Chapter 7
Planning

Chapter Objectives
1) Understand that disaster planning serves as a central means to enhance all levels of preparedness
2) Explain why disaster planning is a process, not just completing a piece of paper
3) Outline critical steps involved in family & household disaster planning
4) Describe fundamental steps involved in organizational & community disaster planning
5) Identify career paths in disaster planning as well as volunteer opportunities

Key Points
• People are not well prepared & lack plans
  • Too busy
  • Other priorities
  • Can’t afford it
  • Don’t like to think about it
• Businesses often lack sufficient plans
• Planning is a process
Planning as a Process
(Quarantelli)

• Disasters are different from day to day accidents & emergencies
• A plan is not the final outcome of disaster planning
  • because planning never stops
• Creating a plan means assuming an agent-generic approach toward planning
  • NOT creating a plan for each specific type of hazard

Planning as a Process (cont.)

• Plans must assume that the following will occur:
  • Unpredictable events
  • Improvisation
  • Group emergence
• Plans must focus on coordination & flexibility, not on maintaining a rigid command & control bureaucracy
• Planning process goal:
  • Should create a set of general guidelines or principles for a disaster response

Planning as a Process (cont.)

• Disaster plans & the planning process must:
  • Avoid integrating myths
    • Mass hysteria
    • Panic
    • Looting
    • Other incorrect assumptions of general anti-social behavior by the victims
  • Stress people working together on the plan within organizations & across organizations
  • 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 & recovery
TWO KEY POINTS
1) Planning is a process, not a piece of paper
2) Networks, networks, & more networks

Types of Planning
• Planning Across the EM Life Cycle
  • Response Plans/Emergency Operations Plans (EOPs)
  • Recovery
    • Pre-Event Recovery Planning (rarely occurs)
    • Post-Event Recovery Planning & Mitigation Planning (much more common)
• Business Continuity Planning
  • Must cover both direct & indirect impacts
  • Larger firms tend to have more resources to plan

Personal & Household Level Planning
• Identify area hazards
• Make a plan
  • Communications
  • Reunification
• Create a ready kit
• Determine protective actions by hazard
• Assist socially vulnerable household members & neighbors with advance planning
• Remember pets
Community Based Planning

• Involve the public to the best degree possible
  • Leverages 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 reps from various sectors
• Diversify outreach & informational campaigns to reach a broad base of the community

Strategies to Involve the Public
Source: Natural Hazards Center & Public Entity Risk Institute - 2006

• Social media
• Websites
• Online surveys
• Electronic town halls
• Planning Charettes
• Radio/TV call in shows
• Public meetings
• Workshops
• Field trips

State Planning Guidance

• The federal govt. generally provides disaster guidance for state (& even local) govt.s
• State’s role:
  • Follow federal guidelines and provide training opportunities for state/local govt.s
  • Model their planning processes upon federal recommendations
  • Request disaster declarations for affected communities/the state
    • Assistance may be subject to cost share
State Planning Guidance (cont.)
- FEMA, Comprehensive Planning Guidance (CPG) 101
  - Two part document
    1) Main document - Provides details for planners who want depth
    2) Appendix
      - Summarizes the planning process outlined in the main document
      - Presents a guide for the potential content of an emergency plan
  - Main theme is establishing linkages of individuals & organizations involved in emergency operations through planning
  - Special emphasis on community-based planning

State Planning Guidance (cont.)
- FEMA, Comprehensive Planning Guidance (CPG) 101 (cont.)
  - Also provides an explanation of the planning environment
    - Details the relationship between federal-level response concept plans & state & local emergency operations plans
  - IDs two perspectives
    1) National level
      - Looks at how & when federal govt. adds its resources to a community’s response plan
      - Focuses more on supporting hazard-specific disasters
    2) State/Local level
      - Focuses on all hazards

National Planning Guidance
- National level planning guidance varies from country to country
- May emerge based on events
- US:
  - FEMA/DHS lead national planning efforts
    - National Response Framework (NRF)
    - NIMS (National Incident Management System)
    - Based on ICS (Incident Command System)
ICS Structure

- Incident Commander
  - Public Information Officer
  - Safety Officer
  - Liaison Officer
- Finance
- Operations
- Logistics
- Plans

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 Influenza killed an estimated 20-50 million people worldwide
  - Pandemics can cause considerable social disruption
  - Cannot be eliminated; must be planned for
Cross-National Guidance - WHO Activation Levels for Pandemic Planning

• Interpandemic Period
  • Phase 1 - No new strain in humans, but 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
  • Phase 5 - Larger clusters, but still localized pandemic possible

• Pandemic period
  • Phase 6 - Rapid transmission across populations & locations

• Post Pandemic Period
  • Return to normal

Pandemic Planning Principles For Socially Vulnerable Populations

• ID historically disadvantaged populations as among those most likely to be affected by a pandemic
  • Poor
  • Political minorities
  • People w/o health insurance

• Involve these populations in planning for a potential pandemic

• List & design solutions for special needs that may exist within the population

Working & Volunteering in Planning

• Working
  • Planners
    • Community development
    • Emergency management
    • Public health
    • Businesses
  • Exercise & training specialists, consultants

• Volunteering
  • Join your local mitigation planning team
  • Participate in exercises & tabletops