

AD-A082 454

PENNSYLVANIA EMERGENCY MANAGEMENT AGENCY HARRISBURG  
THE DEVELOPMENT OF THE EMERGENCY MANAGEMENT COORDINATOR'S HANDB--ETC(U)  
FEB 80 D F TAYLOR, W F KARL, H R EMERICH

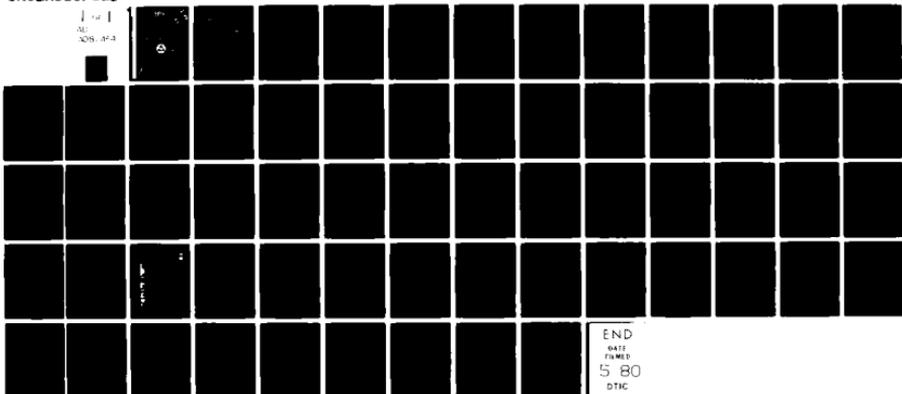
F/G 15/3

DCPA01-78-C-0260

NL

UNCLASSIFIED

1 of 1  
ALL INFORMATION CONTAINED  
HEREIN IS UNCLASSIFIED



END  
DATE  
FILMED  
5 80  
DTIC

ADA 082454

**LEVEL**

23

**DTIC**  
**ELECTE**  
APR 1 1988  
**S** **D**

**REPORT ON THE  
DEVELOPMENT  
OF THE  
EMERGENCY MANAGEMENT  
COORDINATORS' HANDBOOK**



This document has been approved  
for public release and sale; its  
distribution is unlimited.

**Commonwealth of Pennsylvania  
Emergency Management Agency**

DDC FILE COPY

Final Report  
Project Number 318-77  
Contract Number DCPAO1-78-C-0260

Department Statement:  
Released in accordance with Project Distribution

80 3 27 027

REPORT DOCUMENTATION PAGE		READ INSTRUCTIONS BEFORE COMPLETING FORM
1. REPORT NUMBER	2. GOVT ACCESSION NO.	3. RECIPIENT'S CATALOG NUMBER
6 THE DEVELOPMENT OF THE EMERGENCY MANAGEMENT COORDINATORS' HANDBOOK.		9 TYPE OF REPORT & PERIOD COVERED Final Report 1 Sep 78 - 28 Feb 80
10 AUTHOR(s) Donald F. Taylor William F. Karl Hope R. Emerich		15 4. PERFORMING ORG. REPORT NUMBER DCPA 01-78-C-0260
9. PERFORMING ORGANIZATION NAME AND ADDRESS Pennsylvania Emergency Management Agency P.O. Box 3321 Harrisburg, Pennsylvania 17105		10. PROGRAM ELEMENT, PROJECT, TASK AREA & WORK UNIT NUMBERS 4432 F
11. CONTROLLING OFFICE NAME AND ADDRESS Federal Emergency Management Agency Washington, D.C. 20472		11 12. REPORT DATE Feb 1980
14. MONITORING AGENCY NAME & ADDRESS (if different from Controlling Office) Office of Mitigation and Research Federal Emergency Management Agency Washington, D.C. 20472		13. NUMBER OF PAGES 71
		15. SECURITY CLASS. (of this report) Unclassified
16. DISTRIBUTION STATEMENT (of this Report) Revised Mandatory Standard Distribution List for Research Report		15a. DECLASSIFICATION/DOWNGRADING SCHEDULE
17. DISTRIBUTION STATEMENT (of the abstract entered in Block 20, if different from Report) Same as above.		12 63
18. SUPPLEMENTARY NOTES		
19. KEY WORDS (Continue on reverse side if necessary and identify by block number) Comprehensive Manual, Emergency Management, Leadership, Operations, Training, Plans and Administration.		
20. ABSTRACT (Continue on reverse side if necessary and identify by block number) The Emergency Management Coordinators' Handbook was developed to provide guidance to county and local emergency management coordinators with respect to all aspects of job performance. The manual was developed using systems analysis techniques. The job of emergency management coordinator was reviewed from a systems standpoint. In writing this manual, the total environment in which today's emergency management coordinator functions was taken into consideration. This included		

411676 Jlu

political climate, technological considerations, funding limitations and public opinion ramifications. A system was developed which separated the job of the emergency management coordinator into 40 specific tasks. A research project was planned, developed and initiated which resulted in assembling information, assigning performance objectives and developing a recommended test method for each task. A study was planned and developed and then undertaken to provide information on and from the local emergency management coordinators. This study answered such questions as: "What types of people accept the position of Local Emergency Management Coordinator?", "What experiences has the local coordinator had in local disaster situations?", "How successful were his efforts?", "What current problems does he acknowledge in doing his emergency coordinator's job?", "What efforts (planning, training, education, etc.) is he currently making to overcome the problems he sees?" and "What are his training needs?" The similarities of rural and urban counties having full-time, part-time and volunteer emergency management coordinators whose emergency management programs were at varying stages of development. Based on the information gathered through these studies, the manual was developed to provide these coordinators with rapid access to information in the following five areas:

- (1) Leadership,
- (2) Training,
- (3) Plans,
- (4) Operations,
5. Administration,

Unclassified

Final Report on:

THE DEVELOPMENT OF THE  
EMERGENCY MANAGEMENT COORDINATORS' HANDBOOK

This Planning Report was prepared by the Pennsylvania  
Emergency Management Agency under contract with the  
Federal Emergency Management Agency.

Contract Number DCPA01-78-C-0260  
February 1980

By: Dr. Donald F. Taylor  
Hope R. Emerich  
William F. Karl

For:

Federal Emergency Management Agency  
Washington, D.C. 20472

"This report has been reviewed by the Federal Emergency  
Management Agency and approved for publication. Approval  
does not signify that the contents necessarily reflect  
the views and policies of the Federal Emergency Management  
Agency."

Project Number 318-77  
Distribution Statement: Revised  
Mandatory All Project Distribution

Summary for Report on:

THE DEVELOPMENT OF THE  
EMERGENCY MANAGEMENT COORDINATORS' HANDBOOK

This Planning Report was prepared by the Pennsylvania  
Emergency Management Agency under contract with the  
Federal Emergency Management Agency.

Contract Number DCPA01-78-C-0260  
February 1980

By: Dr. Donald F. Taylor  
Hope R. Emerich  
William F. Karl

For:

Federal Emergency Management Agency  
Washington, D.C. 20472

"This report has been reviewed in the Federal Emergency  
Management Agency and approved for publication. Approval  
does not signify that the contents necessarily reflect  
the views and policies of the Federal Emergency Manage-  
ment Agency."

Project Number 318-77  
Distribution Statement:  
Revised Mandatory All Project Distribution

SUMMARY FOR  
 REPORT OF THE EMERGENCY MANAGEMENT  
COORDINATORS' HANDBOOK

The Emergency Management Coordinators' Handbook was developed to provide guidance to county and local emergency management coordinators with respect to all aspects of job performance. The manual was developed using systems analysis techniques. The job of emergency management coordinator was reviewed from a systems standpoint. In writing this manual, the total environment in which today's emergency management coordinator functions was taken into consideration. This included political climate, technological considerations, funding limitations and public opinion ramifications. A system was developed which separated the job of the emergency management coordinator into 40 specific tasks. A research project was planned, developed and initiated which resulted in assembling information, assigning performance objectives and developing a recommended test method for each task. A study was planned and developed and then undertaken to provide information on and from the local emergency management coordinators. This study answered such questions as: "What types of people accept the position of Emergency Management Coordinator?", "What experiences has the local coordinator had in local disaster situations?", "How successful were his efforts?", "What current problems does he acknowledge in doing his emergency coordinator's job?", "What efforts (planning, training, education, etc.) is he currently making to overcome the problems he sees?" and "What are his training needs?" The study was developed to aid in the comparison of differences and similarities of rural and urban counties having full-time, part-time and volunteer emergency management coordinators whose emergency management programs were at varying stages of development. Based on the information gathered through these studies, the manual was developed to provide these coordinators with rapid access to information in the following five areas:

