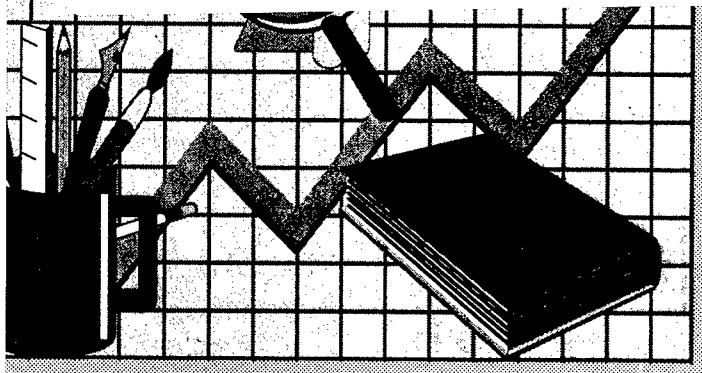
AIR FORCE HANDBOOK 32-4016, Volume 1
1 March 1998

CIVIL ENGINEER READINESS EMERGENCY MANAGEMENT PLANNING AND ANALYSIS HANDBOOK



DEPARTMENT OF THE AIR FORCE

BY ORDER OF THE SECRETARY OF THE AIR FORCE

AIR FORCE HANDBOOK 32-4016, VOLUME 1
1 MARCH 1998

Civil Engineer

CIVIL ENGINEER READINESS FLIGHT PLANNING AND ANALYSIS HANDBOOK

This handbook implements AFPD 32-40, Disaster Preparedness and AFMAN 32-4004, Emergency Response Operations. It presents considerations for analyzing potential threats to an air base and factors for developing plans that support wing and squadron emergency management operations. Response and recovery actions can be found in Volume 2 of this series. Send comments and suggested improvements to HQ AFCESA/CEX, 139 Barnes Drive, Suite 1, Tyndall AFB FL 32403-5319.

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SECTION 1. GENERAL INFORMATION

1.1. Introduction.

Before individuals can reduce their risk from natural or other hazards, they need to know the nature of the threat, its potential impact on them and their community, their options for reducing the risk or impact, and how to carry out specific mitigation measures. Achieving widespread public awareness of natural hazards and other threats on the installation will enable units and personnel to make more informed decisions and execute well developed plans.

1.2. Key Player.

The CE Readiness Flight is a key player in wing and CE emergency management planning. The following is a list of the plans or annexes your flight tracks, reviews, edits, or writes:

1.2.1. Base Disaster Preparedness Operations Plan (Base OPlan 32-1)

1.2.2. BCE Contingency Response Plan

1.2.3. Spill Prevention and Response Plan

1.2.4. Base Mobility Plan

1.2.5. Land Defense of CONUS

1.2.6. Base Support Plan

1.2.7. Installation Security Plan

1.2.8. Medical Contingency Response Plan

SECTION 2. GETTING STARTED

2.1. Planning Process.

The plan development process includes: (1) determining your requirements, (2) performing research, (3) informing affected agencies, (4) reviewing and analyzing inputs, and (5) preparing the planning document. Preparing the plan will be covered in Section 7. The other steps will be addressed below.

2.1.1. Determine Requirements.

Is a plan required? Quite possibly a plan already exists but may require a review, revision, or update. If changes are required, consider the impact and requirements it will have on other plans, checklists, or standard operating procedures (SOPs). Be sure to: analyze your threat, check governing directives, check the supported plans, and check with the plan's OPR.

2.1.1.1. Ensure you check with the organizations and other units , both on and off-base. These are the same primary players you will need to work with when it is time to coordinate your plans. Table 2.1. list some of these agencies.

Table 2.1. Agencies With Critical Requirements.

