

Understanding the “Paper Plan Myth”

- Valid Assumptions
- Interorganizational Perspective
- Adequate Resources
- Participant Acceptance

Workshop Tasks

Group 1 – What is the command and control myth?

Group 2 – What are five key criticisms of the bureaucratic norm model?

Group 3 – What are two case examples that document criticisms of the bureaucratic norm model (4 illustrations)?

Group 4 – What are the key ideas that define the Emergency Human Response Model (EHRM) of disaster planning?

Criticisms of the Bureaucratic Norm Model

- Excess time creating planning documents
- Plan creators assign themselves authority
- Centralized authority
- Assumptions of chaos
- Emergent behavior as dysfunctional
- Specialized organization structures
- Top down communication

Source: Adapted from Dynes, Russell R. 1994. "Community Emergency Planning: False Assumptions and Inappropriate Analogies." *International Journal of Mass Emergencies and Disasters* 12:141-158.

Case Examples

- Failure: emergent norms
- Failure: collective behavior theory
- Failure: pre-existing structures
- Failure: bureaucratic theory
- Failure: research methods

Source: Adapted from Neal, David M. and Brenda D. Phillips. 1995. "Effective Emergency Management: Reconsidering the Bureaucratic Approach." *Disasters: The Journal of Disaster Studies and Management* 19:327-337, pp. 330-333.

The Problem Solving Model

- Limited Disorganization
- Coping Capacities Remain
- Existing Social Structure
- Resources for Problem Solving
- Decentralized Decision Making
- Coordination

Source: Adapted from Dynes, Russell R. 1994. "Community Emergency Planning: False Assumptions and Inappropriate Analogies." *International Journal of Mass Emergencies and Disasters* 12:141-158.

Key Insights

- Flexibility
- Coordination
- Communications
- Contingencies
- Emergency Public Information and Media Relations Procedures
- Integration of Federal Assets Into Local Response
- Support Services

Source: Adapted from Federal Emergency Management Agency. 2002. *Managing the Emergency Consequences of Terrorist Incidents: Interim Planning Guide for State and Local Governments*. Washington, D.C.: Federal Emergency Management Agency, pp. 3-4.

Elements of the Basic Plan

- Introductory Material
- Purpose
- Situation and Assumptions
- Concept of Operations
- Organization and Assignment of Responsibilities
- Administration and Logistics
- Plan Development and Maintenance
- Authorities and References

Source: Adapted from Federal Emergency Management Agency. 1996. *Guide for All-Hazard Emergency Operations Planning*. Washington, D.C.: Federal Emergency Management Agency, pp. 4-1 through 4-16.

Functional Annex Content

- Direction and Control
- Communications
- Warning
- Emergency Public Information
- Evacuation
- Mass Care
- Health and Medical
- Resource Management

Source: Adapted from Federal Emergency Management Agency. 1996.
Guide for All-Hazard Emergency Operations Planning. Washington, D.C.:
Federal Emergency Management Agency, pp. 5-1 through 5-H-22).

Hazard Specific Annexes

- Earthquake
- Flooding and Dam Failure
- Hazardous Materials
- Hurricane
- Lethal Unitary Chemical Agents and Munitions
- Radiological Hazards
- Terrorism
- Tornado

Source: Adapted from Federal Emergency Management Agency. 1996. *Guide for All-Hazard Emergency Operations Planning*. Washington, D.C.: Federal Emergency Management Agency, pp. 6-1 through 6-H-4 and Federal Emergency Management Agency. 2002. *Managing the Emergency Consequences of Terrorist Incidents*. Washington, D.C.: Federal Emergency Management Agency, pp. 9-20.

Basic Steps

- Research
- Development
- Validation
- Maintenance

Source: Adapted from Federal Emergency Management Agency. 1996. *Guide for All-Hazard Emergency Operations Planning*. Washington, D.C.: Federal Emergency Management Agency, pp. 2-3 through 2-12.

Lessons From TOPOFF 2

- Test Cities: Seattle and Chicago
- EOCWEB Application
- Video-Conferencing System
- Business Emergency Network
- Red Alert Perceptual Gap

Source: Adapted from Mullen, Jim. 2003. "Lessons Learned From the Seattle TOPOFF Exercise." *IAEM Bulletin 2* (No. 7):1, 10.

Planning Steps Before Hurricane Elena

- Initial Planning
- Warning and Communication System
- Transportation Needs
- Transfer Agreements
- Guidelines
- Training

Source: Adapted from Daines, Guy. 1991. "Planning, Training, and Exercising." Pp. 161-200 in *Emergency Management: Principles and Practice for Local Government*, edited by Thomas E. Drabek and Gerard J. Hoetmer. Washington, D.C.: International City Management Association, pp. 161-166.