1. Leadership
2. Training
3. Plans
4. Operations
5. Administration

Accession For	
NTIS OADR	<input checked="" type="checkbox"/>
DDC TAB	<input type="checkbox"/>
Unannounced	<input type="checkbox"/>
Justification	
By _____	
Distribution/	
Availability Codes	
1st	Available/or special
<b>A</b>	

RE: Distribution Statement  
 Approved for Public Release per Ms.  
 Margaret Garner, FEMA

TABLE OF CONTENTS

	Page
Introduction . . . . .	1
Statement of Purpose . . . . .	1
Methodology. . . . .	2
Leadership Chapter . . . . .	4
Training Chapter . . . . .	5
Planning Chapter . . . . .	6
Operations Chapter . . . . .	6
Administration Chapter . . . . .	6
Discussion of Research . . . . .	7
Conclusions. . . . .	11
Recommendations. . . . .	12
Annex A. . . . .	15
Annex B. . . . .	19
Annex C. . . . .	23
Annex D. . . . .	37
Annex E. . . . .	41
Annex F. . . . .	45
Annex G. . . . .	49
Annex H. . . . .	53
Annex I. . . . .	57
Comments . . . . .	61
Distribution List. . . . .	67

## INTRODUCTION

The Emergency Management Coordinators' Handbook was envisioned by Dr. Donald F. Taylor, Pennsylvania Emergency Management Agency (PEMA) Training Officer, in June, 1978. Dr. Taylor prepared a comprehensive paper outlining training goals for the PEMA program. This paper detailed the steps to be taken to implement changes in the then-current training program as called for by Pamphlet Laws 1332, 1978. The Law shifted the responsibility for training local (i.e., township, borough, town and city) emergency management coordinators from the State Agency--PEMA-- to the 67 county emergency management coordinators. In order to assist the county emergency management coordinators in fulfilling the training requirements of P.L. 1332, to improve the readiness posture of county and local emergency management agencies across the State and to provide instructional material necessary to orient new county and local emergency management coordinators to the duties and responsibilities of their positions, it was determined that a comprehensive guide for all phases of emergency management was needed.

A method for developing this comprehensive guide to emergency management was submitted in a paper from Dr. Taylor to Col. Oran K. Henderson, Director of PEMA. Col. Henderson accepted the proposal and submitted it to Clifford E. McLain, Deputy Director of the Defense Civil Preparedness Agency. This proposal was accepted by the Defense Civil Preparedness Agency and a contract was awarded to PEMA to develop the manual.

## STATEMENT OF PURPOSE

The primary objective was to develop a comprehensive training manual for county and local emergency management coordinators which would provide succinct guidance on system building, training, planning, coordinating, emergency operations and administration. This handbook was prepared with the assistance of county and local coordinators as well as PEMA staff members from State and Area Headquarters.

Six pilot counties were chosen by the project supervisor, Dr. Taylor, and these county coordinators were asked to participate and to supply the names of four or five local coordinators from the townships and boroughs of their county who would also be willing to participate. These pilot coordinators provided the nucleus of those coordinators who were interviewed for the initial data. This list was eventually expanded to include 19 county coordinators and 22 local coordinators who reviewed and provided input to all or some of the sections of the manual. One of the primary reasons for expanding the original list was that it was found that there is a wealth of information at the county and local levels. Coordinators who had particularly good solutions to problems were asked to contribute their ideas. They did so willingly and so the manual is able to present numerous suggested solutions to problems which have been used successfully at the county or local level. Throughout the 15 month term of the contract, the authors

of this manual had the opportunity to interview 62 of the 67 county emergency management coordinators in Pennsylvania.

The ultimate goal of the Emergency Management Coordinators' Handbook is to upgrade the emergency readiness posture of county and local emergency management organizations by providing a single-source reference to the tasks common to all coordinators--county, borough or township, paid or volunteer, full or part-time. This overall purpose would be accomplished by providing the county coordinators with information which would enable them to better fulfill their duties and responsibilities in an effective and responsible manner. The final intent of the project was to provide county emergency management coordinators with a comprehensive text by which they could train the local coordinators--boroughs, township and city coordinators--within their county.

#### METHODOLOGY

The approach to development of a comprehensive training manual was based on systematically analyzing the job of county and local emergency management coordinators. A system was developed that separated the job of the coordinator into 40 separate tasks. For each task, a Task Analysis Work Sheet was prepared. The Task Analysis Work Sheets (example at Annex A) included the following major features:

1. Topic - Each task was categorized into one of the five major areas:
  - a. Leadership
  - b. Training
  - c. Plans
  - d. Operations
  - e. Administration
2. Sub-Topic - Each major topic consisted of several sub-topics. The purpose of categorizing the sub-topics was to facilitate organizing the sections of the manual into logical sequence.
3. Primary Task - A statement describing the skills or actions that the trainee will be able to perform. The primary tasks are intended to be used as training objectives by county coordinators when training local coordinators in specific skills.
4. Performance Objective - This established a standard by which the coordinator would know the degree of achievement for a particular task.

5. Subordinate Task - These separated the complex primary tasks into more specific areas.
6. Supporting Documentation - Each primary task was researched to determine the information currently available on this subject. Only the most pertinent information was listed.
7. Test Method - An objective recommended test is listed giving the most appropriate method of gauging achievement of the primary task.

These Task Analysis Work Sheets were used as an outline to develop content material for the five chapters. The manual was organized from general to specific. This method of organization would allow the new coordinator to first acquire the big picture and then move toward assimilating the details. Therefore, the Leadership chapter was developed first. This chapter is intended to lay the foundation for the succeeding chapters. Training was selected as the next chapter as the county coordinators would need this information to develop the material found in the following three chapters. Planning, which should obviously precede Operations, became the next chapter and its development maximized the experience gained during the nuclear incident at Three Mile Island. Operations, selected as the fourth chapter, was the easiest to write due to the wealth of information available from the rest of the PEMA staff. The final chapter, Administration, was held until last in order to acquire the most current information. At the time of writing the Administration chapter, the Federal Emergency Management Agency was in a state of transition. Therefore, rather than include specific details which might be subject to change, a general approach was taken for this chapter.

With the concept of the manual established, the next operation was to develop the sequence of events which would produce the final product. The Gantt Chart (at Annex B) lists thirteen steps and established the time schedule by which these steps be completed in order to field the final product. These steps and times were held to, as initially established, with the exception of the three month interval following the nuclear incident at Three Mile Island. During this period the writing team was given a special research assignment in connection with plans developed by 32 counties which might have been effected by that incident. This research project resulted in a three month extension of the original time schedule but added greatly to the manual research.

Tests were designed for every chapter of the manual with the exception of the Leadership chapter. The authors felt that the information contained in the Leadership chapter was not specifically testable. However, to successfully complete the tests following the remaining four chapters, the new coordinator would have to demonstrate an understanding of, and competency with, the information contained in the Leadership chapter. The tests were designed to produce management information which could be applied to program development and evaluation by the coordinator. The information supplied by the Plans and Operations test will enable the State and county emergency management organizations to develop

detailed resources lists and hazard analyses. The information supplied by the Training chapter will produce lesson plans which may be selectively disseminated throughout State and local emergency management organizations. The test for the Administrative chapter supplies information which may be applied toward program evaluation.

A study was initiated to determine the characteristics of the county coordinators. It was found that the average county emergency management coordinator in Pennsylvania is a male slightly over 50 years old, whose past experience was in some form of government work and who has slightly better than a high school education. (See Annex C.) The writing style throughout the manual was directed at this type of individual. The turnover rate among the county coordinators in Pennsylvania is 22% annually. The research conducted for this manual did not pinpoint the reasons for this large turnover rate; although the most logical reasons are that the county emergency management coordinator's job is one of long hours, low pay, high responsibilities and lack of opportunity for advancement. Every attempt was made to make the handbook as interesting and readable as possible. The sequence was developed with the needs of a newly appointed coordinator in mind.

#### LEADERSHIP CHAPTER

The purpose of the Leadership chapter is to help emergency management coordinators improve their skills in the areas of communication, motivation, decision-making and other management functions. The Leadership chapter highlights these unique features of the job of the emergency management coordinator as they pertain to leadership. The main leadership problem confronted by the emergency management coordinator is that he is responsible for the final outcome of an emergency without having control of the majority of the resources to overcome an emergency. This circumstance places emergency management coordinators in a position viewed by some as awkward rather than challenging. It was felt that getting this concept across early was important for it stressed the need for coordinators as opposed to directors.