ON-BASE AGENCIES	OFF-BASE AGENCIES
♦ Wing Plans	♦ Emergency Management Division
♦ Logistics Plans	♦ Red Cross (or equivalent)
♦ The Supporting Intelligence Unit	♦ Host Nation Civil and Military Authorities
♦ The Supporting Medical Facility	♦ Other Emergency Response Agencies and Officials
♦ The Supporting Weather Unit	♦ US Army Corps of Engineers
♦ The Supporting Office Of Special Investigations	♦ USAF Units With Similar Missions Or In Similar Areas
♦ Bioenvironmental Engineers	♦ Your MAJCOM
♦ Security Forces	♦ Other Nearby Military Service Installations
♦ Fire Department	
♦ Communications	
♦ Services	
♦ Contracting office	
♦ Other Group and Unit Planning Agencies	

2.1.1.2. Ensure you review and consider the following aspects listed in Table 2.2.

Table 2.2. Planning Considerations.

♦ The Documents The Plan References	♦ Related Support Agreements; The Types Of Agreements That Affect Your Plan Or Might Be Impacted By Your Plan. Examples Include: ◊ Joint Support Agreement. ◊ Host Nation Support Agreement. ◊ Mutual Aid Agreement. ◊ Host-Tenant Support Agreement. ◊ Inter-Service Support Agreement. ◊ Inter-Departmental Support Agreement.
♦ Which Plan(S) This Plan Supports	
♦ The Plan You Will Modify Or Impact	

2.1.2. Perform Research.
Checking applicable AFIs, AFMANs, SOPs, and other applicable documents is just the start. This is the collection of raw data. One tip is to do word searches on the Air Force Electronic Publication Library (AFEPL) to see what directives from other functional areas say about your topic. Don't stop there, what does the Internet offer - here's a tool with tremendous power for research. What does FEMA have to say? Did you know there is a DoD Directorate for Emergency Preparedness Policy home page? The Air Force Civil Engineer Support Agency, Readiness Division, web page at http://www.afcesa.af.mil/AFCESA/Readiness/ connects to a number of other

emergency management services. The objective of your research should be to determine if there is a problem you have not considered, and to seek solutions or how to solve a present or potential problem.

2.1.2.1. Objective and Scope. Spend time thinking about your task. What is your goal? What are the barriers to that goal? Is time limited? Do you have ready access to the necessary sources of information? Do you need additional resources or expertise to address the issues?

2.1.2.2. Research Plan. This is nothing more than a series of questions you jot down about the subject during your brainstorming sessions. It serves as a very loose guide on where to look for information and should keep you on the right track when asking questions as you begin to collect the data and information. It provides focus and boundaries. Remember, you can't solve all problems – stay focused on your particular task.

2.1.2.3. Sources. Don't re-invent the wheel. It is possible that valuable data is already available? Check the following sources listed in Table 2.3.

Table 2.3. Research Sources.

♦ Air Force Lessons Learned	♦ Background Files For Changes
♦ Related Directives	♦ Related/Supported Plans
♦ IG Reports and TIG Briefs	♦ Defense Technical Information Center (DTIC)
♦ Indexes ("O" Series Publications) For Related Publications And Forms	

2.1.3. Inform Affected Agencies.

First, decide how you will contact affected agencies. The method chosen should be based on the scope of your draft and whether the work can be done better through individual or group action. In some situations, a simple phone call will work. In other situations, you may need to write a letter or have a

meeting. Contact the affected agencies and work closely with them to get meaningful inputs. At times, this step may seem like a repetitive process. Repetition helps to solidify the final product.

2.1.4. Review And Analyze Inputs.
As you review, evaluate the inputs and identify inconsistencies. Resolve inconsistencies with tact and diplomacy. At this point, it is important to maintain full support for your efforts. Lack of full support from all concerned will make the coordination process difficult and may have adverse affects if the plan is ever implemented.

SECTION 3. OPERATIONAL RISK MANAGEMENT

3.1. ORM Introduction.

Operational risk management (ORM) is a logic-based, common sense approach to making calculated decisions on human, materiel, and environmental factors before, during, and after Air Force mission activities and operations. All of the principles and process steps must be examined and executed when developing disaster preparedness plans and procedures.

2.2. Description.

The following is a description of the Air Force six-step process.

3.2.1. Identify the Hazards. Hazards are any real or potential conditions that can cause mission degradation, injury, illness, or death to personnel, or damage to or loss of equipment or property.

