Chapter Objectives

- Understand that disaster planning serves as a central means to enhance all levels of preparedness
- Explain why disaster planning is a process, not just completing a piece of paper
- Outline critical steps involved in family and household disaster planning
- Describe fundamental steps involved in organizational and community disaster planning
- Identify career paths in disaster planning as well as volunteer opportunities
Key Points

- People are not well prepared and lack plans because they:
  - Are too busy
  - Have other priorities
  - Can’t afford it
  - Don’t like to think about it
- Businesses often lack sufficient plans for somewhat similar reasons
- Planning is a process
Planning as a Process (Quarantelli)

- Disasters are different from day to day accidents and emergencies
- A plan is **not the final outcome** of disaster planning
  - Because planning never stops
- Creating a plan means assuming a generic approach toward planning (**all hazards approach**)
  - Not creating a plan for each specific type of hazard
Plans must assume that the following will occur:

- Unpredictable events
- Improvisation
- Group emergence

Plans must focus on coordination and flexibility, not on maintaining a rigid command and control bureaucracy.

Planning process goal:

- Create a set of general guidelines or principles for a disaster response
Planning as a Process (Cont.)

- Disaster plans and the planning process must
  - Avoid integrating myths:
    - Mass hysteria
    - Panic
    - Looting
    - Incorrect assumptions of general anti-social behavior
    - Stress people working together on the plan within organizations and across organizations (not in a silo)
  - Be guided by the science of disaster behavior
- Although disaster planning is part of the preparedness phase of disasters, planning should also integrate mitigation, response and recovery
More Key Points

- Planning is an iterative process; not a piece of paper or “snapshot in time”
- Network, network and network some more; “you do not want to be exchanging business cards at a disaster”
- Collective effort
  - Resources
  - Specialists
- Football game example
Types of Planning

- Emergency management life cycle planning
  - Response Plans = Emergency Operations Plans (EOPs)
  - Recovery
    - Pre-event recovery planning (rarely occurs – i.e. LA)
    - Post-event recovery and mitigation planning (more common – Gulf Coast after Hurricanes Katrina and Rita)
  - Business Continuity Planning and COOP
    - Reflects all four disaster phases
    - Must cover both direct and indirect impacts
    - Larger organizations tend to have more resources to plan
Personal and Household Level Planning

- Identify area hazards
- Make a plan
  - Communications
  - Transportation
  - Reunification
- Create a ready kit
- Determine protective actions by hazard
- Assist vulnerable household members and neighbors
  Remember pets
Community Based Planning

- Involve the public to the extent possible
  - Leverage social capital that people bring to the planning process
- Involve a wide range of stakeholders to increase bridging social capital
  - Create a planning team consisting of representatives from various sectors
- Diversify outreach and informational campaigns to reach a broad base of the community
Strategies to Involve the Public

- Electronic Tools
  - Social media
  - Websites
  - Online surveys
  - Electronic town halls

- Face-to-Face Tools
  - Planning Charettes
  - Public meetings
  - Workshops
  - Field trips

Source: Natural Hazards Center & Public Entity Risk Institute, 2006
State Planning Guidance

- The federal government generally provides disaster guidance for state (and local) government

- State’s role:
  - Follow federal guidelines and provide training opportunities for state and local governments
  - Model planning processes on federal recommendations
  - Request disaster declarations for affected communities
    - Assistance may be subject to cost sharing
State Planning Guidance (Cont.)

- Comprehensive Preparedness Guide (CPG) 101
  - Two part document
    - Main document; details for planners who want depth
    - Appendix
      - Summarizes the planning process in the main document
      - Presents a guide for the content of an emergency plan
  - Linkage of individuals and organizations involved in emergency operations through planning
  - Emphasis on community-based planning
State Planning Guidance (Cont.)