The Leadership chapter is envisioned to be the most controversial. The first controversy confronted in writing this chapter was, "Are leaders born or made?" The first part of the Leadership chapter is aimed at answering this fundamental question. Another controversial position taken by this manual is that people have the ability to change leadership styles to meet the particular demands of a situation. Some behavioral scientists contend that people are predominately one style or the other and do not have the capability of changing styles. This manual took sides with those behavioral scientists who say that through education people can acquire the skill of changing their leadership styles to meet the demands of the situation.

Management skills were grouped with leadership skills because leadership and management skills are closely aligned with respect to emergency management. A large portion of the Leadership chapter was

devoted to motivation. During the interviews with the county and local coordinators the first three needs pinpointed by the coordinators pertain to motivation:

1. How do I get the general public interested in emergency management?
2. How can I sell new ideas and their needs to local heads of government?
3. How can I develop interest among volunteers and staff?

Inflation has had its impact on the volunteer. More and more people are devoting their time to a second job rather than volunteering their time and skills to community projects. This problem is voiced by the most rural county to the most industrial county. The motivation portion of the Leadership chapter focuses on this problem and offers some answers to these questions.

#### TRAINING CHAPTER

The purpose of this chapter is to provide methods by which emergency management coordinators train and educate specific target groups. Training has been a function of the State Emergency Management Agency. Pamphlet Laws 1332, passed by Pennsylvania's State Legislature in November, 1978, designates a portion of the training responsibility to the county emergency management agencies. The new Law tasks the counties for the following training responsibilities:

1. "Responsibility for the professional in-service training rests with each successive higher political subdivision than the one in which the coordinator is functioning in."
2. "Each political subdivision shall provide individual and organizational training programs to insure prompt, efficient and effective disaster emergency services."

These new training responsibilities expand the duties of the county emergency management coordinator. The county emergency management coordinator is now responsible for the training of the local coordinators, as well as the general public in his jurisdiction. The Training chapter is aimed at aiding the county coordinator in accomplishing his training responsibilities.

The initial interviews with the local coordinators found that few of the local coordinators had an opportunity to meet coordinators in adjacent communities. There was little sharing of ideas and cross pollenization of knowledge or skills. The Training chapter highlights training techniques that bring coordinators together so that ways to

accomplish goals may be promoted throughout the emergency management community.

The impact of the Training chapter in the pilot counties has been a positive one. The local training sessions held by the pilot counties have been well attended and favorably received by the local coordinators.

#### PLANNING CHAPTER

The purpose of this chapter was to provide the emergency management coordinators with systems for developing plans. The distinction was made early between long range plans and short term plans. This provided a means of distinguishing between operation and planning functions. The Plans chapter was the first chapter developed after the Three Mile Island Incident. The experience gained through TMI provided valuable insight into how plans are actually developed. The Plans chapter combined information acquired from military field manuals with college level text books. The aim was to utilize the most appropriate and current planning information from both worlds. A decision was made not to pursue planning on the basis of systems analysis or operational research techniques for it was felt that these areas miss the target population. One continuing criticism voiced by the PEMA staff who reviewed the manual was, "It was written at too high a level." Although the local and county coordinators who reviewed the manual did not share the same opinion, an effort was made to make the writing pragmatic and down-to-earth to conform with the educational level of the ultimate consumer.

#### OPERATIONS CHAPTER

The Operations chapter was modeled after the Plans and Operations Workshop presented by FEMA. A decision was made to organize the Operations chapter on the basis of staff function; then supplement this with unique characteristics of the particular disaster agents. The core of the Operations chapter is a compilation of various standard operating procedures prepared by the PEMA staff. The thrust of this chapter was aimed at answering the question voiced by county and local emergency management coordinators: "What should I consider when developing emergency/disaster plans?" The experience gained from the Three Mile Island Nuclear Facility Incident contributed greatly to the content of this chapter.

#### ADMINISTRATION CHAPTER

In interviewing the county emergency management coordinators, one problem with administration was repeated among them. The county coordinator is being buried by volumes of paper work concerned with

administration. The duties and responsibilities of the emergency management coordinator have been expanded by Pamphlet Laws 1332; unmet needs are highlighted by the Three Mile Island Incident and the increasing frequency of emergencies created by a technological society. Many of the county and local emergency administrative staff members are volunteers or part-time employees. It is therefore imperative to make the administrative task as simple as possible. This factor and the reorganization of emergency management at the Federal level were primary considerations employed in the development of the Administration chapter. The test for administration was devised to provide information that may be applied to program evaluation. The test was aimed at answering the questions, "Where is this municipality now, with respect to emergency management, and where is it going?"

#### DISCUSSION OF RESEARCH

In approaching the job of developing a comprehensive training manual an extensive research project was implemented which focused on the ultimate consumer of the project--the county and local emergency management coordinators.

The research project was designed as a four-phase effort.

1. The first phase was of an introductory nature and consisted of a series of interviews with area and headquarters staff and six pilot county coordinators. The interviews were informal and aimed at acquiring information and establishing rapport.

The county coordinators were interviewed to determine how each viewed his job, what tasks he did, whether the size of the county affected his job tasks and the amount of emergency preparedness activity generated by his office. The coordinator was asked what, if any, training and support he gave to the township, borough and city coordinators in his county and how he oriented newly appointed local coordinators.

County coordinators were asked what percentage of their emergency management budget came from other than local tax effort. On the average, those counties with P & A support got about 7% of their total budget from Federal reimbursement funds and most coordinators added unsolicited comments to the effect that the dollar amount was far outweighed by the vast amount of paper work required for such funding. All coordinators felt that their rapport with their major funding source, the county commissioners, was good although visual observation by the interviewer noted a considerable span in the office space, facilities and staff provided the coordinator from county to county.

Coordinators were asked what efforts they made to provide public relations and media support for their office. The answers ranged from those who approached the subject on a very low key to those who felt that 80% of their job was public relations. Many coordinators had a local reporter who also served as PIO in the EOC in event of an emergency situation. Coordinators were asked about emergency preparedness programs in their county's schools; in particular, had they gotten the "Your Chance to Live" program into local schools. The answers ranged from coordinators who did not like the program and didn't push it, to those who had developed special projects involving school groups and spoke enthusiastically of the results.

Additional comments from the county coordinators were noted, including their objections to the name of "Civil Defense," notations about what they felt the manual should include and the fact that a "full-time" county emergency management coordinator frequently put in a 55-60 hour work week under non-emergency circumstances.

Interviews with headquarters and area staff people concentrated on their job functions and what they felt county and local coordinators needed to be told in the handbook to improve their emergency posture and performance.

The initial interviews produced the information which was used to develop the Emergency Management Coordinators' Task List. (See example in Annex D.) This list deliberately avoided obviously grouping tasks into categories. It was developed as a means of comparing similarities and differences in the job of emergency coordinator in rural and urban counties with full-time, part-time or volunteer coordinators.

2. The second phase of the research was aimed at this task survey. In addition, this second series of interviews included a brief interview with a county commissioner in each of the six pilot counties. Most of the commissioners were knowledgeable and concerned with their county's emergency management programs. In all of the six pilot counties, the county commissioner interviewed offered verbal support to the emergency management program.

The county emergency coordinator was given the task list and asked to check those tasks which he had done in the past 12 months. He was then asked to say what percentage of his annual work time had

been spent at this task in the past year. He was also asked how many hours per week, on the average, he had worked at these tasks during the past year. The average work week was 55 hours for full-time emergency management coordinators. One coordinator whose work week was supposedly split 50/50 between that job and county Veterans Affairs Officer spent an average of 35 hours per week at his coordinator's tasks.

The average percentage of coordinators' time spent at each task was calculated and then each task was categorized into the five major topic headings of the manual. This gave the authors a picture of the relative importance of each of the manual chapters, plus a check list of tasks which fell under each chapter topic. (See Annex E.)

3. The third phase of the research was aimed at finding out the specific areas of training that the county and local coordinators felt were most important. In doing this research, 20 township and borough coordinators were interviewed by first asking them the 15 questions listed in Annex F, "Questions for Local Emergency Management Coordinators." These questions gave the interviewer insight into the types of people who accepted the unpaid position of local emergency management coordinator. Among the occupations represented were: a college professor, several independent insurance brokers, a vocational high school instructor, a building contractor, a truck driver, a professional photographer, a welder, several township employees including a water plant manager and a highway maintenance supervisor and two individuals who were safety officers for large industrial firms. Many of these individuals had held positions of leadership in the local volunteer fire company prior to becoming the local emergency management coordinator. Some still had leadership positions in the local fire company in addition to the emergency management coordinator job.

Many of the local coordinators had been involved in some local emergency problems either as emergency management coordinators or as firemen. The most frequently mentioned local disaster was flooding, with the 1972 flooding from Agnes heading the list.

