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PRELIMINARY PAPER
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DRAFT OUTLINE OF REPORT ON
IMPLEMENTING COMMUNITY DISASTER PLANNING*

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Preface

This report consists of eight chapters. Each chapter deals with a major issue in regard to the implementation of disaster planning, indicates central questions with respect to that issue, and makes some major points in relation to each question. The discussion in all cases is based on what studies of actual situations show and in this sense is grounded in research-derived findings rather than being based on unrealistic suppositions or desirable but unattainable ideal circumstances. A basic theme running throughout the report is that implementation of disaster planning cannot be achieved through the mechanical application of a fixed set of procedures but requires instead a careful analysis of the particular constellation of conditions present in each individual case, and a willingness of some organization such as local civil defense to take the initiative in developing and/or maintaining community emergency plans.

The chapter headings are listed below:

I. The Role of Civil Defense in Community Disaster Planning
II. Key Assumptions in Implementing Planning
III. Role of the Public in Implementing Planning
IV. Context of Implementing Planning
V. Implementing Planning in Community Organizations
VI. Total Community Planning
VII. Utilizing Extra Community Resources in Implementing Disaster Planning
VIII. Utilizing Opportunities for Implementing Disaster Planning

An annotated bibliography will also be included in this report.
Chapter I. The Role of Civil Defense in Community Disaster Planning

This chapter attempts to clarify the two key terms involved and the nature of the relationship between the two elements involved.

Question: What is community disaster planning?

Key point: Community disaster planning is an attempt to anticipate potential problems and to project appropriate solutions. It involves a continuous process of developing procedures for handling certain kinds of problematical situations, and which some organization has to initiate and/or sustain. Only if both things are done can it be said that there is real implementation of planning.

Basic principles of planning are listed and discussed. Thus it is stressed that planning should focus on principles rather than details, on probabilities rather than extreme cases, and on the conveyance of information rather than the production of a written document as such. In this respect planning should concentrate on educating oneself and others about what can be anticipated to happen, what the problems will be, and what are the most efficient and effective responses possible in a community emergency.

Question: What is the relationship between civil defense and community disaster planning?

Key point: In principle the local civil defense is the key organization to implement community disaster planning, but in actual fact the capability and willingness to do so varies tremendously in different communities. The variation in part stems from the fact that local civil defense offices vary considerably in the range of tasks undertaken, the degree of saliency they have, and the kind of legitimacy that they are accorded. Only a civil defense organization that has clear cut tasks, has high saliency and is recognized as legitimate can easily implement disaster plans. A good community position can lead to good planning.

The implications of the circular nature of this problem are discussed. (For, implementation of disaster plans leads to clarity of tasks, community saliency and substantial legitimacy or a generally good position in the community.) It is generally suggested that initially the weakest side of the problem be worked at first. Thus, if a civil defense organization has already developed plans, its community position should be strengthened, and conversely, if the current community position is good, then effort ought to be directed at developing disaster planning.
Chapter II. Key Assumptions in Implementing Planning

This chapter attempts to make explicit several basic assumptions that are being made.

Question: What is the starting point in implementing planning?

Key point: Each community will have different starting points and therefore, there will be somewhat different problems in implementing planning. Partly for the reasons indicated in the previous chapter, different local civil defense agencies will occupy different positions in their respective communities. Consequently, there is no one master implementation scheme that can be imposed or developed that would universally hold for all communities although some general principles can be advanced.

The somewhat unique position of local civil defense in being perceived in one sense as somewhat of an "outside" organization in the local community is considered. There are both advantages and disadvantages to this position. In general, it probably is helpful in the initiation of overall community planning, but may be more of a problem in the later stages of implementing disaster planning. If truly effective disaster planning is to be implemented, the local civil defense agency has to be seen as a truly local entity even though it may have some formal ties and relationships with extracommunity organizations.

Question: What is the objective in implementing planning?

