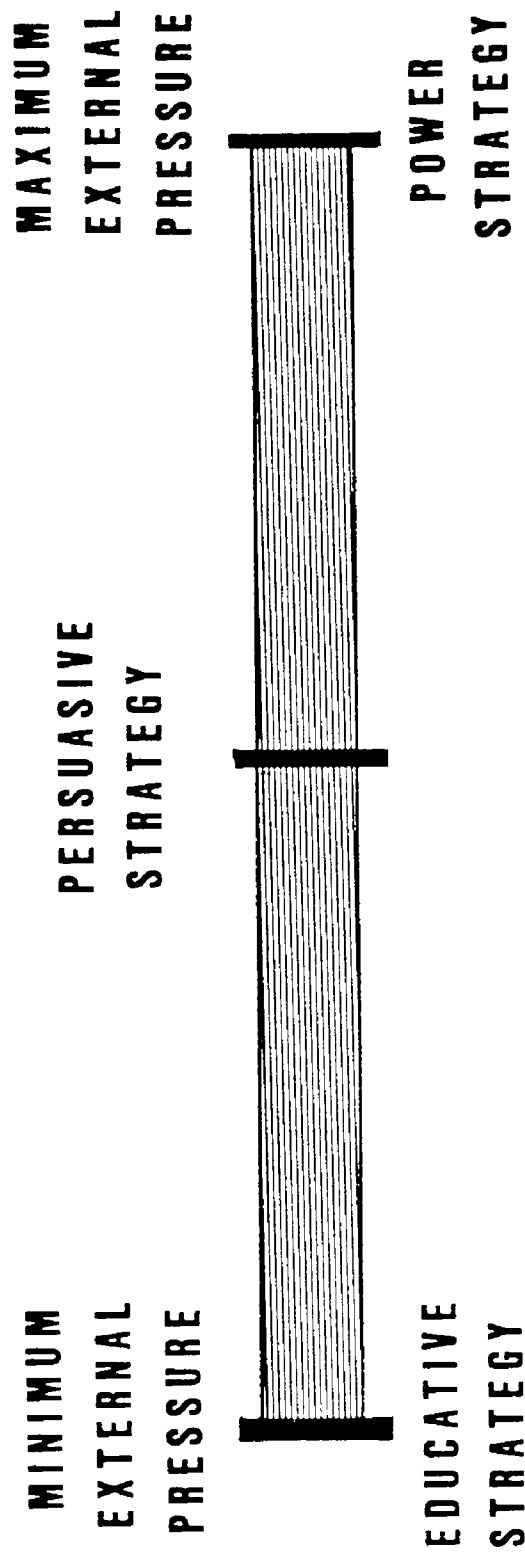
ANALYTIC
AUTONOMIZING

VISUAL 21



VISUAL 22

Planning for Change Continuum of Organizational Change Strategies



PRINCIPLES OF CHANGE

- BE DELIBERATE-PLAN THE CHANGE EFFORT
- RECOGNIZE THE IMPORTANCE OF TIMING
- LEGITIMATE THE CHANGE
- PROVIDE FOR A CLEAR PRESENTATION OF YOUR IDEAS
- GET TOP LEADERSHIP SUPPORT
- GRADUALLY BUILD SUPPORT THROUGHOUT THE PARTICIPATING GROUP
- CONTINUALLY EXPAND THE RANGE OF ORGANIZATIONAL PARTICIPATION
- MAKE THE CHANGE AS EASY TO ACCOMPLISH AS POSSIBLE
- MAKE CHANGE, ONCE STARTED, EASY TO STOP
- RESPECT EXISTING PREJUDICES
- DESIGN THE CHANGE TO PERMIT PARTICIPANTS TO LEARN FROM THE EXPERIENCE
- INSTITUTIONALIZE THE CHANGE

VISUAL 24

STEPS IN PLANNING

- DECIDE WHAT MUST BE PLANNED (WHAT FUTURE EMERGENCIES ARE LIKELY)
- IDENTIFY THE PLANNING TEAM (INCLUDE EVERYONE WHO WILL ULTIMATELY IMPLEMENT THE PLAN BUT MAY NOT INVOLVE ALL TO AN EQUAL DEGREE)
- WRITE THE PLAN (NUMEROUS DRAFTS)
- EVALUATE AND TEST THE PLAN
- PROVIDE FOR CONTINUOUS UPDATING