3.2.2. Assess the Risk. Risk is the probability and severity of loss from exposure to the hazard.

3.2.3. Analyze Risk Control Measures. Effective control measures reduce one of the three components (probability, severity, or exposure) of risk.

3.2.4. Make Control Decisions. Decision makers at the appropriate level choose controls based on analysis of overall costs and benefits.

3.2.5. Implement Risk Controls. Implementation requires commitment of time and resources.

3.2.6. Supervise and Review. ORM is a process that continues throughout the life cycle of the system, mission, or activity.

3.3. This handbook will provide consideration to some key ORM considerations specifically related to emergency management planning.

SECTION 4. HAZARD ANALYSIS

4.1. Hazard Analysis.

Hazard Analysis is the cornerstone of mitigation; it establishes a common point of departure and the bounds within which effective plans and alternatives can be formulated, published, and executed. Achieving accurate hazard analysis provides the basis for public awareness and preparedness.

4.1.1. Hazard analysis is a three step decision-making process of collecting and analyzing information on potential threats. It is used to obtain a clear understanding of what hazards exist and the risk posed to people, property, missions, and the environment. The information developed in a hazard analysis provides the basis for notification and reporting requirements, establishes subsequent planning priorities, and provides the documentation to support planning and response efforts. There are three key steps associated with hazards analysis as shown in Table 4.1.

Table 4.1. Steps in Hazard Analysis.

HAZARD IDENTIFICATION	VULNERABILITY ANALYSIS	RISK ASSESSMENT
♦ HAZMAT Release ♦ Natural Disaster ♦ Man-made Disaster ♦ Location ♦ Quantity ♦ Nature of Hazard	♦ Vulnerable Zone ♦ Human Populations ♦ Critical Facilities ♦ Environment	♦ Likelihood of Disaster ♦ Severity of the Consequences

4.2. Hazard Identification.

First Step - Hazard Identification (What is the threat?). The primary component in hazard analysis is to identify potential threats to the installation, its personnel, and its mission. This may be from the types of

hazardous materials used or stored on the installation, type of weapons system assigned, the prevalent natural disaster threats, or even the geographic location and political environment.

4.3. Vulnerability Analysis.

Second Step - Vulnerability Analysis (Who or what is at risk?). Assess areas potentially effected by the threat. This includes gathering information on the extent of the vulnerable zone (the impacted area), conditions that influence the zone, size and type of population within the zone, property that might be damaged, and the environment that might be affected.

4.4. Risk Assessment.

Third Step - Risk Assessment: (How real is the risk?). Assess the likelihood of an occurrence (such as an accidental release of a hazardous material) and the consequences that might result based on the estimated vulnerable zones. In other words, what are the chances of it really happening? Risk assessment is based on the history of previous incidents at the installation, mathematical modeling, and the best available information. For example, developing hurricane evacuation centers is based on the history of hurricane patterns as opposed to only considering where the previous one hit. Risk analysis is key to the planning process. Your base will decide how to use its limited resources depending on risk analysis.

4.4.1. Keep in mind three of the ORM principles when analyzing the risk:

4.4.1.1. Accept no unnecessary risk.

4.4.1.2. Make risk decisions at the appropriate level to establish clear accountability.

4.4.1.3. Accept risk when benefits outweigh the costs.

4.4.2. Risk assessment is a complex undertaking. It involves assumptions and calculations about magnitude, return frequency, and the potential

physical and economic impact of disasters in specific geographic settings, and the presentation of the results in terms that are useful to decision makers. For the most part, the presentation of the results will be your plans.

4.5. History.

To begin your analysis and assess your threats, vulnerabilities, and risks, start by asking yourself the following questions:
(**Note**: Answers to these questions could make this section classified)

4.5.1. What are the missions supported by the base/wing/unit?

4.5.2. Are there home station or deployed missions? Consider both primary and secondary missions and taskings.

4.5.3. What are the installation's strengths, capabilities, and shortfalls? Make separate lists and carefully note the limitations and shortfalls.

4.5.4. What supporting forces or outside agencies are available and what resources do they have? Are support agreements in place that outline responsibilities between agencies?