Local coordinators received written information from PEMA and FEMA and shared it with a deputy, if they had one. Their files frequently consisted of a box or two of material on a closet shelf or in the basement. Less than 1/3 had permanent files and

desk space at the local municipality building or fire company, although many were pushing local officials to provide them with such space. Many local coordinators felt the workshops they had attended were helpful, but felt that the specific training sessions they had gotten from their county coordinator more often met their local needs. These local volunteer coordinators spent anywhere from 40 to 600 hours per year in this voluntary community position. The average annual hours for those interviewed was 155. When asked why they willingly put the equivalent of four work weeks into volunteer community services, most coordinators said something about "like the action," "like the challenge" or "it's my form of community service--my community 'rent,' besides I want to be in the know." Many coordinators saw the job as a logical extension of the emergency services of the volunteer fire company. When asked about problems in doing the job and plans for improving the local disaster response, many local coordinators talked about writing down community disaster plans and resource lists, which were mostly in their heads, "when they get time." Many expressed a need for better communication equipment for contact between themselves and emergency vehicles when those vehicles were on the road. One community lost the use of a fire truck for sixteen months when it rolled over an embankment in a snow storm. The road had been declared impassable but no one could reach the truck after it left the fire house to warn the driver.

Budget items, where the coordinator was asking for more money or some money where none had been budgeted before, were usually for communication equipment and basic items for a permanent EOC.

Most local coordinators were emphatic in their view that, should they have a local emergency, they could call the county coordinator and he would give advice, send assistance and probably be on the scene himself as fast as travel time would allow. This viewpoint was shared by those who met with the county coordinator frequently and those who might only see or talk to him once or twice a year. While the rapport between the local and his county coordinator was good, many of the local coordinators interviewed did not know the names of more than one or two of the coordinators of the municipalities which bordered on theirs. This evidenced little peer contact between local coordinators, even where two municipalities shared a common hazard. County coordinators have done little to get local coordinators together to share problems and problem solving techniques.

Each coordinator interviewed was handed a pack of 40

3 x 5 file cards, each of which had one question on it. See the 40 questions on the Needs Survey Data Sheet - Annex G. The coordinator was then instructed to pick out the 10 questions he would most like to have answered in order to do his emergency management job better. After picking these ten cards (10 questions), the coordinator was asked to put them in order of priority, most important question first. These were then recorded on a Needs Survey Data Sheet by the interviewer who also asked the coordinator why he had chosen this particular question and given it this rank. The information gained from these questions provided a great deal of background material and anecdotes which were used in the manual to highlight certain problems and possible solutions. The information gathered on the Needs Survey Data Sheets was tabulated to give two lists, those ten questions considered most important by coordinators. (See Annex H and I.) This information was used as a base to insure that the project would meet the needs of the ultimate consumer as he saw them, in addition to supplying him with the training information which area and headquarters staff felt he needed. Priority was placed on the development of rapport between the interviewer and the interviewee throughout the research process.

4. The fourth phase of the research was to develop a profile of the county coordinators in the State. The study at Annex C was initiated by the Training Officer and developed by the Area staffs to provide additional insight into the type of person who would utilize the manual.

#### CONCLUSIONS

The Coordinators' Handbook is a systematic analysis of the job of the emergency management coordinator. As writing of the manual progressed, the fact became apparent that emergency management coordinators must have unique personal characteristics. The coordinator must have a broad span of general knowledge. He must be capable of working with the news media, elected officials, school administrators, volunteers, businessmen, the military and the general public. He must have positive leadership assets and be firmly grounded in management techniques. He must be capable of working long hours under pressure. The term "Jack of All Trades" fits the emergency management coordinator well.

The guidance outlined in the federal contract which provided the funds for the writing of this training manual used the term "succinct." Writing the manual in a succinct fashion produced a lengthy document. The length of the document is attributable to what the federal, state and local governments expect from the emergency management coordinator. The review of the handbook by the county and

local emergency management coordinators elicited favorable comments from them. (See Annex J.) The handbook had a positive impact on the emergency management programs in the counties where it has been reviewed. This was shown in the content and presentation of training sessions for local coordinators, accomplishment of stated goals and development of emergency management programs. It is recognized that the manual is not a cure-all for sick emergency management programs. The impetus for the cure of weak emergency management programs must come from the elected officials. Increased funding support is needed at all levels of government. A national educational push is needed to show the emergency job responsibilities at all levels of government. County and local elected officials need to be better aware of the responsibilities placed on them to protect the lives and property of the residents of their municipality.

The instruction provided the authors of this manual by the project supervisor, Dr. Donald F. Taylor - PEMA Training Officer, was that he wanted a handbook that would be used, not one which looked impressive but would remain on a shelf gathering dust. Dr. Taylor wanted a cook-book type of manual, one which would help the emergency management coordinator do his job, one which would eventually have pages worn through use.

As the handbook is utilized by county and local emergency management coordinators, information on local and county programs and training needs will be supplied to PEMA through those coordinators who complete the tests following four of the manual chapters. The research conducted in connection with the handbook's preparation showed that county and local coordinators are usually action people and are generally oriented towards hands-on learning. Therefore, how the manual is presented will also determine how successful it will be in meeting its goal of helping county and local coordinators to improve the readiness posture of their agencies.

#### RECOMMENDATIONS

- A. The manual should be augmented with training packages which include lesson plans, visual aids, training aids and tests which will provide the coordinator with a product useful to his emergency program. The following training courses are recommended:

##### 1. METHODS OF INSTRUCTION

A course should be developed and presented by PEMA to county training officers and the emergency management coordinators of the smaller counties. The course should assist these individuals by teaching them training techniques which will benefit the local coordinators and emergency services personnel. The course should include the development of lesson plans, presentation of material, how to include learner involvement, construction of training aids and uses of audio-visual materials and exercises. This course should incorporate training techniques used in industries to help skilled workmen to train others in their specialties.

## 2. NUCLEAR FACILITY EVACUATION PLANNING COURSE

This course should provide techniques for developing and implementing evacuation plans from around fixed nuclear facilities. The course should include radiological monitoring, decontamination procedures, considerations for evacuation of mental hospitals, hospitals, nursing and special care facilities, and correctional facilities. It should also include considerations for routing evacuees, establishment and staffing of reception centers, staging areas and mass care facilities. Considerations needed include dissemination of public information and media rapport, continuation of government and public services and the coordination of all these activities.

## 3. PLANNING AND OPERATIONS

This course should provide county coordinators with methods and procedures so they could conduct a plans and operations workshop for the local coordinators of their county. This course is necessary in order to get local plans and resource lists out of coordinators' heads and onto paper so that the county coordinator can perform his coordinating function when disaster strikes two or more local communities. This workshop should also provide the county coordinator with master lists of resources within the county. Consideration should be made to eventually putting all local plans and resource lists into a State computer bank for ready access and improved coordination and response.

## 4. LEADERSHIP AND MANAGEMENT SEMINAR

This course should be offered to those coordinators who have completed the four tests of the manual. The course should be aimed at reinforcing the Leadership chapter of the handbook. Controversial issues in emergency management should be discussed and input acquired from active emergency management coordinators to share and gain perspective on their emergency management problems.

## 5. ADMINISTRATIVE COURSE

This course should provide detailed and current information concerning administrative procedures for specific emergency management programs.

- B. A study should be initiated to determine the advantages and disadvantages of computerizing the information obtained from the completed tests contained within the manual. One of the by-products of the manual could be a computer printout for a composite resource list and for state-wide hazard analyses.
- C. A questionnaire should be developed and sent to a statistically significant number of county and local coordinators approximately six months after the handbook has been distributed. The questionnaire should solicit comments and suggestions for improvements

to the manual and request recommendations for further implementation and utilization of the manual.

- D. A detailed follow-up study should be initiated about nine to twelve months after distribution of the handbook. This study should focus on the current status of previously mentioned projects. It would determine by observation, interviews and evaluation of statistical data what impact the manual has had on the readiness posture of the municipalities of the State.
- E. A final report should be prepared and submitted to FEMA after examination and classification of the questionnaire returns and the conclusion of the follow-up study. This final report would provide further conclusions and recommendations.

ANNEX A

TASK ANALYSIS WORK SHEET

- ① TOPIC: TRAINING TECHNIQUES
- ② SUB TOPIC: HOW TO PREPARE LESSON PLANS

PRIMARY TASK

- ③ To devise instructional material in lesson plan format to enhance the learning process in trainees.

PERFORMANCE OBJECTIVE

- ④ Qualified

SUBORDINATE TASK

- ⑤ To be able to prepare lesson plans.