Key point: What has to be "sold" is disaster planning, not the agency implementing it. Too often in the past, effort has been directed toward gaining acceptance of the civil defense organization rather than the activities it undertakes. Thus, the objective is an explication of the advantage and need of local community disaster planning, not the creation or enlargement of another government agency. Advantages and needs are not always self-evident and must be made explicit.

The nature of different resistances to implementing planning is examined. It is pointed out that in all cases some obstacles and objections will be encountered; this is natural and to be expected. Resistances should not be discounted or ignored, but instead a special effort must be made to understand the perspective of objecting groups and officials.
Chapter III. Role of the Public in Implementing Planning

This chapter explores what the role of the public can and should be in implementing planning.

Question: What is the general public attitude toward civil defense and disaster planning?

Key point: The evidence indicates that attitudes of the population at large are generally favorable towards both civil defense and disaster planning. However, it is necessary to recognize that a favorable orientation is strongest for the abstract idea; it is probably less favorable for specific implementation particularly if there are costs involved. Furthermore, the general public is more likely to be positive regarding disaster planning than it is for civil defense, regarding which a vocal minority of the population has strong objections because of nuclear war implications. In addition, public support or lack of support is only partly correlated with the views and attitudes of other organizations and community officials.

Question: What degree of public involvement in implementing planning is necessary?

Key point: There is a considerable mythology about the crucial need of grass root or direct mass participation in planning. This is a view that widely prevails in many other areas also, but its widespread nature is more an ideological than an actual fact. Initiation of planning in particular is best undertaken by some key group with sensitivity to possible public reactions. Selective inputs from public groups is also desirable, and is to be obtained by consultation with major community organizations and representatives of important segments of the population.

Question: In what ways is public involvement important in implementing disaster planning?

Key point: The public is crucial not in terms of its involvement in participation but in relation to its awareness and knowledge of the disaster planning undertaken. As already noted, feedback from the public is necessary at all stages of the planning process. This requires therefore that the public be kept well and fully informed about what is planned and that deliberate efforts be made to ascertain what is seen as objectionable, disturbing or questionable to the public in general. In the long run, any disaster plan can be effective only to the degree that community residents and groups have knowledge of and accept their projected roles in the emergency planning undertaken.
Chapter IV. Context of Implementing Planning

This chapter indicates part of the larger social context within which local community disaster planning must take place.

Question: What is the larger social context within which any planning must take place?

Key point: In all situations, it is necessary to take into account at least four larger contexts within which implementation of disaster planning must take place. These are the political/legal context; the jurisdictional context; the context of the existing state of overall community and organizational emergency planning apart from civil defense; and the historical context regarding disasters, disaster planning, and civil defense that exists in a given locality. While these four are not the only factors operative, they are present in all cases to some degree. Attempts at implementing disaster planning which do not take them into account are doomed to be failures.

Question: What is important in the political/legal context with regard to the implementation of disaster planning?

Key point: At some point realistic community disaster planning involves certain kinds of political decisions and certain kinds of legislation. There is sometimes a strong tendency to assume or perhaps pretend that planning and its implementation is primarily a technical and administrative problem. To do so is to be totally unrealistic. The political/legal context is more of a permissive rather than determinative context, however.

Question: What is important in the jurisdictional context with regard to the implementation of disaster planning?

Key point: Different jurisdictions are always involved in any kind of good planning and in the implementation of disaster plans. In fact, one mark of a good plan is that it relates possible different jurisdictional responses into a coordinated disaster planning effort. Furthermore, because of a trend toward metropolitan governments and coordinating governmental councils at the local community level, the jurisdictional problem is becoming more acute. There is a need to be imaginative and innovative in planning because of this.

Question: What is important about the context of existing overall community and organizational planning (apart from civil defense), for the implementation of disaster planning?

