



A FRAMEWORK FOR MAJOR EMERGENCY MANAGEMENT



WORKING DRAFT

GUIDANCE DOCUMENT 3

A GUIDE TO MAJOR EMERGENCY
TRAINING PROGRAMMES



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INTRODUCTION TO A GUIDE TO MAJOR EMERGENCY TRAINING PROGRAMMES

'A Framework for Major Emergency Management' (2006) replaced the *Framework for Co-ordinated Response to Major Emergency*, which underpinned major emergency preparedness and response capability since 1984.

The Framework sets out the arrangements by which the principal response agencies will work together in the management of large-scale incidents.

This *Guide to Major Emergency Training Programmes* is intended to assist staff in the Principal Response Agencies to prepare and deliver training.

This document is presented as a working draft and as such it is requested that comments and insights that arise during training are fed back to the national level. Comments should be addressed to:

MEM Project Team,
Fire Services and Emergency Planning Section
Department of the Environment, Heritage & Local Government,
Custom House,
Dublin 1.

Introduction

“A Framework for Major Emergency Management” requires at Section 4.5 that each principal response agency should undertake an appropriate staff training programme, in order to underpin the capacity of the agency and the nominated individuals within it to discharge the functions assigned to them.

The Framework requirement is that:

Each principal response agency should prepare and implement a staff development and training programme, designed to build the knowledge, skills and experience of staff that will fill key roles in the response to a major emergency. This programme should be revised periodically.

Additionally at 4.5.3 the Framework requires that:

Each principal response agency should have a comprehensive training programme in place for those holding key roles in the major emergency response as well as those who will make a contribution via support teams.

This Guidance Document outlines the process for developing and delivering emergency management training courses and details those courses that have already been developed at the national level.

Training Programmes

As with most aspects of major emergency management, training should be viewed as a continuous process. Training programmes should be developed and documented both within agencies and inter-agency and these programmes should dovetail with other regional and national programmes.

Base Documentation

The starting point for any training programme is the base documentation. In the case of training for major emergency management, this documentation comprises *A Framework for Major Emergency Management (2006)* and associated *Appendices, Guidance Documents and Protocols*, as well as *Agency Major Emergency Plans, Sub-Plans, Protocols, Procedures and Code Instructions*.

Training Needs Analysis

The next step is a training needs analysis. Each principal response agency needs to be in a position to deliver the functions ascribed to it by the Framework (see Appendix F5) via the processes detailed in the agency MEM plan.

Staff within the organisation fall into two categories as follows, those required to deliver a key role (and their alternates) and support staff. Key roles include the Controller of Operations, Member of the Local Co-ordination Group, Information Manager, etc. Support roles include telephonists, administrators, Information Management Team members, etc.

The training needs of all staff should be considered as part of the training needs analysis. Each agency will need to determine the minimum number of trained staff required for each role, so as to ensure availability in the event of a major emergency and sustainability in the event of such an emergency extending over a long period. The gap between the numbers currently trained and those required for each role defines the training need. Staff movements and changes over time will create further training needs.

In the case of smaller local authorities it may be worth considering partnering or developing mutual aid agreements with other local authorities so as to ensure the availability of sufficient numbers of adequately trained personnel in the event of a major emergency.

Training Programmes

During the Major Emergency Development Programme (MEDP) training programmes were designed, developed and delivered for Framework Key Roles.

These programmes included:

- **Familiarisation Course** This course provides an introductory overview of the Framework and provides some detail about Key Roles. It is suitable for members of a Principal Response Agency with little or no knowledge of the Framework. It is also suitable for briefing sessions, when staff for Key Roles need to be selected. The presentations and duration of this course can be adapted, depending on its use, and on the audience type. This course is for use internally within a PRA.
- **Information Management** This is a one day training course for members of a PRA who have been chosen to act as Information Managers, either on-site or in a Local Co-ordination Centre. Ideally, this course should have inter-agency participation. The course can be presented in an agency specific context but, if this occurs, some of the richness of learning will be lost.
- **On-site Co-ordination** This is a one day training course for PRA Controllers of Operation and their alternates. Ideally, this course should have inter-agency participation. The course can be presented in an agency specific context but, if this occurs, some of the richness of learning will be lost.
- **Local Co-ordination** This is a half-day training course for members of PRAs who may be nominated to represent their agency at the Local Co-ordination Centre. Ideally, this course should have inter-agency participation. The course can be presented in an agency specific context but, if this occurs, some of the richness of learning will be lost.
- **Crisis Management Team Training** This is a one day training course for members of a PRA who will participate in the agency's Crisis Management Team. This course is designed for delivery to a single agency team.
- **Planning, Staging and Evaluating Exercises** This is a one day course, aimed at members of PRAs that are charged with designing, developing and running major emergency exercises. The course can be run either in a single agency or in an inter-agency context.
- **Media Liaison Training** This is a one day course for Media Liaison Officers. The course outlines the structures for co-ordination that are implemented in the event of a major emergency and the role of the Media Liaison Officer in this context. The course assumes that participants have media skills and the

focus of the training is on the Framework and not on crisis communication skills. This training was designed for an audience comprising Media Liaison Officers from the three PRAs.

These courses can be made available to regions and agencies that wish to deliver training. Train-the-trainer courses are planned in parallel to ensure consistent delivery. It should be noted that standardised training course packages should not be modified/ altered without consulting with the National Working Group. As further training packages become available, they will also be made available to the Regions/PRAs.