4.5.5. What are the most probable incidents and their worst possible impact?

4.5.6. What is the wing's priorities for protecting its resources?

4.5.7. What resources are protected, where are they, and who controls them?

4.5.8. What resources require additional levels of protection? Consider personnel, critical facilities (communications /transportation nodes), and asset vulnerabilities (munitions, fuels, etc.).

SECTION 5. RESOURCE IDENTIFICATION AND CAPABILITY ASSESSMENT

5.1. Analyze the Installation's Capability.

Once the hazard identification and analysis portion of the planning process has been completed, a clearer picture of the problems with which you are faced will emerge. However, this is only part of the information you'll need for effective planning. Not only must you analyze the hazard, you also need to analyze the installation's capability to handle or manage the hazard.

5.2. Resource identification.

This is identifying currently available assets. This includes not only material things, e.g. equipment, but also people, facilities, knowledge, special abilities, etc. In other words, what is available on the installation, as well as in the community, to assist in handling a disaster? Once the resources have been identified, a reliable, tested and known method of notification and activation must be established.

5.3. Capability Assessment.

Following resources identification, it is crucial to assess their capabilities. Resource identification is more of a laundry list, now you need to make some judgment calls with that list. Remember, you need a 24 hour a day, seven days a week, 365 days a year capability! Consider such factors as:

5.3.1. Overall resources available, condition, quantities, locations, etc.

5.3.2. Level of training, knowledge and competence of the personnel who will be utilized.

5.3.3. Ability of various resources to effectively work with outside agencies.

SECTION 6. NEEDS ASSESSMENT

6.1. Needs Assessment Process.

Needs Assessment involves two steps: identifying needed resources and resources shortfalls. These two steps involve determining the resources needed to meet the identified hazards, and then determining any shortfall between needs and availability. Shortfalls should be the result of matching the list you established as needed resources against your list of identified resources.

6.1.1. One factor that must be weighed in the planning process is the concept of risk/benefit assessment. In other words, is it appropriate to spend vast amounts of time, effort and money to prepare for a situation that is not very likely to occur?

6.1.2. If the situation were to occur, would it produce a severe or minimal impact? Would those impacts involve life, property or the environment? If the event were to produce a severe impact on life, property or the environment, then it would be appropriate to expend as much effort as possible to prevent or minimize the impacts of the occurrence.

6.1.3. When conducting your needs assessment, keep things in perspective. Resources are limited and trade-offs are a fact of life. Consider the risk versus the benefit as related to cost.

SECTION 7. PLAN DEVELOPMENT

7.1. Development Stage.

As you have progressed through the process to this point, you have systematically acquired, analyzed, and assessed information about the hazards that may face your installation. You have also gathered and assessed the information about the resources and capabilities to handle the disaster or incident. So far, the process has led to this step in the process – plan development.

7.2. Prepare The Planning Document.

Ensure the right information is in the correct format with proper punctuation spelling, and grammar. Areas requiring particular attention include: (1) Content, (2) Format, (3) Style, (4) Coordination, (5) Follow-up, and (6) Publication.

7.2.1. Content: Specifically addressing the following questions in Table 7.1. will go a long way to ensure you deal with most of the issues:

Table 7.1. Plan Content Considerations.

WHO
☑ Supports you? ☑ Do you support? ☑ Implements or terminates each part of the plan? ☑ Funds each phase of the plan? ☑ Controls the resources (people, vehicles, supplies, materials, and equipment) used to execute each part of the plan? ☑ Will operate the equipment necessary to execute the plan? ☑ Will be responsible to develop and write supporting sections of the plan (checklists, rosters, equipment lists, diagrams, etc.)?
WHAT
☑ Situation is each part of the plan designed to handle? ☑ Are your basic assumptions? ☑ Specific duties or functions are each agency tasked to perform? ☑ Resources (people, equipment, vehicles, supplies, or material) are each agency tasked to provide? ☑ Criteria will be used to judge plan execution?
WHEN
☑ Do different parts of the plan take effect? ☑ Will funds become available for each part of the plan? ☑ Will resources (people, equipment, vehicles, supplies, or material) be available, prepared, positioned, or employed in order to execute each part of the plan? ☑ Does the plan terminate? ☑ Do you file which reports?
WHERE
☑ Do people perform their duties to execute each part of the plan? ☑ Are resources (people, equipment, vehicles, supplies, or material) be assembled, stored, sent, or employed to execute or terminate the plan? ☑ Do you send required reports?
WHY
☑ Do you write and execute this plan? (purpose of the plan.) ☑ Do you perform certain aspects of this plan in a certain order?

