138372

INSTRUCTOR GUIDE

IG 280

July 1990

PUBLIC POLICY IN EMERGENCY MANAGEMENT
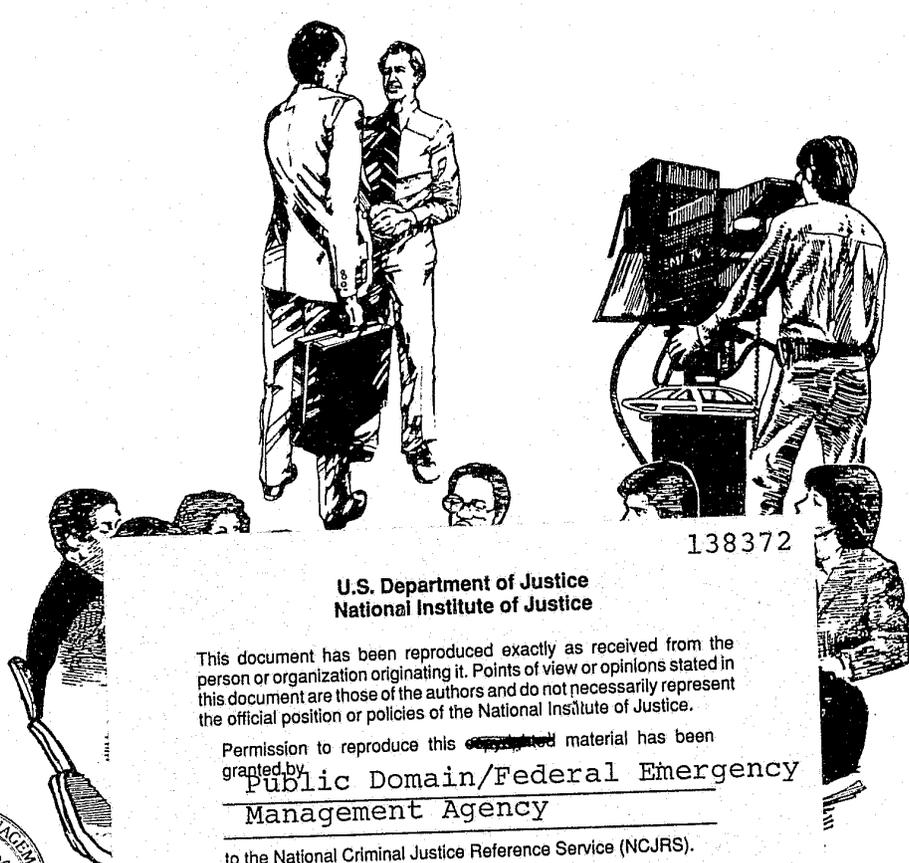
138372

NCJRS

AUG 31 1992

ACQUISITIONS

EMERGENCY MANAGEMENT INSTITUTE

NATIONAL EMERGENCY TRAINING CENTER

CONTENTS

CONTENTS (continued)

INTRODUCTION

Public Policy in Emergency Management is an eight-hour course for public officials. The course is presented in a workshop setting with the Student Manual (SM) providing the instructional content. Three methodologies are used--lecture, discussion, and exercise--to achieve the course objectives. Emphasis is placed on awareness, information, and skill development. The course consists of four items: a Student Manual (SM), an Instructor Guide (IG), a videotape, and fourteen hazard risk map visuals. Course visuals (overheads) are included at the end of each unit and can be reproduced easily.

The IG provides a framework for instructional planning that requires you to follow a structured lesson plan for the course. Once you become familiar with the methodology, content, and organization of the course, you will be able to teach from a perspective that reflects the importance of extemporaneous communication in the teaching/learning process. Although knowledge about emergency management is important, the most essential factor to consider in preparing to teach this course is your ability to communicate effectively with the target audience.

The significance of the communication factor can be illustrated by presenting one concrete example regarding the teaching/learning connection mentioned above. This connection can be considered by analyzing an assumption about the learning process: people can come to the instructional setting motivated to learn, particularly when the training is voluntary. Participants are a demanding and independent audience. When their expectations for learning are not met, they will not discriminate between the quality of the instructional materials and the quality of the instructional presentation. Consequently, it is important for you to consider your presentation from a perspective that emphasizes communication skills, as well as knowledge about public policy and emergency management.