Key point: The greater the degree of non civil defense planning already existing in a community, the greater will be the difficulty of civil defense in implementing the planning. This is true whether
this be overall community disaster planning or organizational emergency planning. However, even in these situations, it is likely gaps in planning exist which the local civil defense can utilize to press its case. In some rare instances, it is possible that civil defense cannot become a salient organization in the community, but this does not preclude it from playing a role in implementing disaster planning.

Question: What is important about the historical context in affecting the implementation of disaster planning?

Key point: All communities have some images about disasters, disaster planning and civil defense. These images are usually based on past experiences or perceptions, although they are not necessarily valid or correct ones. In many communities, the historical image (e.g., that civil defense is exclusively nuclear oriented or that its personnel are primarily patronage beneficiaries) is of such a nature as to provide a hindrance to the development of disaster planning by civil defense. In some cases, effort might have to be spent to dispel the image left from the historical context if effective implementation of community emergency planning is to be achieved.
Chapter V. Implementing Planning in Community Organizations

This chapter notes that while community organizations are the key units in emergency planning, the different types of such organizations have to be taken into account in implementing disaster planning.

Question: What are the critical units within a community in disaster operations?

Key point: In actual disaster operations, many elements of the community do become involved -- individuals, family units, neighborhoods, public and private organizations, and so on. The totality of this effort is usually called the community effort. The most significant elements of this effort are found in the activities of the various community organizations. These organizations are able to effectively mobilize resources to cope with the demands which the disaster agent creates. Neither individuals nor family units possess the resources necessary to cope with such problems, although both individuals and family units can provide added and supplemental assistance. Individual and family unit assistance is usually effective primarily because they supplement on-going organizational activity. So organizations are the key units within the community and should be initially the major focus of the effort to implement disaster planning.

Question: Which community organizations should be involved in disaster planning?

Key point: Every community has a variety of organizations but all are not equally relevant or do not become equally involved in disaster tasks. One might list by name the various organizations that may become involved but the identification process of such organizations can be clarified by noting that some community organizations have, as a part of their "charter," a responsibility to become involved in tasks when emergencies occur. These would be illustrated by police and fire departments, hospitals, and so on. In addition, there are organizations which have resources that can become useful in emergency situations. Taking these two distinctions into account, four different types of community organizations can be derived. See the Table on the next page.
Type Of Community Organization

<table>
<thead>
<tr>
<th>Description</th>
<th>Examples</th>
<th>Organizational Character</th>
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<tbody>
<tr>
<td></td>
<td></td>
<td>Community</td>
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<td></td>
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<td>Emergency</td>
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<tr>
<td>Community Emergency</td>
<td>Police, Fire,</td>
<td>+</td>
</tr>
<tr>
<td>Organizations</td>
<td>Red Cross, etc.</td>
<td>+</td>
</tr>
<tr>
<td>Community Relevant</td>
<td>Welfare, Religious</td>
<td>+</td>
</tr>
<tr>
<td>Organizations</td>
<td>and Service Organizations, etc.</td>
<td>-</td>
</tr>
<tr>
<td>Emergency Relevant</td>
<td>Contractor, Department Store</td>
<td>-</td>
</tr>
<tr>
<td>Organizations</td>
<td>with trucks, etc.</td>
<td>+</td>
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<tr>
<td>Nonrelevant Organizations</td>
<td>Luxury, retail stores,</td>
<td>-</td>
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<td></td>
<td>Entertainment Establishments,</td>
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<tr>
<td></td>
<td>etc.</td>
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If these four types of organizations are seen as a set of concentric circles, the degree of importance to disaster operations and thus the critical necessity for prior planning becomes apparent.
Question: Should disaster planning be the same for all organizations?

