

CONTENTS

	Page
PUBLIC POLICY AND EMERGENCY MANAGEMENT: AN OVERVIEW	ii

UNITS OF INSTRUCTION

UNIT I	Course Introduction	I-1
UNIT II	Hazard Analysis	II-1
UNIT III	Policy Development	III-1
UNIT IV	Role Analysis	IV-1
UNIT V	Policy Analysis Exercise	V-1
UNIT VI	Communicating Public Policy	VI-1
UNIT VII	Course Summary and Conclusions	VII-1

APPENDIX

A. References	A-1
---------------------	-----



PUBLIC POLICY AND EMERGENCY MANAGEMENT: AN OVERVIEW

PUBLIC OFFICIAL SUPPORT

Public official support for programs developed within a community is essential if these programs are to gain acceptance from those who must put them into operation.



- Their support is critical to emergency management, which historically has been ignored as a community service until a disaster strikes.
- Every community contains the potential for disaster--natural or man-made--and it is imperative that city and county officials be aware of the risks within their area so that proper emergency planning can begin.

COMMUNITY RESPONSE

At present, many communities across the country would be unable to handle an emergency if one should occur suddenly. Lack of response capability results in the following situations:



- Potential hazard areas have not been identified, plans for response and recovery have not been outlined, and resources for managing an emergency have not been allocated;
- In some areas, emergency management is a low priority among community leaders, particularly among those who do not live in places frequently subject to natural disasters or adjacent to sites of potential man-made hazards, such as nuclear power plants.

The result is that when a calamity does occur, the systems designed to handle routine emergencies cannot accommodate extremes in demand.

EMERGENCY PROGRAM MANAGER

Increased evidence has shown that a need exists for adequate emergency management programs. A key **element central** to effective emergency management is the role of the emergency **program** manager. **This** position entails that of an organization leader who **manages** and facilitates emergency management policies, plans, and programs.



- If emergency program managers are to perform effectively, they need the support and understanding of the local officials in their jurisdictions.
- Leaders and officials at the local level must become aware of the importance of emergency management and must be convinced that it is an integral part of community operations.
- Support for, and endorsement of, an emergency management program constitute the first step in the creation and acceptance of a comprehensive emergency management system within the community.

PUBLIC OFFICIALS--COURSE DESIGN

Any course that stresses awareness, information, and skill development for the chief executive -and other public officials must be based on the following:

- A thorough understanding of who these individuals are;
- How they perform their roles within the organizational structure of the local government;
- What influence they exert on implementing policy;
- How much they already know or understand about emergency management;
- What factors within the community might influence policies; and
- How the local government generally relates to all of these factors.

PUBLIC OFFICIALS--AWARENESS GOALS

A wide range of goals that affect the knowledge and awareness of public policymakers might be achieved by making them more cognizant of the importance of emergency management. The goals listed below reflect this, and are listed without regard to priority.

- Understand the dynamic relationship between the community and its environment, and the potential for risks created through this interaction.
- Encourage the development of public policy to reduce risks and improve response capability.
- Encourage the perception that comprehensive emergency management is an essential part of local government's responsibility to its citizens.

- Understand how emergency activities differ from the management of normal operations and encourage the development of coordinated emergency management plans.
- Understand the four phases of emergency management (mitigation, preparedness, response, recovery) and various roles officials play in those stages.
- Encourage the development and maintenance of a viable emergency management organization and a community system.
- Encourage an assessment ,of the community’s ability to respond to an emergency given its present level of resources.

DISASTERS--HISTORICAL PERSPECTIVE

Emergencies have always been, until recently, a pervasive part of human existence. It could be argued that people have spent more time trying to survive disasters, or worrying about impending disasters, than they have spent living in peace.

- Traditionally, dealing with life-threatening emergencies has been the normal mode of life, while peace--freedom from constant crisis--has been the exception. However, in recent decades, there has been a reversal.
- Western society has come to take freedom from constant crisis for granted. Earthquakes, tornadoes, floods, fires--even flu epidemics that used to regularly strip towns of their young and aged--seem to have been brought under control. For example, diseases have been suppressed, dams built to restrain flood waters, and buildings designed to withstand earthquakes.

GOVERNMENT RESPONSIBILITY

What was once viewed as inevitable now is not expected to occur unless government fails. The 20th century American has taken the statement in the preamble to the Constitution, "...ensure domestic tranquility," to be a virtual guarantee by government to prevent emergencies.



- If a dam breaks, inundating villages downstream, or a winter storm paralyzes traffic because snow is not removed promptly, people believe that *someone* is to be blamed. That someone may be the public official.