SUPPORTING DOCUMENTATION

- ⑥ Pennsylvania Emergency Management Handbook, Pages 22-35
- ⑦ Student Manual (K-36.2, July 1965 DCPA of latest FEMA manual) Teaching Methods and Techniques; Sections I-IV

TEST METHOD

- ⑦ Analysis of prepared lesson plans.

To write effective training objectives.

To effectively sequence instructional units.

To understand the basic learning process of individuals.

To effectively apply questioning techniques to enhance trainee learning.

Analysis of Trainee Critique Sheets of instructions presented using lesson plans.

(cont.)



ANNEX B

- - - - - COMPLETED  
 \_\_\_\_\_ IN PROCESS

**GANTT CHART**  
**TIME PHASED COMPLETION OF TRAINING MANUAL**

	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV
INITIAL INTERVIEWS WITH AREA AND SIX COUNTIES	-----	-----												
INTERVIEWS WITH LOCALS		-----	-----											
TRAINING NEEDS IDENTIFIED		-----	-----											
PRIMARY TASKS IDENTIFIED		-----	-----											
FRAMEWORK FOR MANUAL COMPLETED		-----	-----											
TASK ANALYSIS COMPLETED AND RESOURCE MATERIAL REVIEWED				-----	-----									
DETAILED DRAFT OUTLINE COMPLETED								-----	-----					
DRAFT MANUAL COMPLETED								-----	-----					
DRAFT MANUAL REVIEWED AND REVISED										-----	-----			
INSTRUCTIONAL MATERIAL COMPLETED										-----	-----			
MANUAL APPROVED FOR PUBLICATION												-----	-----	
PUBLICATION													-----	-----
DISTRIBUTION														-----

ANNEX C

PROFILES  
OF  
COUNTY EMERGENCY MANAGEMENT COORDINATORS

A. Introduction

The Training, Information and Education Office of the Pennsylvania Emergency Management Agency is currently preparing a training manual. This manual, the preparation of which is being funded totally by the Defense Civil Preparedness Agency, is designed to provide new county coordinators with their duties and responsibilities. As this training manual is being developed, it has become apparent that more information is needed regarding the ultimate consumer for this manual, i.e., the county coordinators. It has been determined that a profile of county coordinators would have to be developed. Hence, this paper.

The Training Officer requested the Area Directors to provide the basic information regarding the county coordinators in each of the 67 counties of the Commonwealth. This basic information is now labeled as Appendices A through C, and may be found at the end of this paper.

While primarily designed to help in the development of the training manual, the information found in this document can be of value throughout the agency. Further, additional questions will undoubtedly be asked by various staff members. As a result, the study of the characteristics of the county coordinators will continue and a new source of reference material will be available as we continue to refine this agency's response to emergency management situations of all kinds.

PRECEDING PAGE BLANK-NOT FILMED

It should be noted that no attempt has been made to make any correlation between and among any of the variables presented in this paper. Such correlations may be made as questions are raised by various staff members.

## B. The Data

### 1. Sex.

The emergency management community in Pennsylvania is basically a male one. Of the 67 county coordinators, only two are females. One of these females is located in the Eastern Area while the other one is located in the Western Area.

### 2. Age.

TABLE 1  
THE MEAN (AVERAGE) AGE OF  
PENNSYLVANIA COUNTY COORDINATORS

	Mean (Average) Age (in years)
Commonwealth	50.3
Eastern Area	52.7
Central Area	51.5
Western Area	47.1

TABLE 2  
THE AGE RANGE OF  
PENNSYLVANIA COUNTY COORDINATORS

	Youngest (in years)	Oldest (in years)
Commonwealth	29	73
Eastern Area	29	72
Central Area	31	73
Western Area	31	70

TABLE 3  
THE AGE DISTRIBUTION OF  
PENNSYLVANIA COUNTY COORDINATORS

	Common- wealth	Eastern Area	Central Area	Western Area
Twenties	1	1	0	0
Thirties	15	3	6	6
Forties	10	0	3	7
Fifties	25	10	9	6
Sixties	13	5	5	3
Seventies	3	1	1	1

3. Education.

1 through 12 indicates the number of years of education in the public schools that have been completed, or their equivalent. 13 through 16 indicates the years of college that have been completed with 16 also representing the completion of the baccalaureate degree. 17 through 19 indicates the post graduate work that has been completed.

TABLE 4  
 THE MEAN (AVERAGE) NUMBER  
 OF YEARS OF EDUCATION OF  
 PENNSYLVANIA COUNTY COORDINATORS

	Mean (Average) Education (in years)
Commonwealth	13.3
Eastern Area	13.7
Central Area	13.2
Western Area	13.0

TABLE 5  
 THE EDUCATION RANGE OF  
 PENNSYLVANIA COUNTY COORDINATORS

	Lowest Level of Education (in years)	Highest Level of Education (in years)
Commonwealth	11	19
Eastern Area	12	19
Central Area	11	17
Western Area	11	17

TABLE 6  
THE DISTRIBUTION OF EDUCATIONAL LEVELS  
AMONG PENNSYLVANIA COUNTY COORDINATORS

	Common- wealth	Eastern Area	Central Area	Western Area
11 years	2	0	1	0
12 years	39	10	13	16
13 years	0	0	0	0
14 years	10	5	4	1
15 years	3	0	3	0
16 years	10	4	2	4
17 years	2	0	1	1
18 years	0	0	0	0
19 years	1	1	0	0

4. Significant Work Experience.

All of the categories, with one exception, indicating the significant work experiences of the various county coordinators prior to their appointment as county coordinators are self-explanatory. The one exception is the category labeled as "Government Worker". In all instances, this category identifies those county coordinators who held some type of position in either their local or their county governments prior to their appointment as county coordinators.

TABLE 7  
 MOST SIGNIFICANT WORK EXPERIENCES  
 OF PENNSYLVANIA COUNTY COORDINATORS  
 PRIOR TO EMERGENCY MANAGEMENT APPOINTMENT

	Common- wealth	Eastern Area	Central Area	Western Area
Government Worker	16	5	8	3
Military Service	13	1	6	6
Business	13	5	2	6
Industry	4	1	0	3
State Police	3	1	2	0
Elected Official	3	2	0	1
Teacher	3	1	0	2
Fire Fighter	3	1	2	0
Radio Station	2	1	1	0
Lawyer	2	1	1	0
Farmer	1	0	0	1
Railroader	1	0	1	0
Barber	1	1	0	0
Photographer	1	0	1	0
Mother	1	0	0	1

### C. Summary

1. Virtually all county emergency management coordinators are males.
2. The mean age of all county coordinators is 50.3 years.
3. The youngest county coordinator is 29 years old; the oldest is 73 years old.
4. 37.3% of the county coordinators are in their fifties. Another 22.3% are in their thirties while 19.4% are in their sixties.
5. The county coordinators have completed an average of 13.3 years of education.
6. The least amount of education a county coordinator has completed is 11 years; the most is 19 years.
7. 58.2% of the county coordinators have completed 12 years of education. Another 14.9% completed 14 years of education while still another 14.9% completed 16 years of education.
8. 23.8% of the county coordinators were performing some sort of government service prior to being appointed as a county emergency management coordinator. 19.4% had been in military service for a significant period of time prior to becoming county coordinators while still another 19.4% had been in some type of business.

TABLE 8  
LENGTH OF SERVICE OF COUNTY COORDINATORS

	Common- wealth	Eastern Area	Central Area	Western Area
less than 1 year	8	3	3	2
more than 1 year, but not in excess of 2 years	16	4	4	8
more than 2 years, but not in excess of 5 years	14	4	6	4
more than 5 years, but not in excess of 10 years	12	3	6	3
more than 10 years, but not in excess of 15 years	4	2	1	1
more than 15 years, but not in excess of 20 years	5	2	1	2
more than 20 years	<u>2</u>	<u>2</u>	<u>0</u>	<u>0</u>
TOTAL	61*	20	21**	20**

\* six counties have acting coordinators  
\*\* three acting coordinators

It should be noted that 30 (44.7%) of the 67 coordinators have two years of service or less. A total of 44 (65.6%) coordinators have five years of service or less.