VISUAL 25

Managing in Turbulent Environments

PLANNING IN

PREDICTABLE ENVIRONMENTS

- LONG-RANGE
- COMPREHENSIVE
- PLAN GUIDES DECISION
- CLEAR GOALS AT START
- COMMIT RESOURCES AT START
- MANAGEMENT BY EXCEPTION (ONLY WHEN THINGS ARE GOING WRONG)
- AVOID CONFLICT
- IMPLEMENTING DESIGN

PLANNING IN

TURBULENT ENVIRONMENTS

- SHORT-RANGE
- PIECEMEAL
- DECISIONS BECOME THE PLAN
- GOALS PART OF EXPERIMENT
(MUST ACT WITHOUT CLEAR GOALS)
- COMMIT SLOWLY TO WHAT WORKS
- ASSUME THINGS WILL GO WRONG
- SEEK/USE CONFLICT
- LEARNING DESIGN

HOW YOU PLAN DEPENDS ON ENVIRONMENT

VISUAL 26

APPROACHES TO COORDINATION

Approach	Formalization	Sanction	Example
Authority	CENTRAL AUTHORITY DEVELOPS WRITTEN EXPECTATIONS	HIGH	AGENCY
Negotiation	PARTICIPATING ORGANIZATIONS DEVELOP WRITTEN EXPECTATIONS	SOME	COORDINATING COUNCIL
Influence	INFORMAL, UNWRITTEN EXPECTATIONS	ALMOST NONE	INFORMAL COMMITTEE

BARRIERS TO COORDINATION

- **THREAT TO AUTONOMY**
- **DISAGREEMENT AMONG RESOURCE PROVIDERS**
- **MULTIPLE LOCAL GOVERNMENTS AND MANY PRIVATE AND PUBLIC ORGANIZATIONS INVOLVED IN PLANNING**
- **LACK OF "DOMAIN CONSENSUS"-TURF ISSUES**
- **DISAGREEMENTS ON SERVICES TO BE PROVIDED**
- **COORDINATION IS A LOW PRIORITY**
- **COSTS AND BENEFITS ARE UNCERTAIN**
- **RESOURCES NOT AVAILABLE**

VISUAL 28

FACILITATORS TO COORDINATION

- **AGREEMENT ON GOALS AND OBJECTIVES**
- **AGREEMENT ON ROLES**
- **AWARENESS OF INTERDEPENDENCE**
- **EXISTENCE OF INFORMAL TIES BETWEEN ORGANIZATIONS**
- **AVAILABILITY OF FUNDS TIED TO COORDINATION**
- **PERCEIVED CRISIS**

VISUAL 29

NETWORKING

IDEA-INFORMAL ASSOCIATION FOR MUTUAL LEARNING AND SUPPORT

REASONS

- **COMMON PROBLEMS**
- **COMMON PROCESSES**
- **INTERDEPENDENCY/RECIPROCITY**
- **COMMON EXPERIENCE**

FUNCTIONS

- **INFORMATION/ADVICE/SUPPORT**

CHARACTERISTICS

- **NO CENTER**
- **INTERDEPENDENCE**
- **RESOURCES JOINTLY OWNED**
- **COMMUNICATION-SITUATIONAL AND TWO-WAY**

OTHER FEATURES

- **SETS ITS OWN GOALS**
- **LEADERSHIP SHIFTS**
- **CONSENSUS DECISION STYLE**
- **LITTLE MONEY**
- **NO ELITISM**
- **NOT OVERLY ORGANIZED (MAY BE A MODEST FACILITATOR)**

VISUAL 30

GOALS AND OBJECTIVES

GOALS ARE LONG-RANGE AND TELL WHAT YOU
WANT TO ACCOMPLISH.

OBJECTIVES ARE SHORT-RANGE AND TELL HOW
YOU WILL ACCOMPLISH YOUR GOAL.

VISUAL 31

What Are Interlocal Agreements?