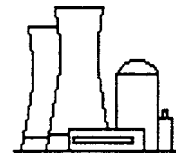
INCREASED EXPECTATIONS

Increased expectations are part of the problem faced by today's leaders.

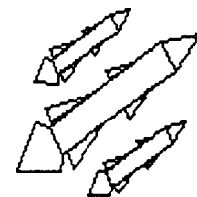
- The change in attitude is important to understand. Despite whoever designed the faulty dam or allowed homes to be constructed on the spill path, the public still expects an answer.
- Despite the best acts of people, there are still acts of God over which no one has control.
- Claiming 'not to be responsible for the disaster is totally irrelevant; what is essential is that government be fully prepared to respond to the consequences of the event.
- It is expected that all governments should be ready for all occasions. This expectation is not realistic, cost-effective, or even practical. But that is what people who are caught in an emergency expect.

NEW-ERA EMERGENCIES

In addition to increased expectations, today's leaders must now confront new-era emergencies. These crises are complex by nature, random in their devastation, and potentially far more destructive than the emergencies to which humans have become accustomed.



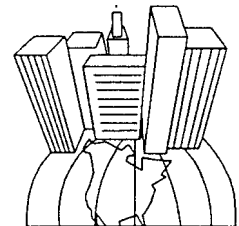
- In the past, if you wanted to avoid the ravages of floods, you lived on the high ground; if you wanted to be safeguarded against famine, you stored grain.
- Even when plagues swept cities, you always could move to the safer countryside. Even war was limited in its destruction of innocent civilians and their institutions.
- Society and its governments, using the products of modern engineering, medicine, and technology, learned to cope with--and often prevent--the age-old emergencies.
- However, the new threats are different; they are insidious. They are growing in number and severity. Neither government, technology, nor the general public has learned to cope.



- The ultimate new-era threat, of course, is all-out nuclear confrontation--a holocaust so horrible that many **cannot** even comprehend it. Less dramatic, but nonetheless real, are problems with nuclear power plants, nuclear waste disposal, toxic chemical spills, and ruptured pipelines.
- There are structural failures about which the common citizen appears totally helpless. Such failures as jumbo jets crashing into residential areas, electric power outages, and high-rise conflagrations are beyond the control of individuals. Not many years ago, if you feared railroad accidents, you stayed off the trains and moved **away** from the tracks. But with negligible exceptions, you cannot avoid the possibility of air disasters. Planes filled with hundreds of people, explosives, and toxic materials do fall out of the sky and kill innocent victims below.
- Nuclear plants, gas pipelines, and chemical transport systems are in close proximity to millions of people who know little or nothing of their existence until something goes wrong. And when something does go wrong, the average person cannot take traditional precautions.
- The new-era disasters overwhelm the average citizen and pose extreme difficulties for governmental policymakers.

TWENTIETH CENTURY LIFESTYLE

Compounding the effects of increased expectations, and coupled with new-era emergencies, is the lifestyle of late 20th century Americans.



- Disasters were historically isolated events. Today, millions of people are crammed together in concentrations that turn minor events into potentially overwhelming disasters.
- People live in skyscrapers that are solely dependent upon electric power for climate control. If the power is shut down in several of these buildings during extreme cold or hot weather, the potential exists for numerous casualties. The examples are endless.
- The way we live, with such concentrations of people and with such dependence upon technology, has left us more and more susceptible to disaster.

TODAY'S EMERGENCY SITUATION

Where does all of this leave you, the public official? Perhaps a brief outline will best summarize today's emergency situation.

- Because the public expects more, the potential for failure is greater.

- Age-old emergencies are being controlled, while new-era threats are increasing in number and complexity; therefore, the potential hazards are greater.
- Our lifestyles leave us increasingly vulnerable to disasters; therefore, the potential damage wrought by any single hazard is far greater.

The problems of dealing with emergencies are obviously pressing. Doing nothing to prepare yourself and your administration to face emergencies is guaranteed to worsen any crisis that strikes your city, county, or State. While we have drawn a bleak picture of modern emergencies, there are some positive alternatives. Everyone knows that resources such as tax revenues, personnel, equipment, and technical assistance are in short, if not critical, supply. Every level of government in the U.S. today is strained just to keep up with daily demands of maintaining services. That harsh fact is understood.

COURSE PROPOSAL

What this course proposes to do is to provide you with some tools that every local and State government can use to better protect itself against potential emergencies.