APPENDIX A  
EASTERN AREA DATA

County	Sex	Age	Education Level	Significant Work Experience
Berks	M	65	12	State Police
Bradford	M	57	12	Government Worker
Bucks	M	67	12	Business
Carbon	M	66	12	Government Worker
Chester	M	29	14	Industry
Delaware	M	35	16	Elected Official
Lackawanna	F	51	14	Government Worker
Lehigh	M	50	14	Radio Station
Luzerne	M	67	19	Lawyer
Monroe	M	32	16	Teacher
Montgomery	M	53	16	Business
Northampton	M	51	12	Military Service
Philadelphia	M	54	12	Fire Fighter
Pike	M	55	12	Elected Official
Schuylkill	M	50	14	Business
Sullivan	M	72	14	Business
Susquehanna	M	55	12	Barber
Tioga	M	33	16	Government Worker
Wayne	M	61	12	Business
Wyoming	M	50	12	Government Worker

APPENDIX B  
CENTRAL AREA DATA

County	Sex	Age	Education Level	Significant Work Experience
Adams	M	35	15	Government Worker
Bedford	M	53	17	Lawyer
Blair	M	62	12	Government Worker
Cambria	M	52	12	Government Worker
Centre	M	57	12	Government Worker
Clinton	M	57	12	State Police
Columbia	M	56	14	Government Worker
Cumberland	M	39	15	Government Worker
Dauphin	M	33	12	Radio Station
Franklin	M	57	12	Fire Fighter
Fulton	M	55	12	Business
Huntingdon	M	46	15	Fire Fighter
Juniata	M	44	16	Military Service
Lancaster	M	61	12	Military Service
Lebanon	M	47	12	Military Service
Lycoming	M	31	16	Government Worker
Mifflin	M	73	14	Photographer
Montour	M	67	14	Business
Northumberland	M	53	12	Military Service
Perry	M	58	12	Military Service
Snyder	M	37	11	Government Worker
Somerset	M	69	12	Railroader
Union	M	32	14	Military Service
York	M	63	12	State Police

APPENDIX C  
WESTERN AREA DATA

County	Sex	Age	Education Level	Significant Work Experience
Allegheny	M	51	12	Military Service
Armstrong	M	32	16	Teacher
Beaver	M	43	16	Government Worker
Butler	M	38	12	Government Worker
Cameron	M	70	11	Industry
Clarion	M	40	12	Military Service
Clearfield	F	50	12	Mother
Crawford	M	40	12	Military Service
Elk	M	33	12	Government Worker
Erie	M	56	16	Business
Fayette	M	31	12	Industry
Greene	M	36	16	Teacher
Indiana	M	35	12	Industry
Jefferson	M	44	12	Military Service
Lawrence	M	58	12	Business
McKean	M	43	12	Business
Mercer	M	44	14	Military Service
Potter	M	60	12	Business
Venango	M	59	12	Farmer
Warren	M	68	12	Business
Washington	M	50	17	Military Service
Westmoreland	M	60	12	Elected Official

ANNEX D

TASK LIST FOR EMERGENCY MANAGEMENT COORDINATORS

Pilot Counties

1. Developing plans.
2. Preparing SOPs.
3. Developing and staffing communications center for county.
4. SOPE/simulated "disasters"/planning and carrying out.
5. Supervising emergency situations.
6. Constructing/preparing EOC.
7. Interviewing and selecting staff members.
8. Training for self.
9. Coordinating and giving or arranging for training for LEMCs and staff.
10. Coordinating services of other supporting emergency agencies.
11. Time spent reporting to, conferring with, or attending meetings of County Commissioners.
12. Contacting and coordinating local business and industry to coordinate their emergency plans with county emergency plans.
13. Budget preparation.
14. Table top exercises.
15. Public Relations (i.e., giving tours of facilities, talking with press, developing news releases).
16. Selling EM concept (i.e., talking schools into "Your Chance to Live" and emergency preparedness curriculum, addressing assemblies, PTOs, classes, educators and civic clubs.
17. Filling out forms and applications.
18. Grantsmanship.
19. Leg work - getting signatures on forms, contacting LEMCs for information, etc.
20. Supervising and directing paid staff and volunteers.
21. Advising local municipalities of (a) requirements of EM laws, (b) qualities to look for in LEMC, and (c) assistance available to them.
22. Constructing/preparing exhibits or demonstrations.
23. Maintaining vehicles/equipment.
24. Upgrading plans, resource lists.
25. Related meetings - visual as CEMC but not necessarily in charge of the meeting of Red Cross, EMS, ambulance group, county fire, county police, etc.
26. OTHER (specify) \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

ANNEX E

PRECEDING PAGE BLANK-NOT FILMED

# TASK LIST FOR EMERGENCY MANAGEMENT COORDINATORS

**Pilot Counties**

Percentage of EMC's time spent on task

Plans

14.7

Operations

Leadership

24.2

Administration

Training

3.3		1. Developing plans
3.3		2. Preparing SOPs
4.5		3. Developing and staffing communications center for county
4.5		4. SOPE/simulated "disasters"/planning and carrying out
4.3		5. Supervising emergency situations
9.7		6. Constructing/preparing EOC
1.7		7. Interviewing and selecting staff members
5.6		8. Training for self
3.3		9. Coordinating and giving or arranging for training for LEMCs and staff
4.5		10. Coordinating services of other supporting emergency services
4.0		11. Time spent reporting to, conferring with, or attending meetings of County Commissioners
1.7		12. Contacting and coordinating local business and industry to coordinate their emergency plans with county emergency plans
3.8		13. Budget preparation
1.3		14. Table top exercises
3/7		15. Public Relations (i.e. giving tours of facilities, talking with press, developing news releases)
3.8		16. Selling EM concept (i.e. talking schools into "Your Chance to Live" and emergency preparedness curriculum, addressing assemblies, PTOs, classes, educators and civic clubs)
4.2		17. Filling out forms and applications
3.2		18. Grantsmanship
3.2		19. Leg work — getting signatures on forms, contacting LEMCs, for information, etc.
11.1		20. Supervising and directing paid staff and volunteers
3.0		21. Advising local municipalities of (a) requirements of EM laws, (b) qualities to look for in LEMC, (c) assistance available to them
1.2		22. Constructing/preparing exhibits or demonstrations
1.0		23. Maintaining vehicles/equipment
4.3		24. Upgrading plans, resource lists
7.8		25. Related meetings — visual as LEMC but not necessarily in charge of the meeting of Red Cross, EMS, ambulance group, county fire, county police, etc.
0		26. OTHER (specify) _____

ANNEX F

QUESTIONS FOR LOCAL EMERGENCY MANAGEMENT COORDINATORS

1. What was the last local emergency you were involved with? When was it?
2. What kinds of problems developed? How were they handled? Have any changes been made (plans, SOPs) which might lessen or overcome this problem should similar emergency occur again?
3. How often do you as EMC get together with other people who are involved in local emergency plans/programs? Who are these people? What is their emergency function?
4. What kind of written information on emergency management do you receive? Is it useful? Do you file it? Pass it on to others? Dispose of it after reading?
5. What formal training have you received concerning emergency preparedness? Home study courses? Phase I? Phase II? Workshops?
6. Was this training helpful? At your level of emergency management could you use the information given in the training? How much of it was useful? How do you feel such training could be improved?
7. How much of your time does being Local EMC take?
8. Why do you do it? (rewards) PRECEDING PAGE BLANK-NOT FILMED
9. What particular problems do you have in doing this job?

10. Do you have any plans for improving your local response to an emergency?
11. Do you have some specific goal or goals for your Local EM Program?
12. What is your relationship with your County Coordinator? What kind of guidance or information does he provide you? How do you get this assistance or information? Do you meet with him on any regular basis?
13. What assistance would you like to be receiving from your County Coordinator but are not getting at present? (non-monetary)
14. What, if anything, is the amount of the local budget allocated to EM? What is it spent for? What is needed?
15. Do you know the EMCs in the municipalities which border yours?

ANNEX G

**NEEDS SURVEY DATA SHEET**

Location	R	R	R	R	R	R	R	R	R	V	Total Weight	Times Selected	Average Weight
County Code	1	21	1	38	38	36	1	50	36	22			
Target Group	L	L	L	L	L	L	L	L	L	L			
Interview No.	11	12	13	14	15	16	17	18	19	20			

**MOTIVATION**

- How can I develop interest among volunteers and staff?
- What can I do to encourage active participation?
- What can I do about the staff member who is uncooperative?
- How do I get the general public interested in EM?

	4			4	3						49	8	6.125
	5		9			2				7	32	6	5.33
										4	4	1	4
	10	10	10	9	1	9	10		10	8	136	16	8.5

**DELEGATION**

- What can be done at the local level/county level?
- What can be done about "title" holders who don't work?
- What can be done about people who push their job on me?
- How will an emergency be handled if I'm not available?

	9			6	10			9			40	5	8
					3						3	1	3
											0	0	0
	2	2			6						37	6	6.16

**PROBLEMS**

- How do I identify the real problem?
- How can I keep from having to redo a project?
- How can I slice up and delegate parts of a problem?
- How do I minimize repercussions from emerg. decisions?