HOW
☑ Will you communicate or pass notification? ☑ Will you evaluate the effectiveness of operations or quality of work? ☑ Should you disperse resources? ☑ Do you account for resources? ☑ Will you protect your resources? ☑ Do you report your operations, results, the wing's status, and termination of the plan?

7.2.2. Format. Does the governing directive or supported plan provide a specific format for your plan? If there is no specific format, as a minimum, ensure you address the following listed in Table 7.2.

Table 7.2. Plan Format Considerations.

FORMAT
☑ Implements procedures for major planning assumptions, and supporting forces. ☑ Unit mission and why the plan was written. ☑ Organization, responsibilities, and necessary equipment. ☑ Administration and logistical details which support the plan. ☑ Chain of command and communications.

7.2.3. Style. Write your plans in simple, direct, clear, and accurate terms. Use active voice as much as possible. Edit for proper punctuation, spelling, and grammar? Use the available word processor tools. Did you use illustrations, tables, graphs, and pictures to clarify your point? Table 7.3. lists other considerations.

Table 7.3. Plan Style Considerations.

PLAIN ENGLISH
☑ Use familiar words, not jargon or unnecessary technical terms. ☑ Use grammatically correct sentences with 20 or fewer words. ☑ Keep paragraphs as short as possible and consistent with the subject? ☑ Use logical and consistent tense, person, or voice? ☑ Present material in a logical, orderly sequence?
USE ACTIVE VOICE
☑ Did you avoid the verb "to be" (am, is, are, were, was, be, being, been) and a main verb ending in "ed" or "en"? ☑ Did you put the "doer" before the verb? (example: "Supply will provide four, 1 gallon buckets.", not "Four, 1 gallon buckets will be provided by Supply.") ☑ Did you drop part of the verb. (example: "Equipment lists are in Table 1.", not "Equipment lists are shown in Table 1.") ☑ Did you change the verb. (example: "Security Forces Defensive Fighting Positions are not built yet." not "Security Forces Defensive Fighting Positions have not been constructed yet.")
EDIT
☑ Punctuation ☑ Spelling ☑ Grammar
CLARIFICATION SUPPORT (Examples)
☑ A diagram of the parking arrangement at the Disaster Control Group assembly area. ☑ A table to show how much of which type of equipment the response teams will need. ☑ A graph showing the amount of time an individual can work using each of the different levels of protection required for various hazardous material responses.

7.2.4. Coordination. Failure to properly coordinate a plan can cause confusion and conflict. Your plan should not come as a surprise to anyone. Consider the following steps:

7.2.4.1. All plans should be fully coordinated with all affected agencies prior to being published. You must also decide on the best method of coordination. Table 7.4. provides some factors to consider.

Table 7.4. Plan Coordination Factors.

COORDINATING AGENCIES	METHOD OF COORDINATION
♦ Your office ♦ Your commander ♦ Wing commander ♦ Group commanders ♦ Higher headquarters (Theater and MAJCOM) ♦ Local civil authorities, other services, and host nation equivalents ♦ Other offices, agencies, and commanders	♦ In-turn ♦ Distribution of mail ♦ Hand Carried ♦ Shotgun ♦ Distribution of mail ♦ Hand Carried ♦ Conference ♦ In person ♦ Teleconference

7.2.5. Follow-up Considerations. Did you track the coordination trail so you can request additional clarification or changes? Have you documented the plan review? Do your documents tell people why they are reviewing the plan; the purpose of the plan; which parts of the plan they are to review; what they should do if they have questions or comments (do they contact you, the OPR, write on the plan itself, etc.); when they should return the plan and to whom; any other information you think they should know (background, pending changes to policy or procedures, etc.)? Have you attached a personal notes or personalized letter? Have you attached a coordination memorandum? Have you attached an AF Form 673, *Request To Issue Publication*?