- The question is not whether a disaster will befall any particular jurisdiction--it will. It is just a matter of time and degree. The question is, "What will you do when it happens?"
- The course does not propose multi-billion-dollar investments or dramatic shifts in daily government operations; it does propose sound policy steps that will greatly improve your ability to deal with crises.

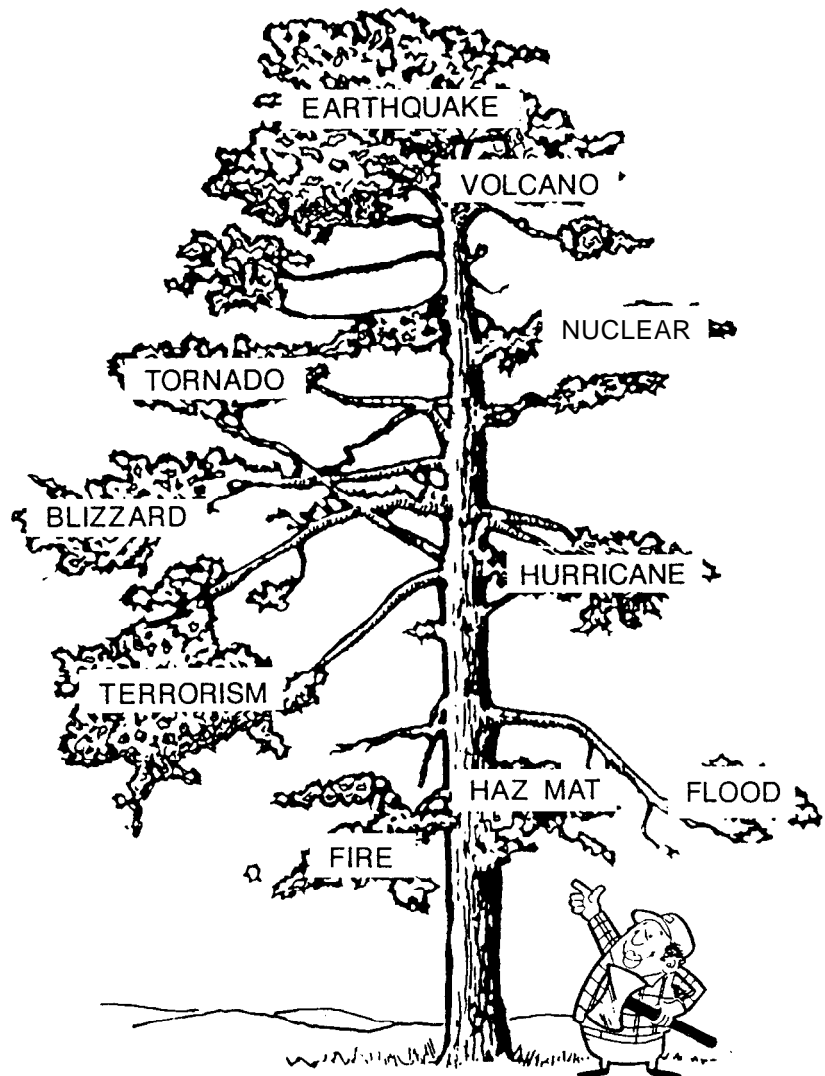
COURSE PREPARATION

This course requires your active participation in the planned exercises. As a result, you will realize, in part, some of the goals stated above.

- You will begin to see relationships between primary role assignments and tasks dealing with the characteristics of specific hazards.
- Through the recognition of these relationships, a logical conclusion can be reached as to the preassignment of key responsibilities.
- This process, if followed ^{and} **appropriately**, can result in written policies and procedures that reflect the' most **efficient** and effective method for preparing for, responding to, and recovering from, catastrophic events.

UNIT I

Introduction



UNIT I

COURSE INTRODUCTION

After completing this unit, you will know how to describe the one basic goal of the course, define policy as it is used in this course, and use the course agenda to identify course topics and their sequence of presentation. Your instructor will facilitate staff and participant introductions and will review the course goal and rationale. A video montage, Countdown to Disaster, will be shown, followed by discussion and an overview of course objectives and content.

UNIT I: COURSE INTRODUCTION

This Student Manual focuses on the public official's role in establishing public policy in emergency management and executing public policy during emergencies.

COURSE RATIONALE

Public officials are responsible for providing public policy leadership in the area of emergency management as part of their larger responsibility to protect the general welfare of the people. They ultimately are responsible to the citizens of their jurisdictions for emergency response. As part of an overall training effort, the Federal Emergency Management Agency's (FEMA) National Emergency Training Center (FETC) is committed to serving the citizens of our country by training those who have executive responsibilities at the State, county, and municipal levels of government.

