

Developing the Facility Process Action Plan

In the previous chapters, we have tried to set the stage for you to begin your responsibilities as the facility's lead Emergency Manager. By completing the Program Development Tool, you may have a better awareness of some of the areas that need improvement, and by conducting the Internal/External Audits, you should have a pretty good idea of the philosophies the management and hospital staff, patients and visitors have towards emergency management.

Developing the Process Action Plan is the *planning behind the planning*. How do you want to proceed? What are your immediate priorities? What are some of the barriers that may stand in your way? What are your strategies for overcoming them?

As a review, there are four key products of the facility's capability: *Hazards Vulnerability Analysis* (what is likely to happen, and what will we lose if it does), *Resources Identification and Inventory* (who can help and respond), the *Facility Coordination Plan and Incident Command System* (the facility's overall strategy for managing emergencies and how it implements that strategy), and an *Ongoing Training, Education and Exercise Program* (how responders and

managers learn their roles, responsibilities and relationships).

These four components are developed over a 1-3 year period, through four phases of activity: "*Homework*," "*Planning*," "*Training*," and "*Maintaining*." Your goal is to *motivate* the key players to participate actively in designing the type of program suited to the facility's particular situation, by seeking their input on priorities and goals.

Initially, you will need to be a "*teacher*," educating them on the principles and practices of Comprehensive Emergency Management, and by encouraging their ideas and delegating responsibilities to them; soon your role will become one of a "*coach*." As the facility's program picks up momentum, your role may change again, where you become only an "*advisor*" or "*mentor*" to others who have been active participants.

The process you develop may be the most important "product" in the long run.

Review the following overall outline of strategies for each of the twelve steps, and study the more detailed examples we have provided in each of the following chapters, and *good luck!*

Remember, lives depend on your creativity, dedication, and tenacity!

The Twelve Step Planning Process

"Homework Phase"

1. Developing the Process Action Plan

General Strategies:

- o Deliver the initial briefing. Obtain Director's endorsement to begin the program.
- o Complete the Program Development Tool and determine the facility's Program Profile.
- o Conduct the Internal and External Audits.
- o Research previous plans and procedures.
- o Discuss facility priorities with EP Committee.
- o List the 12 planning steps, show the amount of time required to complete each step and sub tasks.
- o Develop this draft process action plan into a document conveyable to the Director and Services/Emergency Preparedness Committee.
- o Develop a budget, show estimates of staff days required for each step and sub tasks, show time and money impacts on Services that will be involved (see Step 3).
- o Brief the Director, seek support (see Step 4).

2. Hazards Vulnerability Analysis (HVA)

General Strategies:'

- o Review current VAMC Hazards Analysis.
- o Contact your Local Emergency Management Agency to review and obtain a copy of the community's Hazards Analysis.
- o Brainstorm/list hazards facing the community and the facility.
- o Decide on the format of the hazard analysis document.
- o Research sources of hazard information.
- o Research community geographic information, obtain inventory of maps, and facility blueprints.
- o Develop questionnaire, ask each Service Chief to provide information on potential hazards within their areas/facility.
- o Research, obtain community demographic information.
- o Research, document internal/external hazard occurrences:
 - historical

- scientific
- financial impact
- types and amounts of damages
- o Research, show secondary effects of hazards
- o Research, show structures vulnerable to hazards.
- o Develop mitigation strategies.
 - Develop a list of mitigation possibilities for each hazard.
 - Research mitigation, definitions and strategies.
 - Develop questionnaire, ask each Service Chief to provide information on their mitigation activities. Also find out their ideas on what needs to be done, what would it cost, etc.
 - Include mitigation in HVA and/or publish, distribute as a separate document.
- o Develop hazard display maps (risk mapping).
- o Meet with the Emergency Preparedness Committee, discuss/rank the listing of hazards as to their likelihood or occurring. Use the Shortfall Matrix to discuss how each of these hazards would impact the facility (what would you lose?)
- o Draft the HVA document.
- o Send out draft document for review and comment, check with the Director first.
- o Finalize, print and officially distribute the HVA document.