7.2.6. Publication. Using a plan which has not been published and distributed causes unnecessary conflict. Do the paperwork properly and make sure everyone who needs it gets it. You will normally work with the wing plans office to get the plan published. They usually require you to document the plan review and make any required changes. They may also ask you to prepare the DD Form 844, *Requisition for Local Duplication Service,* in order to save them time and work.

SECTION 8. REVIEW AND TEST

8.1. Evaluation Process.

Reviewing and exercising the plan is simply the process of testing the plan and managing the process. The evaluation process is essential to help:

8.1.1. Determine the effectiveness of the plan and the system.

8.1.2. Act as training for all participants.

8.1.3. Identify deficiencies.

8.1.4. Identify problem areas or situations that had not been anticipated.

8.1.5. Provide a better understanding of individual or agency roles during an actual emergency.

8.2. Review.

Did you conduct a plan review annually? You also need to review your plan when the threat changes; when the mission changes; when the unit's capabilities change; and upon exercise completion.

SECTION 9. CHECKLISTS

9.1. Developing Checklists.

You may be expected to write the on-scene commander's disaster and major accident checklist or ones for the Survival Recovery Center (SRC). When writing or reviewing checklists, know what type of checklist you need (either generic for some operations or very detailed) and ask:

9.1.1. Are the current checklists based on the existing planning documents?

9.1.2. Are the checklists geared to task execution?

9.1.3. Do they remind you of actions to take, things to avoid, or options to consider?

9.1.4. Does each unit or agency which supports your plan have checklists to cover their operations?

9.1.5. Do the checklists go into adequate detail?

9.1.6. Do the checklists cover routine operations and quick reaction/emergency actions?

SECTION 10. DIRECTIVES AND GUIDANCE

10.1. Emergency Management Directives.

Table 10.1. lists documents that address emergency management planning.

Table 10.1. Emergency Management Directives.

AF POLICY DIRECTIVES (AFPD)
AFPD 10-2, *Readiness*
AFPD 32-40, *Disaster Preparedness*
AF INSTRUCTIONS (AFI)
AFI 10-211, *Civil Engineer Contingency Response Planning*
AFI 10-212, *Air Base Operability*
AFI 10-403, *Deployment Planning*
AFI 10-404, *Base Support Planning*
AFI 10-802, *Military Support To Civil Authorities*
AFI 32-4001, *Disaster Preparedness Planning And Operations*
AFI 32-4002, *Hazardous Material Emergency Planning And Response*
AF MANUALS (AFMAN)
AFMAN 32-4004, *Contingency Response Operations*
AFMAN 32-4005, *Personnel Protection and Attack Actions*
AFMAN 32-4013, *HAZMAT Emergency Planning And Response Guide*
AF PAMPHLETS (AFPAM)
AFPAM 10-219, Vol. 1, *Contingency And Disaster Planning*
AF HANDBOOKS (AFH)
AFH 10-222, Vol 4 *(Environmental Guide for Contingency Operations)*
AFH 32-4016, Vol 2, *Civil Engineer Readiness Flight Response and Recovery Handbook*

SECTION 11. HINTS

11.1. Plans and Planning Hints.

These can help you develop good plans.

11.1. KEEP IT SIMPLE: If your plan is too complicated it will not work because no one will be able to read, understand, or use it. As long as it fulfills the requirements outlined in the governing directives, support agreements, etc., it should be all right.

11.2. ANSWER THE KEY QUESTIONS: If you follow the five steps of plan development outlined, you should have no difficulty addressing the: who, what, where, when, why, and how aspects of the plan.

11.3. NEVER PLAN IN A VACUUM: Your plan will invariably affect others, so plan with others. If necessary to answer all the questions and address all the issues, set up a planning team. Brainstorming can help clear any hurdles you may identify along the way.

11.4. STAY CURRENT: Keep up with developments in areas which affect your plan. Do not allow the plan to get so outdated that it becomes unusable. It is usually easier to revise a plan than to write a new one.

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