TARGET AUDIENCE

The target audience for this course is all senior executive public officials--elected and appointed--at the State, county, and municipal levels of government, who have policymaking responsibilities in emergency management. This audience includes county executives, county board chairpersons, county managers, mayors, deputy mayors, city managers, council chairpersons, directors of public safety, directors of public works, police chiefs, fire chiefs, public health officers, State directors, National Guard unit senior commanders, senior staff members, emergency program managers, school superintendents, emergency medical services (EMS) officials, private sector officials (including those with responsibility for emergency management), and local emergency planning committee members.

COURSE GOAL

This course has one basic goal--to increase the public official's ability to establish and execute public policy in emergency management. Policy is defined as a course of government action that will, by design or otherwise, produce particular effects.

COURSE OBJECTIVES

The course goal will be achieved on the basis of six objectives. After completing this course and reviewing the content included in this Student Manual, you will know how to do the following:

1. Use hazard analysis to establish policy based on review of community hazards, resources, and codes;
2. Analyze the effect of policy on specific emergency management roles, and use policy analysis in the development of new policy;
3. Use role analysis to describe the interacting roles and relationships which occur in a community during a disaster;
4. Analyze the effect of public policy on a community before, during, and after a simulated emergency;
5. Develop and disseminate a statement which describes public policy formulated under simulated emergency conditions; and
6. In a simulated news conference, demonstrate the ability to reassure the community that an emergency situation is being dealt with effectively.

READINGS AND EXERCISES

The readings and exercises that are included in five sections of this Student Manual--hazard analysis, policy development, role analysis, policy analysis exercise, and communicating public policy--are organized to provide a basis for eight hours of instruction. A selected bibliography is included as Appendix A.

Approximately 40 percent of the instructional time will consist of a series of short presentations by the instructor, and the remaining 60 percent of instructional time will be devoted to exercises and discussion. Your instructor will summarize the important topics, concepts, and ideas for each section so that you will have enough information to complete the exercises and to participate in the discussions. You will be assigned to one of four groups that will work as a team throughout the course.

Not all of the information included in this Student Manual can be covered completely in an eight-hour period of time. As a result, it was designed to serve as a general reference document after you have completed the course and reviewed the information that has been provided.

SAMPLE AGENDA

SUBJECT AREAS	TIME
COURSE INTRODUCTION	5 HOURS
<ul style="list-style-type: none"> ● Course Introduction ● Overview and Course Rationale ● <i>Countdown to Disaster</i> 	10 MIN. 5 MIN. 15 MIN.
HAZARD ANALYSIS	1.0 HOUR
<ul style="list-style-type: none"> ● Objectives/Overview ● Hazard Maps ● Hazard Vulnerability Exercise ● Unit Summary 	5 MIN. 10 MIN. 40 MIN. 5 MIN.
POLICY DEVELOPMENT	1.5 HOURS
<ul style="list-style-type: none"> ● Objectives/Overview/Policy Checklist ● Introduction to Policy Analysis ● Policy Analysis Process/Methods/ Emergency Policy Analysis ● Policy Development Exercise: The Exploding Circle Approach ● Liability Issues ● Unit Summary 	10 MIN. 10 MIN. 20 MIN. 30 MIN. 15 MIN. 5 MIN.
ROLE ANALYSIS	1.0 HOUR
<ul style="list-style-type: none"> ● Objectives/Overview ● Role Analysis/Role Theory in Emergency Management ● Role Analysis Exercise ● Unit Summary 	5 MIN. 20 MIN. 30 MIN. 5 MIN.
LUNCH	
POLICY ANALYSIS EXERCISE	1.5 HOURS
<ul style="list-style-type: none"> ● Objectives/Overview ● Policy Analysis Exercise: Sewer Explosions--Central City, Columbia ● Unit Summary 	5 MIN. 1 HOUR 20 MIN. 5 MIN.

SAMPLE AGENDA (continued)

SUBJECT AREAS	TIME
COMMUNICATING PUBLIC POLICY	2.25 HOURS
● Objectives/Overview	5 MIN.
● Policy Analysis Under Emergency Conditions	5 MIN.
● Policy Development and the Media	20 MIN.
● Media Exercise	1 HOUR 40 MIN.
● Unit Summary	5 MIN.
COURSE SUMMARY AND CONCLUSIONS	.25 HOURS
● Course Summary and Conclusions	15 MIN.
ADJOURN	
TOTAL INSTRUCTION TIME	8.0 HOURS