								4			18	3	6
							3	2	3		25	6	4.16
							5				11	2	5.5
			5		10						52	8	6.5

**TRAINING**

- How do I tell if needed people know their EM jobs?
- How do I know if EM people need more training and what?
- How do I train my staff and EM people?
- How do I determine what skills are already there?

											10	2	5
	3	3									13	4	3.25
		4	10				4	9			42	7	6
								2			14	3	4.66

**PLANNING**

- What needs to be considered in developing EM plans?
- How do I know if the proposed plans will work?
- How do I anticipate problems in carrying out plans?
- What should I consider in planning emerg. assignments?

	1				8	1		3		3	37	9	4.11
	6										21	5	4.2
	8			8					5		33	6	5.5
										2	11	3	3.66

**TIME**

- How do I get needed people to give their time to plan?
- What do I do about excessive demands on my time?
- How can I make better use of my time as EMC?
- How can I be efficient with the time of others?

	9	8		5	4	9				5	49	8	5.5
	1										22	5	4.4
						5		1			26	5	5.2
			7								15	3	5

**IDEAS**

- How can I stimulate more suggestions and input?
- How can I handle bad suggestions?
- How do I get people to "buy" new ideas?
- How can I sell new ideas and their needs to HOLG?

	7			2		2					21	5	4.2
											1	1	1
	6	7				7	6				43	7	6.14
		6				8	1			10	67	10	6.7

**COOPERATION - TEAMWORK**

- How do I get staff and LEMCs to work as a team?
- What can I do about personality clashes?
- How do I get the EOC staff to work well with others?
- How do I develop communication among staff for action?

						6					13	3	4.33
			2								10	2	5
											2	1	2
									1		8	3	2.66

**COMMUNICATION**

- 33. What do FEMA, PEMA and LHCGs expect of me as EMC?
- 34. How do I give out information on EM to get action?
- 35. How can I tell if my communications are effective?
- 36. How can I improve my meetings?

7	8			9		8	10		9	80	12	6.6
	5	5				7		8	6	37	6	6.1
										1	1	1
						1	1			2	2	1

**MANAGEMENT**

- 37. How do I establish good work procedures?
- 38. How do I determine EM priorities for my district?
- 39. How do I develop realistic long range goals?
- 40. How can I best organize my day-to-day activities?

						6				25	4	6.2
3			3	7	5	7				30	6	5
4		7	1			8	7			44	9	4.8
		1	4			4	6			16	5	3.2

ANNEX H

TRAINING NEEDS SURVEY SHEET  
(RANKING BASED ON TIMES SELECTED)

1. How do I get the general public interested in and activated towards emergency preparedness?
2. What do the Federal and State Emergency Management Agencies and my County Commissioners really expect of me as an emergency management coordinator?
3. How can I sell new ideas and their accompanying needs to the commissioners/ heads of local government?
4. What should I consider when developing emergency/disaster plans?
5. How can I develop realistic long range goals and attainable intermediate goals for my area and develop the necessary support for them?
6. How do I get the necessary people to donate sufficient time to develop and test plans?
7. How do I minimize repercussions from emergency situation decisions?
8. How can I develop interest so volunteers and staff will do their emergency preparedness jobs?
9. How can I get people to "buy" and cooperate with the need to do new things or new ways of doing old things?
10. What are some practical, step-by-step approaches I could use in training staff and local emergency management people?

PRECEDING PAGE BLANK-NOT FILMED

ANNEX I

PRECEDING PAGE blank-NOT FILLED

TRAINING NEEDS SURVEY SHEET

(RANKING BASED ON WEIGHT)

1. How do I get the general public interested in and activated towards emergency preparedness?
2. What do the Federal and State Emergency Management Agencies and my county commissioners really expect of me as an emergency management coordinator?
3. How can I sell new ideas and their accompanying needs to the commissioners/ heads of local government?
4. How do I get the necessary people to donate sufficient time to develop and test plans?
5. How can I develop interest so volunteers and staff will do their emergency preparedness jobs?
6. How do I minimize repercussions from emergency situation decisions?
7. How can I develop realistic long range goals and attainable intermediate goals for my area and develop the necessary support for them?
8. How can I get people to "buy" and cooperate with the need to do new things or new ways of doing old things?
9. What are some practical, step-by-step approaches I could use in training staff and local emergency management people?
10. What things can be done at the local level and what must be done at the county level?

PRECEDING PAGE BLANK-NOT FILLED

COMMENTS

PRECEDING PAGE BLANK-NOT FILMED

COMMENTS FROM COUNTY AND LOCAL EMERGENCY MANAGEMENT COORDINATORS  
AFTER REVIEWING CHAPTERS OF THE MANUAL.

The chapter or chapters to which the comments refer are  
in parentheses.

"Both drafts are interesting. Loaded with useful psychology and practical information. . . . You have been very thorough in your presentation." (Introduction and Leadership)

"I want to congratulate you and your staff on a fine job of compiling a manual which is just what we here on the local level need. If the following four sections are compiled as completely and thoroughly as the first one, it will make our job here more constructive for our Local Directors." (Leadership)

"I have thoroughly read these two sections . . . and find them to be a pretty comprehensive start to a good training manual that is sorely needed for county coordinators . . . . I was thoroughly pleased and impressed with the leadership section . . . . I have found this section to be really well written, well formed, and well illustrated for any lay person to read and understand." (Leadership and Intro.)

"The organization is well thought out and comprehensively covered. . . . The charts are fine as are the check-off lists, etc." (Operations and Administration)

"I found many charts and forms that would be of much use in the daily operations of my department . . . . I asked and was granted permission to keep this said manual for present use. During our conversation I was made aware of the slides and audio-visual aids that (might) encompass the training sessions for this manual. I am very glad to see that there will be these visual training sessions rather than just book learning as I have stated in the past." (Operations and Admin.)

"Both drafts in the hands of the County Directors will be a perfect tool for their role in training the Local Coordinators and for further planning on the county level. I am looking forward to reviewing the manual in its final draft." (Planning and Training)

"Found the chapter to be very useful. It has enough information to provide coordinators the initiative to start their Municipal Disaster Planning. I took the liberty of making a copy of our reference." (Planning)

"As a Local Coordinator this section will be very helpful in the planning and operations on a local level. The attachments included will be very useful." (Operations)

"Very well done! It looks like a thorough and comprehensive job." (Operations)

"We find the material to be excellent, and have only minor changes to suggest." (Operations)

" An excellent source document." (Operations)

"Very Good! I am pleased with the job your staff has done with this training manual." (Plans, Operations and Admin.)

"This section is very well written and easy to follow. As a Local Coordinator I can see no problem in organizing a plan, with the exception of time." (Planning)

" . . . it appears to be complete and satisfactory. Nice Work!."

"I could not find any problems in this good job." (Planning)

"Well written and layed out in a logical manner. Will remain a very timely, useful tool for EM personnel." (Training)

"I have reviewed the manual as per your request. I think the people who worked on this book should be commended. A good package for all Coordinators to begin with. I suggest that you go with the package as is, considering new elected official - some new coordinators, etc. Charges can be inserted as time goes on." (Training)

"I think this copy of PEMA Training Manual is very good. I only wish the State would have had this type of manual when I was a Local Coordinator. I feel this will be a great asset in training Local Coordinators, newly appointed and those that have been active for some time. This manual gives the County Coordinator and his staff the outline they need for the proper training of Local Coordinators." (Training)

"This is another example of outstanding research. I could find nothing drastically in error or have any suggestions to make. I am looking forward to your next section and eventually the completion."  
(Planning)

"The course is simple and easily understood. In my opinion, it can be of great benefit if administered by County Instructors as suggested rather than having the County send the course to Local Coordinators to thrash out on their own. The County Instructor can provide the necessary encouragement and guidance for Local Coordinators to promote action within their respective communities."  
(Training)

"You appear to have a sound and logical approach to your training procedures. You have your M.B.O. concepts well spelled out and your basic teaching skills well in hand. I believe if your instructions are carried out that the local Emergency Management person will be benefited.  
One basic point in philosophy - not all of your "local" people are going to be willing to spend the time necessary to develop the skills required. At some point the County Emergency Management person should be in a position to analyze the potential dangers which exist in a community and point them out to his local man. Even with TMI there are still many people in positions of responsibility who don't think "it could happen here". In talking with others I find that outside of fire and accident there is little concern for catastrophies. Without concern there is little potential community cooperation - raised taxes, etc. In short, there are too many people in a "comfort zone" which must be shattered."  
(Training)