No course will ever perfectly suit a particular group. The instructor plays the key role in bridging the gap between the course objectives and content and a specific group of learners. The instructor and the participants must repeatedly remind themselves that application of the course content to suit each individual's needs is essential. The easier, common tendency is to reject the material as *irrelevant* or *not suited for use* rather than to take the time to challenge one's own thinking with new concepts. Learning always should be a mind-stretching experience.

SUMMARY OF CHANGES IN REVISED COURSE

The most obvious change is in the new course title. Since the course focuses on a variety of issues relating to policy, the Curriculum Advisory Committee examining the course suggested that it be renamed *Public Policy in Emergency Management.*

The sequence of the course also has been altered from the original. Since most activities in emergency management within a community revolve around the hazards that face a particular community, hazards are determined before any steps are taken to prepare to deal with the effects of the hazard. Therefore, the hazard analysis section is placed first in the course, followed by sections on policy development, role analysis, the policy analysis exercise, and communicating public policy (media exercise).

The "Hazard Analysis" section is basically as it was in the original course, with fewer questions to be answered by students in the hazard vulnerability exercise. The slides showing nationwide hazards have been revised.

In the "Policy Development" section, an additional step has been added to the *exploding circle* exercise to enable the participants to better understand the concept. The *safe-streets* policy is still used as the example, but, next, the instructor leads the participants in a large group exercise to make sure they understand the exploding circle concept. A hazardous materials core statement provided in the Instructor Guide is used. After this has been completed, participants work in small groups to develop exploding circles in the different phases of emergency management. Additionally, a segment on liability issues has been added, along with a "Liability Questionnaire."

The "Role Analysis" section had undergone a revision of both the textual material in the Student Manual as well as in the "Role Analysis Exercise." A number of questions have been asked in the Student Manual to *walk* the course participants through *one* role analysis activity or task. A new role analysis exercise form has been developed to allow participants to work through additional tasks and analyze their role(s) in the areas of mitigation, preparedness, response, and recovery. This exercise will help participants to look at their roles in terms of the tasks they must perform in either establishing policy, supporting policy development, or executing policy. Participants also must examine the responsibility they have, the origin of authority for the task, with whom they share the responsibility, and what policy decisions they make in regard to emergency management. Finally, they must anticipate conflicts that may occur.

The policy analysis section has been renamed "Policy Analysis Exercise." The same sewer explosion exercise is used, and the section is basically as it was before.

The "Formulating Public Policy" unit in the original course now is called "Communicating Public Policy" and consists of two main parts: "Policy Development and the Media," and "Media Exercise." Much of the content is the same, with the exception of the scenario used for the media exercise. It now is based on a potential flood/evacuation scenario brought about by a dam failure. The media handouts have been rewritten accordingly.

INSTRUCTIONAL METHODOLOGY

This course focuses on the public official's role in establishing public policy in emergency management and executing public policy during high-stress emergencies. Three methodologies, lecture, discussion, and exercise, are used to achieve six objectives that focus on five topics:

- Hazard Analysis,
- Policy Development,
- Role Analysis,
- Analyzing Policy, and
- Communicating Public Policy.

Approximately 40 percent of the instructional time is allotted for the instructor's presentations, and about 60 percent of the time is devoted to discussion and exercise. Participants will be divided into four groups that will work as teams throughout the course. The need to work as a team should be stressed.

NOTE A special effort to recruit the correct audience for this course (emergency management teams) will pay dividends during the course. Having a diverse audience of elected officials and appointed officials and ranking members of law enforcement, the fire service, public works, etc., is critical to the success of the course. Ideally, the emergency program manager and several of the above-mentioned people from a community could compose each work group to be used throughout the day.

Although all aspects of the course are interrelated, the cornerstone for this course is the SM. The manual serves a dual purpose.

- First, it provides sufficient content for eight hours of instruction.

- Second, it can serve as a reference source after the course is completed.