- Comprehensive Preparedness Guide 101 (Cont.)
  - Provides an explanation of the planning environment
    - Details the relationship between federal response plans and state and local emergency operations plans
  - Identifies two perspectives
    - National level
      - Looks at how/when federal government adds its resources to a community’s response plan
      - Focuses more on supporting hazard-specific disasters
    - State/Local level
      - Focuses on all hazards
National Planning Guidance

- National level planning guidance varies from country to country
- May emerge based on events
- United States:
  - FEMA/DHS lead national planning efforts
    - National Response Framework (NRF)
  - National Incident Management System (NIMS)
    - Standard means to respond to a disaster
    - Based on Incident Command System (ICS)
      - Used by fire departments since 1970s
Emergency Support Functions (ESF)

- ESF #1 - Transportation
- ESF #2 - Communications
- ESF #3 - Public Works and Engineering
- ESF #4 - Firefighting
- ESF #5 – Information and Planning
- ESF #6 - Mass Care, Emergency Assistance, Temporary Housing and Human Services
- ESF #7 - Logistics
Emergency Support Functions (ESF) (Cont.)

- ESF #8 - Public Health and Medical Services
- ESF #9 - Search and Rescue
- ESF #10 - Oil and Hazardous Materials
- ESF #11 - Agriculture and Natural Resources
- ESF #12 - Energy
- ESF #13 - Public Safety and Security
- ESF #14 - Superseded by the National Disaster Recovery Framework
- ESF #15 - External Affairs
Incident Command System (ICS)

- Has authority and responsibility for conducting incident operations
- Manages tactical operations at the incident site

General Staff

Operations Section Chief
Planning Section Chief
Logistics Section Chief
Finance/Administration Section Chief

Command Staff
- Public Information Officer
- Safety Officer
- Liaison Officer
National Planning Guidance (Cont.)

- NIMS Issues:
  - Questions about effectiveness in a disaster
    - Flexibility
    - Use in large-scale events
    - Training
  - Federally-set policy with no studies demonstrating effectiveness
    - Limited studies show variation of understanding across various levels
  - Made compliance a requirement to receive federal funding
Cross National Guidance

- Disasters do not respect national boundaries
  - Nations must work together to plan for various threats
- Example: Influenza pandemics
  - 1918-1919; Spanish flu killed an estimated 20-50 million people worldwide
- Pandemics can cause considerable social disruption
- Cannot be eliminated and must be planned for
World Health Organization (WHO) activation levels for pandemic planning

- Inter-pandemic Period
  - Phase 1 - No new strains in humans; may be present in animals
  - Phase 2 - Virus circulating in animals
- Pandemic Alert Period
  - Phase 3 - Human illnesses develop, but not transmitted to other humans
  - Phase 4 - Illness is transmitted in small, localized clusters
WHO activation levels for pandemic planning (Cont.)

- Pandemic Alert Period (Cont.)
  - Phase 5 - Larger clusters; still localized pandemic possible

- Pandemic period
  - Phase 6 - Rapid spread across populations and locations

- Post Pandemic Period
  - Return to normal

EU coordinates activation levels across 27 nations using WHO criteria
Figure 7.5 World Health Organization Pandemic Planning Recommendations

1. Prepare for the Emergency
   - Convene a community-based planning team to conduct risk assessment, plan communications, and consider legal and ethical issues. Develop a response plan based on pandemic phase.

2. Surveillance
   - Gather information on the pandemic breakout and increase surveillance as events warrant.

3. Case Investigation and Treatment
   - Initiate diagnosis using appropriate laboratories, investigate epidemiologically, and manage clinics.

4. Preventing the Spread of the Disease in the Community
   - Initiate public health measures including social distancing and quarantine; vaccinate, use anti-virals.

5. Maintain Essential Services
   - Ensure health services can be offered. Respond to patient surge with additional personnel and resources.

6. Research and Evaluation
   - Investigate to determine the full implications of the outbreak and identify recommendations for future events.

7. Implementation, Testing and Revision of the Plan
   - Plans should always be revised based on the previous event for empirically verified lessons learned.
Pandemic Planning Principles
For Socially Vulnerable Populations

- Identify historically disadvantaged populations as those most likely to be affected by a pandemic
  - Poor
  - Political minorities
  - People without health insurance
- Involve these populations in the planning process for a potential pandemic
- List and design solutions for special needs that may exist within the population
Working and Volunteering in Planning

- **Working**
  - Planners
    - Community development
    - Emergency management
    - Public health
    - Businesses
  - Exercise and training specialists, consultants

- **Volunteering**
  - Join your local mitigation planning team
  - Participate in exercises and TTXs
Questions?

Interim Plan

Our Disaster Recovery Plan Goes Something Like This...

HELP! HELP!

Final Plan Under Construction

DILBERT

by Scott Adams