Key point: The answer is obviously no. For certain organizations, disaster planning is critical, but for others, it can be very restricted. For those organizations which have been called non-relevant for the total community response, the primary attention of disaster planning should be on how to maintain the organization during disaster impact at minimum levels. Such organizations often close down completely and thus provide manpower resources which can be utilized by other involved organizations. In these
organizations, the focus should be on self-maintenance in which demands made on other community organizations are minimized. In other words, in organizations which are not going to be involved, the major emphasis on disaster planning should be to minimize their dependence on the other organizations which will be critically involved in disaster operations. The logic for this is to reduce the overall demands which are made on emergency organizations to partially offset the increased demands created by disaster impact. Other differences in approaches to implementing disaster planning will be noted in subsequent sections.

Question: What should be the approach toward implementing disaster planning in emergency relevant organizations?

Key point: The focus of disaster planning in emergency relevant organizations should initially include attention to the maintenance of the organization in disaster situations so that demands on other organizations can be minimized. In addition, since these organizations already possess resources which can and will be important for disaster operations, they should be primarily concerned with thinking out the mechanisms by which they can allocate the resources they possess to the larger community system. Such organizations do not need elaborate plans which involve complex behaviors in the case of threats. Such organizations are primarily "stand-by" arms of the community and are not utilized until need is extensive. In "normal" emergencies, these organizations are seldom needed.

The planning focus within such organizations can be concentrated primarily at the top level of such organizations and does not need to involve, except in the most rudimentary manner, all segments of the organization. The primary problem of these types of organizations is centered on questions as: Where in the organization is the authority which would release the resources of the organization? Through what channels does the request come? What are critical points of the emergency system which will involve the organization?

Another major focus of disaster planning for emergency relevant organizations should be in the creation of an atmosphere which emphasizes the obligation of such organizations to become involved when they are "needed." Many of these organizations are private and profit oriented. Their involvement comes about from "desire," not legal requirement. So much of the implementation of disaster planning depends on the creation of a sense of obligation on the part of such organizations that they should and will contribute part of the resources they possess, if needed. So, much of disaster planning will be focused on creating this sense of obligation among those organizations which do possess relevant resources.
Question: What should be the approach toward implementing disaster planning in community relevant organizations?

Key point: In contrast to the emergency relevant organizations, community relevant organizations have the willingness to help, but have a minimum of other resources. Generally, such organizations do have potential manpower reserves. Disaster planning within such organizations should focus on the orderly mobilization of these manpower reserves and the process of acquiring other resources within the community which will be necessary for their operations. The concern with orderly mobilization should involve some rudimentary plans for alerting organizational members, incorporating volunteers, providing resources for their own personnel so that dependence on other organizations is minimized.

In addition, the planning for those at top levels of such organizations should be focused on a knowledge of where the resources that they might need can be acquired and the various mechanisms which are necessary for their acquisition. For example, if an organization becomes involved in a large scale shelter operation, they need to know where such facilities are, how they can be obtained and how they can be staffed and provided.

Question: What should be the approach toward implementing disaster planning in community emergency organizations?

Key point: Such organizations have a willingness and responsibility to help in emergencies and also possess resources which are necessary in "normal" emergencies. In such organizations, the day-to-day base on which these organizations respond to emergencies needs to be extended to meet the increased demands which can develop from disaster impact. In addition, since such organizations usually possess a balance of resources which allow coping with their ordinary emergencies, planning should focus on the possible increased needs for these resources. In particular, needs for additional manpower and the utilization of this manpower should be given attention. Ways in which this manpower can be introduced and organized without disrupting the usual routine needs to be explored.

One major consideration which needs to be emphasized in planning centers around the increased interdependence among organizations. This new interdependence is a by-product of disaster impact. Most community emergency organizations work out mechanisms of coordination among themselves as they work out "normal" emergencies. Disaster impact and the tasks that it creates involves a large range of community organizations which have not before worked together in the same fashion. Therefore, increased attention has to be given, particularly in the community emergency organizations, to the ways in which all organizations can be linked together. This means more attention has to be given to liaison between and among the whole range of organizations. This is particularly critical in planning within community emergency organizations since they become the focal point of community activity.
Question: Are there general concerns for implementing planning that apply to all types of organizations?