"Excellent start. I found no changes - additions, deletions, etc. The publication is simple reading in content - which will strike home when dealing with people from all walks of life on the local level. The greatest problem will be in education of the County Director and receiving support to get the Locals involved."  
(Intro. and Leadership)

"I've made several notations in areas which I did not understand. However, the draft on Leadership is excellent. I learned many things. . . . Keep up the good work." (Intro. and Leadership)

"I went over the section in its entirety; I found it informative and well-organized and believe it will be greatly beneficial to County Coordinators. I would like to add one comment: Well Done."  
(Training)

DISTRIBUTION LIST

PRECEDING PAGE BLANK-NOT FILMED

REVISED MANDATORY STANDARD DISTRIBUTION LIST FOR RESEARCH REPORT

(ALL PROJECT)

(Number of Copies - One unless otherwise indicated)

Federal Emergency Management Agency  
Mitigation and Research  
Attn: Administrative Officer  
Washington, D.C. 20472 (60)

Defense Technical Information Center  
Cameron Station  
Alexandria, VA 22314 (12)

Civil Defense Research Project  
Oak Ridge National Laboratory  
Attn: Librarian  
P.O. Box X  
Oak Ridge, TN 37830

Mr. Clifford C. McLain  
Systems Planning Corporation  
1500 Wilson Blvd.  
Arlington, VA 22209

Dr. John Billheimer  
Systan, Inc.  
P.O. Box U  
Los Altos, CA 94022

Dr. William W. Chenault  
Human Sciences Research, Inc.  
Westgate Research Park  
7710 Old Springhouse Road  
McLean, VA 22101

Dr. Jiri Nehnevajsa  
Professor of Sociology  
Department of Sociology  
University of Pittsburgh  
Pittsburgh, PA 15213

Dr. Conrad Chester  
ERDA, Holifield National Laboratory  
P.O. Box X  
Oak Ridge, TN 37830

Mr. Don Johnston  
Research Triangle Institute  
P.O. Box 12194  
Research Triangle Park, NC 27709

Mr. Richard Laurino  
Center for Planning and Research  
2483 Bayshore Road  
Palo Alto, CA 94303

The Dikewood Corporation  
1009 Bradbury Drive, S.E.  
University Research Park  
Albuquerque, NM 87106

Ohio State University  
Disaster Research Center  
127-129 West 10th Avenue  
Columbus, OH 43201

Stanford Research Institute  
Attn: Mr. Robert M. Rodden  
333 Ravenswood Avenue  
Menlo Park, CA 94025

URS Research Company  
155 Bovet Road  
San Mateo, CA 94402

Dr. Gerald Klonglan  
Department of Sociology and  
Anthropology  
Iowa State University  
Ames, IA 50010

Mr. Howard McClennon, President  
International Association of  
Fire Fighters  
1750 New York Avenue, N.W.  
Washington, D.C. 20006

General Manager  
International Association of  
Fire Fighters  
1329 18th Street, N.W.  
Washington, D.C. 20036

Mr. Bjorn Pedersen  
International Association of  
Chief of Police  
11 Firstfield Road  
Gaithersburg, MS 20760

Mr. Ferris Lucas  
National Sheriff's Association  
Suite 320 - 1250 Connecticut Ave., N.W.  
Washington, D.C. 20036

Mr. Gerald W. Collins, Executive  
Vice President  
National Defense Transportation Assoc.  
1612 K Street, N.W. - Suite 706  
Washington, D.C. 20006

National Fire Protection Assoc.  
Library  
470 Atlantic Avenue  
Boston, MA 02210

National Bureau of Standards  
Disaster Research Coordinator  
Attn: Mr. C. G. Culver  
Office of Federal Building Technology  
Center for Building Technology  
Washington, D.C. 20234

Command and Control Technical Center  
The Pentagon - BE-685  
Washington, D.C. 20301

Mr. Louis V. Spencer  
Radiation Theory Section  
National Bureau of Standards  
Room C-313 - Building 245  
Washington, D.C. 20235

National Academy of Sciences (JH-312)  
Commission on Sociotechnical Systems  
2101 Constitution Ave., N.W.  
Washington, D.C. 20418

The Council of State Governments  
Attn: Mr. Hubert A. Gallagher  
1225 Connecticut Ave., N.W. - Suite 300  
Washington, D.C. 20036

Dr. Joseph E. Minor  
Texas Tech University  
Dept. of Civil Engineering  
P.O. Box 4089  
Lubbock, TX 79409

Mr. David Hopper  
Dept. of Emergency Services  
State of Washington  
4220 E. Martin Way  
Olympia, WA 98504

Mr. David L. Britt  
Division of Civil Preparedness  
Dept. of Crime Control  
and Public Safety  
116 West Jones Street  
Raleigh, NC 27611

Ms Betty McClelland  
State Director  
State of Washington  
Department of Emergency Services  
4220 E. Martin Way  
Olympia, WA 98504

Dr. Betty Jo Mayeske  
IAFF - Project Adm. Open University  
Fire Science Program  
12524 Knowledge Lane  
Bowie, MD 20715

Mr. Dave McCormick  
National Fire Prevention and  
Control Administration  
P.O. Box 19518  
Washington, D.C. 20036

Mr. Robert A. Harker  
28 Aliso Way  
Menlo Park, CA 94025

General Leslie Bray  
The Analytical Sciences Corp  
1117 N. 19th Street  
Rosslyn, VA 22209

Dr. Murray Rosenthal  
System Development Corporation  
2500 Colorado Avenue  
Santa Monica, CA 90406

Ms Marie Hayman  
International City Management Assn.  
1140 Connecticut Ave., N.W.  
Washington, D.C. 20036

Ms Claire Rubin  
Academy of Contemporary Problems  
1501 Neil Avenue  
Columbus, OH 43201

Mr. Harvey G. Ryland  
Mission Research Corporation  
P.O. Drawer 719  
Santa Barbara, CA 93102

Dr. Richard V. Farace  
Department of Communication  
College of Communication Arts  
Michigan State University  
East Lansing, MI 48823

Mr. Mike Kevanay  
System Development Corporation  
5827 Columbia Pike  
Falls Church, VA 20041

Dr. William Brown  
Hudson Institute  
Quaker Ridge Road  
Croton on Hudson, NY 10520

Dr. John R. Christiansen  
Department of Sociology  
183 Faculty Office Building  
Brigham Young University  
Provo, UT 84601

Dr. Abner Sachs  
Science Applications, Inc.  
1651 Old Meadow Road, Suite 620  
McLean, VA 22101

Chief, National Military Command  
Systems Support Center  
(Code B210)  
The Pentagon  
Washington, D.C. 20301

This report outlines the methodology, research, conclusions, and recommendations regarding the development of a comprehensive Handbook for Emergency Management Coordinators. The Handbook provides succinct guidance to Emergency Management Coordinators in the areas of Leadership, Training, Operations, Planning and Administration.

This report outlines the methodology, research, conclusions, and recommendations regarding the development of a comprehensive Handbook for Emergency Management Coordinators. The Handbook provides succinct guidance to Emergency Management Coordinators in the areas of Leadership, Training, Operations, Planning and Administration.

This report outlines the methodology, research, conclusions, and recommendations regarding the development of a comprehensive Handbook for Emergency Management Coordinators. The Handbook provides succinct guidance to Emergency Management Coordinators in the areas of Leadership, Training, Operations, Planning and Administration.

This report outlines the methodology, research, conclusions, and recommendations regarding the development of a comprehensive Handbook for Emergency Management Coordinators. The Handbook provides succinct guidance to Emergency Management Coordinators in the areas of Leadership, Training, Operations, Planning and Administration.

Report on the Development of the  
Emergency Management Coordinators' Handbook

**UNCLASSIFIED**

Pennsylvania Emergency Management Agency  
Number of pages (71)

Contract Number DCPA01-78-C-0260  
Project Number 318-17

(cont)

Report on the Development of the  
Emergency Management Coordinators' Handbook

**UNCLASSIFIED**

Pennsylvania Emergency Management Agency  
Number of pages (71)

Contract Number DCPA01-78-C-0260  
Project Number 318-17

(cont)

Report on the Development of the  
Emergency Management Coordinators' Handbook

**UNCLASSIFIED**

Pennsylvania Emergency Management Agency  
Number of pages (71)

Contract Number DCPA01-78-C-0260  
Project Number 318-17

(cont)

Report on the Development of the  
Emergency Management Coordinators' Handbook

**UNCLASSIFIED**

Pennsylvania Emergency Management Agency  
Number of pages (71)

Contract Number DCPA01-78-C-0260  
Project Number 318-17

(cont)