Because eight hours is a limited period of time to consider a serious subject in depth, the SM was designed to provide a link between immediate course activities and long-term utility.

The manual contains seven units of instruction and extensive appendices. Three basic principles of instructional design--measurable objectives, comprehensive content, and positive reinforcement--were considered with regard to the manual's dual purpose.

- Six measurable objectives achieve the course goal and are directly related to the five topics stated above. These objectives are achieved through five exercises.

- Comprehensive content was selected to relate to the course objectives. All of the relevant reading and exercises are presented in the five sections mentioned above. The instructor summarizes the basic concepts in each section so that participants can complete the exercises. Original materials are included where required. Additional information, derived from a review of relevant sources, is included for future reading and reference. All five sections stress on-the-job application.

Overall, the course is consistent with the psychology of learning. Research indicates that if participants practice what they have learned and continue to use it, learning and retention are much higher. Studies have shown that if participants are not actively involved in the learning process, they will, within a year, forget 50 percent of what they have learned. In two years, participants will forget 80 percent of the content. The SM's dual purpose design deals, in part, with the issue of long-term retention.

COURSE GOAL

This course has one basic goal--to increase the public official's ability to establish and execute public policy in emergency management.

COURSE OBJECTIVES

The course goal will be achieved through the accomplishment of six objectives. After completing this course and reviewing the content included in the SM, the participants 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 their 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 the 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.

GUIDES FOR THE INSTRUCTOR

As the instructor, you should set a tone for this session that clearly communicates the following:

- This course is designed to encourage maximum interaction between you and participants, and among the participants themselves;

- Participants should compare what they know from their own experience with what is presented in instructor-led discussions; and

- It is important to emphasize that participants need not be concerned about correct or incorrect answers or the expected outcome of any discussion or exercise; this course demonstrates an *approach* or *process* that participants can and should modify to fit their own needs and circumstances.

Consider the following general suggestions.

- While this course is designed to encourage participant interaction, you must be prepared to lead discussions and to make presentations about various issues during the course of the eight contact hours. Occasionally, groups in learning settings may be reluctant or unprepared to *carry* a course of instruction forward. In such cases, you must be ready to establish direction, context, and substance. Your preparation to teach this course is critical and will require study beyond the notes and suggestions provided in the lesson plan if you are to possess a working knowledge of the theories and practices addressed in this course.

- Throughout this course, participants will be required to engage in exercises and discussions with one another that will encourage them to share information and insights born of their own experiences. To facilitate this process, *be sure the work groups are composed of participants with diverse backgrounds*. Differences in terms of years of experience, size of emergency management programs, full-time versus part-time positions, geographic locations, and other conditions will contribute to livelier discussions and more diversified points of view. A mixture of emergency service disciplines (fire, Emergency Program Manager, police, elected officials, etc.) is also desirable. You can form these groups during the introductory phase of this course. Also, be sure that each time a spokesperson is chosen within the groups, a different person is selected. The spokesperson will summarize group discussions and conclusions. If time permits, ask other group members to comment.

- Miniatures of course visuals appear in this book where they are used during the course of instruction. Full-sized visuals for reproduction are contained in Appendix C. You also should use a flipchart to record both participant comments and your own observations.

- Pacing this course to accommodate the interests and skills of the participants should be a paramount goal. While the material to be covered is extensive, the level of interest and skill demonstrated by the group should dictate your sense of timing and the speed with which you proceed through the exercises and points of discussion.

- The exercises were designed to tap different participant skills. Keep in mind what ability is required of each.

  - Hazard Vulnerability Exercise .... Recall
  - Policy Development Exercise .... Brainstorming
  - Role Analysis Exercise .... Task Analysis
  - Policy Analysis Exercise .... Consolidation
  - Media Exercise .... Communication

How to Use the Instructor Materials

All written course materials are found in one of two places--the SM or the IG.

The SM contains textual materials, participant readings, and most exercises and activities.

The IG refers to corresponding material in the SM. It represents the complete course and is divided into sections for easy reference. Designed to facilitate the teaching process, it includes an agenda with suggested timeframes, a checklist of course materials, and lesson plans with detailed directions for implementing course activities. It also contains all instructions, forms, and handouts needed to conduct the various exercises; these materials always immediately follow the section in which they are used.