Key point: There are certain general themes of disaster planning which do cut across all organizations. In general, planning should focus on broad principles or operations, and not be preoccupied with details. Within each organization, there should be concern with ways in which they can mobilize and allocate resources in a fashion which minimizes dependence on other involved organizations, particularly the community emergency organizations. Also, a primary concern should be to make disaster responsibility and the outlines of disaster operations an integral part of the expectations and routine of each organization.

Since disaster impact creates changes in the environment of every organization within the community, certain mechanisms of information and intelligence gathering have to be developed which provide organizations information as to the initial consequences of the disaster agent. What have been the effects of the disaster agent? What tasks did it create which are the responsibility of the organization? What effect has the disaster agent had on the resources and operations of the organization itself? Information sought about the actual impact is a critical dimension which is seldom incorporated in disaster planning. It should be.

In addition, since disaster impact creates greater interdependence among organizations, particular consideration has to be given to developing linkages among organizations. Only in this way can the actual tasks which have been created be adjusted to the pre-disaster definitions of responsibility. In addition, each organization has to be concerned with the overall planning and operation in order to understand how the specific organizations fit into the total pattern. The more adequately an organization can visualize the nature of the role that it will play in various types of emergencies, the more adequately it can realistically think out the dimensions of its own anticipated tasks.

Question: How does implementing disaster planning differ from other types of organizational planning?

Key point: In many ways, disaster planning does not differ from any other attempts on the part of organizations to plan. Both types involve attempting to anticipate future demands which will be made on the organization. The organization then has to develop techniques to mobilize and allocate these resources. To be effective, planning requires an accurate anticipation of some future state of affairs and then tracing out the implications of this future state for the various parts of the organization. The same techniques and skills which are utilized in any long term planning effort then are precisely the same techniques and skills that are necessary for other types of planning, including implementing disaster planning.
Chapter VI. Total Community Planning

The focus of this chapter is to show how different elements of planning can be related so that all the various relevant community organizations might present an overall coherent response.

Question: Is disaster planning different from other types of emergency planning?

Key point: By and large, emergency planning for different types of agents has important elements of continuity. The important difference with disaster planning is that disaster agents often create widespread impact which necessitates the more extensive involvement of a wide variety of community organizations. Routine emergencies often involve the same organizations and, as a consequence, these organizations develop ways of coordinating their efforts. The more extensive involvement necessitated by widespread impact brings in working groups which have had little previous experience in coordinated action. Thus, much more attention has to be given to problems of coordination in disaster planning than would be necessary in other types of emergency planning. In addition, with the probability of widespread impact in disasters, planning has to attempt to deal with the possibilities that some of the emergency resources within the community may be affected by impact. In most "routine" emergencies, relevant organizations can concentrate on operational problems, but in disaster there is the possibility that organizations might have to deal with their own internal losses at the same time that they have to become operational for the larger community.

Question: What should be the focus of total community planning?

Key point: The primary focus of total community planning is to develop an awareness on the part of all segments of the community of the general outlines of disaster planning. It would reinforce the necessity of planning within the various sub-units, e.g., organizations. With an overall view, certain gaps in responsibility and concerns among the existing organizations will be uncovered. Key tasks which emerge from disaster operations and which are seldom the responsibility of any specific organization will have to be considered and responsibility allocated. For example, tasks involving the collection of information as to the scope and intensity of impact have to be achieved. The possibilities that extensive search and rescue operations might be needed and have to be organized should be a major focus. Mechanisms for the development of overall coordination have to be developed. In addition, some understanding of the fact that disaster impact creates peak load problems for certain segments of the community needs to be understood and mechanisms developed to provide assistance for such segments of the community at these times.
Question: What is the key factor in implementing total community planning?