INTERLOCAL AGREEMENTS ARE VOLUNTARY AGREEMENTS THAT PROVIDE A FLEXIBLE WAY FOR PARTICIPATING JURISDICTIONS TO POOL RESOURCES OR CONSOLIDATE SERVICES WITHOUT THREATENING LOCAL GOVERNMENT AUTONOMY OR AUTHORITY

VISUAL 32

Types of Interlocal Agreements

- **CONTRACTS-AGREEMENTS BETWEEN TWO OR MORE PARTIES THAT ARE WRITTEN, ENFORCEABLE BY LAW, AND INVOLVE PAYMENT FOR SERVICE AT A STATED PRICE**
- **JOINT AGREEMENTS-INFORMAL OR FORMAL AGREEMENTS IN WHICH GOVERNMENTS SHARE RESOURCES IN ACCORDANCE WITH A PRE-ESTABLISHED SET OF PROCEDURES**
 - **MUTUAL AID**
 - **JOINT POWERS AGREEMENT**
 - **JOINT POWERS AUTHORITY AGREEMENT**

VISUAL 33

Advantages of Interlocal Agreements

- **ENLARGE SCALE OF OPERATIONS, REDUCE UNIT COSTS, INCREASE EFFICIENCY**
- **PROVIDE SPECIALIZED SERVICES TO SMALLER JURISDICTIONS**
- **PROVIDE BACKUP AND STANDBY RESOURCES AS INSURANCE AGAINST HEAVY DEMAND DURING EMERGENCIES**
- **MAINTAIN AUTONOMY WHILE ENHANCING PERFORMANCE CAPABILITIES**
- **PROVIDE FLEXIBILITY FOR ALTERING ARRANGEMENTS AS CONDITIONS CHANGE**

VISUAL 34

Disadvantages of Interlocal Agreements

- **THE AGREEMENTS RAISE LEGAL ISSUES**
 - **WHAT LEGAL REPOSNSIBILITIES HAVE BEEN INCURRED BY ENTERING INTO THE AGREEMENT?**
 - **IS THERE CLEAR STATUTORY AUTHORITY TO ENTER INTO SUCH AN AGREEMENT?**
 - **HOW HAVE STATUTES BEEN INTERPRETED?**
- **THE AGREEMENTS CHANGE OPERATIONAL PROCEDURES AND REQUIRE CLOSER INTERJURISDICTIONAL COORDINATION TO OVERCOME**
 - **DELAYS IN CALLING FOR ASSISTANCE**
 - **NONSTANDARD EQUIPMENT**
 - **LACK OF BACKUP STAFF FOR UNITS SENT OUT**
 - **OVER-RESPONSE**

VISUAL 35

Checklist of Items to Include in an Interlocal Agreement:

- **PURPOSE**
- **FINANCE**
- **AUTHORITY**
- **PERSONNEL**
- **LEGAL ASPECTS**
- **ORGANIZATION**
- **STATUS OF REAL AND PERSONAL PROPERTY**
- **SEVERABILITY**

VISUAL 36

Why Is a Job Aid Needed?

- **REDUCES PLAN PREPARATION TIME**
- **IMPROVES QUALITY**
- **ENSURES STANDARDIZATION**
- **PROVIDES A MODEL**
- **ENABLES EMERGENCY PLANNERS TO FOCUS QUICKLY ON PLANNING ISSUES**
- **PROVIDES GUIDANCE AND DIRECTION TO RESOLVE ISSUES**

VISUAL 37

Purpose of a Job Aid

- TOOL FOR DEVELOPING ANNEX
- PROVIDE COMMON STARTING POINT
- OUTLINE GENERAL CONSIDERATIONS
- PRESCRIBE FORMAT
- SOMETHING TO BUILD ON
- OFFERS FLEXIBILITY

Job Aid Is Not

- CAST IN CONCRETE
- A QUICK FIX
- USED IN ISOLATION

JOB AID

- **SAME FORMAT AS ANNEX**
- **GOES FROM GENERAL TO VERY SPECIFIC**
- **ENCOURAGES PLANNING ALONG FOUR PHASES OF EMERGENCY MANAGEMENT:**
 - **MITIGATION**
 - **PREPAREDNESS**
 - **RESPONSE**
 - **RECOVERY**

VISUAL 39

JOB AID

PURPOSE STATEMENT

SITUATION AND ASSUMPTIONS

CONCEPTS OF OPERATIONS

DIRECTION AND CONTROL

CONTINUITY OF GOVERNMENT

ADMINISTRATION AND LOGISTICS

PLAN DEVELOPMENT AND MAINTENANCE

AUTHORITY AND REFERENCES

APPENDICES

VISUAL 40

APPENDIX B

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