3. Resource Identification and Inventory

General Strategies:

- o Research old plans and procedures.
- o Decide on format for system, refer to examples in the Emergency Preparedness Guidebook (Appendices 9-J, 12-D, 12-G).
- o Brainstorm facility resources, identify responsibilities.
- o Brainstorm community resources, identify sources.
- o List facility emergency/disaster functions (ESF) (see Step 6).
- o Develop "who can help-respond" matrices for each function (ESF) taking into consideration the four phases of CEM. Use the matrices as basis for the "first visit" (see Step 5) and "coordination plan development" (see Step Six).
- o Include local, state, federal agencies/organizations, business and industry, volunteer groups, civic organizations, other hospitals.
- o Research, document mutual aid agreements.
- o Develop mutual aid agreements as necessary.

"Planning Phase"

4. Building Support

General Strategies:

- o Conduct informal "meet and greet" sessions with key management to discuss need for an orientation briefing. Determine date, location, and time.
- o Write, develop presentation (refer to Chapter 5, briefing activity).
 - Review the Program Profile, Audit responses, initial program priorities, research on hazards and resources available both within the facility and in the community.
 - Study the strategies for Steps 5-9.
 - Review the Process Action Plan and key commitments made by management.
 - Decide/list what do you want management to do/perform.
- o Prepare documents, handouts to include:
 - Planning process action plan with time lines, budget, staff days.
 - HVA
 - Listing of Resources, Mutual Aid Agreements.
- o Prepare A.V.s teaching aids.
- o Do a "dry run" of the briefing.
- o Give briefing, Document reactions and recommendations to past "Homework," and future Planning Phase Steps..

5. Conduct The "First Visit"

General Strategies:

- o Research and prepare material for each meeting:
 - Current VAMC emergency plans (fire plan, disaster plan, hazardous materials plan, VA/DoD Contingency Hospital System plan). Develop "crosswalk" of Service responsibilities in each, and prepare an overall "disaster mission statement" for each Service.
 - Make preliminary assignments of VAMC Services as Lead or Support for each ESF.
 - Design a set of questions for each meeting:
 - Revisit current responsibilities. Are they realistic?
 - How do Services see their roles in:

- Capability development activities: by participating in mitigation, preparedness, response and recovery.
- Operations: responding to and recovering from incidents.
- o Develop an initial letter and information package.
- o Establish a meeting schedule.
- o Prepare a meeting outline/agenda.
- o Conduct the meetings/visits. The goal is information sharing and gathering. Discuss the Service's "Emergency Management Responsibility Crosswalk, " "Mission Statement," and "Service/ESF Matrix." Take notes, make revisions.
- o Complete any follow-up activities.

6. Develop the Facility Coordination Plan (Basic Plan and Annexes)

General Strategies:

- o Organize data collected from the "first visit" by creating "Service Files."
- o Review the recommended outline for the basic plan and functional annexes (see Chapter Six). Review the *Federal Response Plan for Public Law 93-288, as amended*, as an example. Review the Audio-Visuals.
- o Create a file system for the following plan elements:
 - Basic Plan
 - VA/DoD Contingency Plan Support Annex
 - NDMS Support Annex (Federal Coordinating Centers only).
 - Emergency Support Function (ESF) Annexes:
 - 1 - Direction & Control
 - 2 - Communications
 - 3 - Transportation
 - 4 - Fire & Rescue
 - 5 - Information & Planning
 - 6 - Mass Care
 - 7 - Supply
 - 8 - Health & Medical
 - 9 - Law Enforcement
 - 10 - Food
 - 11 - Public Works
 - 12 - Hazardous Materials

- o Using the "Service/ESF Matrix," place the Lead Service files into the ESF file. On a sheet of paper, copy the Support Services for that ESF and include in the appropriate file.
- o Using the Facility Coordination Plan Templates provided, draft the Basic Plan, VA/DoD Support Annexes (FCCs would complete the NDMS Support Annex), and the Functional Annexes.
- o Send out drafts to Service Chiefs with a cover letter requesting their review and comment. Indicate the next schedule of meetings (see Step Seven).