Key point: The key element in implementing total community planning is the development of effective links between the various organizations and groups within the community which would become involved in a widespread disaster. No organization will be able to work at tasks without the dependence on and the cooperation with the other segment of the community. The organizations that become involved sometimes have competing domains. They have differing bases of support. They have differing forms of "loyalty" in their organizational responsibilities. They have differing bases of legality. All of these differences have to be "resolved" in order to develop operational readiness.

Question: Are there certain pre-disaster tasks which are essential to the development of total community planning?

Key point: There are certain tasks and certain resources which are more properly seen as responsibilities of the "total" community rather than the "responsibility" of any specific segment. An example of a "community wide" task would be the development of a hazard analysis. An example of a "community wide" resource would be an emergency operations center.

Question: What is Hazard Analysis?

Key point: Hazard Analysis is the development of information concerning the disaster history of a community and the assessment of future probabilities of specific disaster agents. Few communities maintain in any systematic fashion information about past disaster impact. By utilizing past community records and information from relevant organizations, information can be developed about potential threats. For particular disaster agents, such as floods, areas of potential damage can be indicated from previous high water marks. The existence of dams and other forms of water retention can be noted and potential damage can be anticipated from typographical maps. Hazard Analysis provides records which serve both as a form of early alert to the types and range of problems which have to be considered in disaster planning. In addition, it provides forecasts of particularly vulnerable areas within the community. It also might uncover potential threats which might be excluded by community members.

Question: What is an Emergency Operations Center?

Key point: An Emergency Operations Center (EOC) is primarily a location and a facility which can serve as the major focus for coordination of disaster operations. It should provide space for personnel from key organizations. It should be a place which acts as a collection point for information about disaster impact and on the basis of the continued collection of information, tasks can be determined and resources allocated to these critical tasks. It should possess
communication equipment which allows the collection of information and the assignment of tasks. Its primary function is to provide a central location for the many elements which are involved in disaster planning to coordinate their efforts in an actual operating situation. Since EOC's are vulnerable in disaster impact, alternative EOC sites are also necessary.

Question: In order to develop total community planning, should communities follow 'model' plans?

Key point: Planning is a process and is not an end result. Model plans have the great disadvantage of acting as a substitute for thought and as a false solution to a difficult problem. While model plans can often reveal areas which have been overlooked in the planning process, it is more useful for a community to attempt to think out, in a collective fashion, the overall dimensions of the threats to the community and the various elements necessary for a response to those threats. It is through this process which is, in effect, continuous, that actual effective planning is possible.

Question: What is the role of local civil defense in implementing the planning process?

Key point: The concept of civil defense was derived from a wartime context but it has become applicable to all types of emergency situations. In its most inclusive meaning, civil defense means the total community effort in responding to the emergency effort. In this sense, every activity of every organization is part of the total civil defense effort. In addition to the more inclusive idea, in most communities there are civil defense offices which are a part of local government operations. These offices have a special responsibility in implementing overall community planning. They possess information, skills and other resources which are critical to the effort. In addition, local civil defense offices can be of assistance in planning and organizing certain critical disaster tasks which are not handled by existing community agencies. Civil defense offices have as their mandate planning at the community level which involves all of the various parts. The results of disaster planning which will be expressed in actual disaster operations thus provides the most accurate meaning of the concept of civil defense.
Chapter VII. Utilizing Extra Community Resources in Implementing Disaster Planning:

The focus of this chapter is on the availability of resources outside the local community which can be of assistance in implementing local planning.

Question: What other resources are useful in implementing local disaster planning?

Key point: Many "local" organizations which become involved in disaster planning have resources outside the community which can be utilized. Many local agencies have state and federal counterparts. Many local agencies are part of a larger national organization, such as local chapters of the American Red Cross. Other local agencies are tied in through professional associations with similar units within other communities, such as contact between a police department and other police departments.

Experience can be channeled from these other "units" into the local community in a number of ways -- through publications and through the utilization of "experts" from outside the community who have had experience in other disaster planning operations. While disaster planning is definitely a local-based effort, learning can take place by utilizing the experience of others in similar situations. Most organizations have these resources available to them through their extra-community ties.