Where training packages need to be developed for other roles, it is recommended that the following steps be followed:

- Detail the knowledge and skills required for the role (see Table 1 below where this is outlined for the Framework Key Roles)
- Outline the consequent training objectives; training objectives define the knowledge, skills or attitudes that the course participants will gain by attending the training; note: objectives should be written in a format that allows them to be measured.
- Identify suitable personnel with the expertise to deliver the appropriate training
- Determine the training method to be used (lecture, workshop, scenario walk-through, etc.)
- Develop course material.
- Appoint a Course Director to be responsible for the co-ordination and administration of the training.
- Arrange a suitable venue.

Table 1. Key Roles- Knowledge and Skills (this table is not intended to be either prescriptive or exhaustive)

Framework Key Roles	Knowledge	Skills
Information Management Officers (Action Management Officers)	The Framework and in particular: <i>-Co-ordination Architecture</i> <i>-Information Management System</i> Agency Plan	Proficiency in dealing with large volumes of information Proficiency in the operation of Information Management System
Controller of Operations/ On-Site Co-ordinator	The Framework and particularly: <i>-Co-ordination Architecture</i> <i>-Information Management</i> <i>- Roles and Responsibilities of PRAs</i> <i>-Lead Agency Concept</i> <i>-Roles and Responsibilities of Controller of Operations</i>	Effective communication Ability to work in an inter agency context Facilitation of inter-agency dialog Decision making using

	<ul style="list-style-type: none"> -Roles and Responsibilities of On-Site Co-ordinator -Decision Making Mandates -Scene Management <p>Agency Plan</p>	<p>the Information Management display</p> <p>Decision making within the bounds of the decision making mandates set out in Framework</p> <p>Report writing</p> <p>Crisis Management skills</p>
Local Coordination Group Member/ Chair	<p>The Framework and particularly:</p> <ul style="list-style-type: none"> -Information Management -Co-ordination Architecture -Roles and Responsibilities of PRAs -Lead Agency Concept -Roles and Responsibilities of Local Co-ordination Group -Decision Making Mandates <p>Agency Plan</p>	<p>Effective communication</p> <p>Ability to work in an inter-agency context</p> <p>Facilitation of inter-agency dialog</p> <p>Decision making using the Information Management display</p> <p>Crisis Management skills</p>
Crisis Management Team	<p>The Framework and in particular:</p> <ul style="list-style-type: none"> -Information Management -Co-ordination Architecture -Roles and Responsibilities of Crisis Management Team in a Major Emergency <p>Agency Plan</p>	<p>Effective communication</p> <p>Decision making using the Information Management display</p> <p>Crisis Management skills</p>
Media Liaison Officers	<p>The Framework and in particular:</p> <ul style="list-style-type: none"> -Information Management -Co-ordination Architecture -Lead Agency Concept -Site Management -Media Issues in a Major Emergency <p>Agency Plan Regional Media Plan</p>	<p>Effective communication</p> <p>Ability to work in an inter-agency context</p> <p>Media skills</p>

Training Delivery Methods

A number of methods of developing and delivering training were used during the Major Emergency Development Programme, each with their own strengths and weaknesses.

Consultant Developed and Delivered

Due to the nature of the major emergency management field, and the difference in structures between jurisdictions, there are very few, if any, generic training packages that can be bought-in and delivered without modification for the Irish context. Consultants with expertise in the area of emergency management are a possible option for the design, development and delivery of training.

Advantages:

- They bring expertise in the area of emergency management
- They bring expertise and experience of training
- They can provide a neutral/impartial perspective

Disadvantages

- They may need significant briefing on the Framework approach and the structures and details of the PRAs.
- Time is required to set out and agree training objectives
- There can be significant cost implications

Developing and Delivering Training 'In-House'

Considerable expertise has been developed within the Principal Response Agencies over the course of the MEDP. This expertise can be harnessed to design and deliver 'in-house' training.

Advantages:

- In house experts are familiar with the Framework and with their own organisation's plan
- In house expertise on training delivery is normally available through agency training departments and in-service trainers.

Disadvantages

- A considerable amount of time is required to develop and deliver training and these tasks are normally additional to the 'day-job' of the person to whom the task is assigned.

Mixed Approach

It is possible to combine aspects of the above approaches. A PRA may decide to engage an expert to develop training, which is then delivered by staff members within the PRA. This approach was used in the roll-out of the Information Management Training

Advantages

- This approach offers considerable flexibility and control

- It allows the PRA build on the expertise that its staff members possess

Disadvantages

- Consistency in training delivery can be an issue with this training approach

Electronic Learning Resources

Electronic learning (or e-Learning) is a technology supported education/learning where the medium of instruction is through computer technology, particularly involving digital technologies. E-learning introduces the flexibility that a student can learn at a pace and time that is convenient to them. In the context of emergency management e-learning resources can be useful for familiarising staff members with the Framework and its co-ordination structures and such resources can also be used to provide an overview of the organisation's major emergency plan. It is important to ensure the accuracy of the content in any e-learning tool produced as mistakes or inconsistencies will be permanently present in the material.

A number of MEM Regions are currently developing e-resources which may be made nationally available.

Training Records

Each PRA should maintain a record of the personnel within the organisation that have participated in emergency management training.

Exercises

Training is only one part of the development of staff. Once staff have been chosen and trained for a major emergency role, the next step is for them to be exercised in that role. Participation in exercises will highlight adequacy of training and any needs /gaps which should be addressed in future training programmes.