7. Conduct the "Second Visit"

General Strategies:

- o Conduct meetings, collect comments.
 - Begin with a listing of the general responsibilities of each Service, indicate that it is there decision whether a more detailed description of the steps necessary to carry these out is needed (a Standard Operating Procedure, or SOP).
 - Inquire whether the Service has existing SOPs. Show an example. Discuss areas where SOPs might need to be developed. Provide the Service Chief with the SOP Template. Ask they develop them to an appropriate degree of detail.
 - Discuss the Incident Command System (ICS) in terms of the key positions that would relate to that particular Service's responsibilities in implementing the Plan. Provide the Service Chief with the Job Action Sheets that apply to these positions/responsibilities. Ask the Service to edit each of the Job Action Sheets as needed.
 - Arrange a deadline for the submission of the SOP drafts and edited Checklists.
- o Develop 2nd draft of Basic Plan and ESF Annexes based upon input from the "second visit."
- o Send out copies of 2nd draft. Request comments by a certain deadline.
- o Prepare third draft of the Basic Plan and Annexes.
- o Find a good proof reader.
- o Have the document reviewed by legal counsel.
- o Decide on plan's appearance, discuss with printer.
- o Roll the presses, you will need to "baby sit" the product through the various printing/development stages.

- o Distribute final Facility Coordination Plan (the SOPs and Checklists will be added after the next Step).

8. Develop/Refine SOPs and Checklists

General Strategies:

- o Ensure that an adequate review of Basic Plan and Annexes has been done.
- o Develop a complete listing of all Services who have identified responsibilities in the Basic Plan and Annexes.
- o Receive SOP drafts from the Services. Determine if any duplication exists - combine these as appropriate. Coordinate this action with those involved, seek input.
- o Receive edited ICS Job Action Sheets, prepare final drafts.
- o Review Basic Plan, determine what other emergency support functions may require SOPs, such as EOC, Emergency Public Information, Finance, etc. Coordinate their development with appropriate Services.
- o Finalize, proof read, and print SOPs and Checklists. Distribute to the recipients of the Plan with instructions on where these materials are placed in the document (or should be placed in the Service's area).

NOTE: Consult the many good examples found in the Emergency Preparedness Guidebook.

"Training Phase"

9. Educate Staff on the Incident Command System (ICS)

General Strategies:

- o Arrange an orientation session on the Incident Command System (ICS) with the Chiefs of the Services with Lead and Support responsibilities for each ESF. Distribute materials from the Emergency Preparedness Guidebook, Section III, "the National Inter-agency Incident Management System," and Section II, Appendix 9-B (the refined) "Job Action Sheets" for their review prior to the session.
- o Conduct the orientation session (see Chapter 17), and document any reactions and recommendations made. Create ICS packets for them to review and use to orient their staff.
- o Schedule regular in-service training sessions for all staff on their individual incident management skills and the "13 Step Process."

10. Conduct a Tabletop Exercise on the Plan for Management

General Strategies:

- o Arrange for the use of the facility's Emergency Operating Center, or EOC, or a room large enough where twelve desks can be arranged in a rectangle (see Chapter 18. Determine a date, and time.
- o Review the HVA, select three of the "priority hazards," and the Shortfall Matrix for each. Develop these into a scenario, and generate several questions associated with each (see Chapter 18.
- o Conduct the tabletop exercise to:
 - Review Plan Structure
 - Illustrate ESF Coordination
 - Distinguish between actions of Managers and Responders.
 - Demonstrate the key steps of Incident Action Planning.
- o Conduct a critique, documenting any reactions or recommendations to the plan, staff training, etc.

11. Schedule, Conduct and Evaluate a "Full-Scope" Education, Training & Exercise Program

- o Review the FEMA Exercise Design Course.
- o Develop a schedule of exercises to be integrated throughout the life of the planning process,
- o Establish dates, times
- o Establish exercise design working group
- o Develop budget, estimates of staff days
- o With your exercise design working group, develop:
 - Scope
 - Scenario
 - Script, messages
 - Physical requirements
 - Who should attend
 - Exercise staff
 - Send out letter, information announcing date, time of exercise.
 - Conduct exercise(s).
- o Critique
 - Set time, place for the critique (immediately following the exercise?)
 - Prepare critique agenda.

- Select a "good" moderator.
- Establish critique "ground rules" and purpose (to improve plan, not find fault/blame).
- Develop a work sheet for issues/problems.
- Develop handouts, e.g. agenda, ground rules, work sheets, etc.
- Conduct critique.

"Maintaining Phase"

12. Establish Yearly Planning Process and Maintenance Program

General Strategies:

- o Work with the Planning Team and the Emergency Preparedness Committee regularly. Have them help set future goals, objectives and tasks. (Review the "49 things you can do with no money." See Chapter 20.)
- o Develop a schedule of tasks to be done monthly, yearly.
- o Develop a schedule of annexes to be reviewed.
- o Participate in meetings of your Emergency Preparedness Committee, whose focus should be maintenance of plan and planning process.