Question: Where is knowledge available concerning the impact of disaster?

Key point: While there is a great deal of popular literature about disasters in the form of news accounts, dramatic stories, and even novels, such accounts generally do not have much accurate information about disasters. Such materials often provide sensational accounts of impact and personalized accounts of tragedy but seldom provide accounts of the consequences of disaster planning or the effectiveness of disaster operations. Summaries of the social scientific research on disasters can be found in the sources listed in the annotated bibliography of this report. (See annotated bibliography.) In addition, professional associations often provide, through their periodicals, accounts of disaster impact on specific agencies within particular disaster impacted communities. For example, the various periodicals devoted to hospital operations will often include as a case study the experience of a particular hospital in a specific disaster situation. There is considerable literature on disasters which is potentially available but often some effort is required in locating materials which are specifically relevant to a particular organization.
Question: Where are materials available which would be useful in implementing disaster planning?

Key point: The same sources which can provide knowledge about disaster impact are also the primary sources of materials which can be of assistance in disaster planning. Many materials are available from the Defense Civil Preparedness Agency which could be obtained through the local civil defense office or by writing state civil defense directors.

Publications such as Disaster Operations: A Handbook for Local Government, Defense Civil Preparedness Agency, July 1972 provide a series of suggestions as to how to develop a basic plan of operation for a variety of types of emergencies. American Red Cross has a disaster handbook for their local chapters which outlines responsibilities and procedures. Groups such as International Association of Chiefs of Police, the International Association of Fire Chiefs, the American Medical Association, the American Hospital Association, etc. often have materials available which provide both knowledge and suggestions for community planning.

Question: Where are training opportunities available which are useful in implementing disaster planning?

Key point: Many organizations which have headquarters outside the local community often sponsor workshops, conferences and training sessions on disaster planning. National organizations often have staff people who have major responsibility in training for disaster planning.

It is also useful to attempt to incorporate certain aspects of disaster responsibility and behavior into on-going training. For example, most communities have training programs for police and fire personnel. Some segment of this training program should contain instruction on those aspects of disaster planning which are particularly relevant to that organization.
Chapter VIII. Utilizing Opportunities for Implementing Disaster Planning

The focus of this chapter is on utilizing particular opportunities for implementing disaster planning.

Question: When is the best time to initiate disaster planning?

Key point: Often the initial interest subsides rapidly so that the first steps and the preliminary ground work should be undertaken rather rapidly. A recent disaster experience also can provide the opportunity to update and rework existing disaster planning. Such opportunities can provide the justification that such problems are "real" and affect the community in certain ways rather than being a set of problems with low probabilities and little potential effect.

Question: What is the best source for the initiation of disaster planning?

Key point: Since planning is oriented toward the total community, the most logical initiator is the mayor elected official(s) -- the mayor or county commissioners. Interest and initiation by the mayor elected official is seldom done without support and also encouragement from other segments within the community. In some instances, a particular city councilman may take particular interest in disaster planning and see that it is achieved. In other situations, a particular key organization, such as the police department or the local chapter of the Red Cross, will take the lead. In other instances, the local civil defense director will provide the initiating force. There is no best procedure except to utilize the existing interests and skills within the community to provide the beginning and, with a beginning, other individuals and groups can be added as the implementation of the planning process unfolds.

Question: What are ways to interest those not involved in disaster planning?

Key point: a. Disaster exercises and simulations. Sometimes interest in community wide disaster planning can be increased by attempts to simulate disaster exercises. While disaster exercises are often seen as "practice" sessions of already existing disaster planning, simulation can also provide a learning experience for particular individuals and generates continued interest in future disaster planning.
Sometimes there is the attempt to interest large segments in disaster planning through exercises and simulations and the "results" are often seen as disappointing. It is likely that if disaster exercises and simulation stimulate a small number of individuals to consider and reconsider their role and the role of their organization in the total planning process, such exercises have an important value.

Materials and instructions of types of disaster simulations are usually available through the CDUET program. A set of lesson plans on Developing and Maintaining Operational Readiness: Exercising the Local Community has been produced by DCPA.

b. The utilization of on-site assistance. A particularly important resource is now available to communities who hope to engage in disaster planning and this is a program of the DCPA called "on-site assistance." Such a program involves the utilization of "outside" personnel to assist the local community in the planning process. It would involve teams to assist in a community readiness survey, an initial hazard analysis, and then to develop an action plan in which improvement priorities are established, a planning schedule is developed and follow-up assistance is assured. It has the advantage of increasing awareness of various elements of the community as to the need for disaster planning since there is major dependence on local officials to be involved in the process at every step. On the other hand, the "outside" team provides assistance both at the motivational level and also can provide experience and expertise.

**Question:** How can already existing resources within the community be used to implement disaster planning?

**Key point:** In many American communities, there are resources which have accumulated as a part of the preparations in planning a response to nuclear attack. Many of these resources are equally useful if utilized in the disaster planning process. Some communities have effective and well equipped Emergency Operations Centers already. Other communities have elements which could become, if supplemented, key parts of such an EOC. Many of these existing resources are under-utilized at this time and the possibility of utilizing these resources for a greater range of emergencies is often seen as a reason for initiating disaster planning.

Many local organizations have training programs for their personnel. Such established training programs provide a structure in which additional dimensions of training for disaster can be incorporated. Schools and in-service programs of all kinds are only the more obvious possibilities along this line.
Examples of Annotated Bibliography

A. Books and Monographs

Barton, Allen H. 1970


A theoretical discussion and abstract summary of much of the disaster literature. The author discusses individual behavior in emergencies, the coordination of organization behavior and the altruistic responses that develop in disasters. Some attention is also given to factors influencing long-run recovery.

Dynes, Russell R. 1976

"Organized Behavior in Disaster." Book and Monograph Series #3. Columbus, Ohio: The Disaster Research Center, The Ohio State University.

This book focuses on a theoretical discussion of community organizations and their activities in meeting problems created by disasters. The author draws on the existing literature and the work of the Disaster Research Center. He discusses the different meanings of "disaster" and the social implications of various types of disaster agents. Four types of organized behavior are isolated and discussed.

Dynes, Russell R. and E. L. Quarantelli 1977

"One Role of Local Civil Defense in Disaster Planning." Report Series #16. Columbus, Ohio: The Disaster Research Center, The Ohio State University.

Field studies in 12 American cities were made of the factors affecting the tasks, saliency and legitimacy of local civil defense organizations in disaster planning at the community level. Successful involvement in planning was associated with experience in community emergencies, acceptance and legitimization by the local governmental structure, pre-disaster relationships developed by the civil defense director, and the provision to the community of emergency relevant resources such as EOC's.

Quarantelli, E. L. (ed.) 1978


This book contains a dozen previously unpublished articles on theoretical issues in the disaster areas as well as recent empirical research including studies outside of the United States. In addition to a discussion of some basic themes in sociological studies of disasters, directions for future work in the area are also suggested.
Weller, Jack M.  

The focus of this study is upon both short- and long-run organizational innovation in anticipation of natural disasters and/or civil disturbances. Data from 73 organizations in four cities following disasters and from 16 fire and 14 police departments involved in civil disturbances were used to examine the conditions associated with 574 innovations found.

Wenger, Dennis E., and Arnold R. Parr  

This report examines disaster-activated tasks at the community level of analysis. After theoretically describing the community in pre-disaster periods, the authors undertake an in-depth analysis of community tasks and activities corresponding to the disaster stages from warning to rehabilitation. Specific inter- and intra-organizational problems are described.

B. Journals