The lesson plans provide a comprehensive guide to the progression of course topics and activities. However, they are not substitutes for your own pre-class preparation for teaching this course. Here are several suggestions for your preparation.

- Carefully review all course materials--both textual and audio-visual. Make sure you have sufficient numbers of copies and that you have viewed the slides and videotapes.

- Ascertain ahead of time how many participants you will have and calculate the logistics dictated by class size. This may mean varying the size or number of groups to be used during the course. Also, the audience should be analyzed based on positions they hold.

- Clearly understand both the teaching points to be made for each topic and the dynamics of each activity. Anticipate participant questions, and be prepared to answer them in class. Make sure you can clearly articulate instructions for each activity.

- The lesson plans use a combination of visuals (overheads), flipcharts, and videotapes. As previously mentioned, paper copies of course visuals are found in Appendix C of the IG--you may want to make these into transparencies. However, note that you do not have paper copies of the map transparencies used in Section III. In the case of flipcharts, prepare as many as possible *before* the class begins. For ease of reference, number them in the order in which they appear in the lesson plans. If appropriate during the course of instruction, you may wish to display the completed flipcharts on the classroom walls. This permits a gradual development of visual materials, which aids understanding. You also can use the flipcharts to display participant data and the results of exercises.

Instructions

If you are presenting this course to participants who are working together for the first time, take a few minutes during the registration and orientation period to introduce yourself, other instructors or training personnel, and the participants.

One way you can do this is to list the following informational items on a flipchart:

- Name,

- Home town,

- Title/Responsibilities (as they give their titles, write them on a flipchart--if an appropriate audience is attending, you should be able to make the point that all of their positions have a role to play in emergency management policy),

- Number of years in the field of emergency management, and

- Purpose of attending this course.

Using the flipchart guidelines, introduce yourself first; then ask participants to introduce themselves. Ask participants questions if they seem hesitant or awkward, and encourage other participants to ask questions, too.

Breaks

To allow more flexibility in your presentation of the course material, advise participants that they should take individual breaks during the time allotted for the exercises. Ultimately, it is up to you to decide at what times those breaks will be most appropriate.

SAMPLE AGENDA

<u>Morning</u>

UNIT I: COURSE INTRODUCTION

8:00-8:10	Course Introduction
8:10-8:15	Overview and Course Rationale
8:15-8:30	*Countdown to Disaster*

UNIT II: HAZARD ANALYSIS

8:30-8:35	Objectives/Overview
8:35-8:45	Hazard Maps
8:45-9:25	Hazard Vulnerability Exercise
9:25-9:30	Unit Summary

UNIT III: POLICY DEVELOPMENT

9:30-9:40	Objectives/Overview/Policy Checklist
9:40-9:50	Introduction to Policy Analysis
9:50-10:10	Policy Analysis Process/Methods/Emergency Policy Analysis
10:10-10:40	Policy Development Exercise: The Exploding Circle Approach
10:40-10:55	Liability Issues
10:55-11:00	Unit Summary

UNIT IV: ROLE ANALYSIS

11:00-11:05	Objectives/Overview
11:05-11:25	Role Analysis/Role Theory in Emergency Management
11:25-11:55	Role Analysis Exercise
11:55-12:00	Unit Summary
12:00-1:00	**LUNCH**

<u>Afternoon</u>

UNIT V: POLICY ANALYSIS EXERCISE

1:00-1:05	Objectives/Overview
1:05-2:25	Policy Analysis Exercise: Sewer Explosions--Central City, Columbia
2:25-2:30	Unit Summary

UNIT VI: COMMUNICATING PUBLIC POLICY

2:30-2:35   Objectives/Overview
2:35-2:40   Policy Analysis Under Emergency Conditions
2:40-3:00   Policy Development and the Media
3:00-4:40   Media Exercise
4:40-4:45   Unit Summary

UNIT VII: COURSE SUMMARY AND CONCLUSIONS

4:45-5:00   Course Summary and Conclusions

ADJOURN

PHYSICAL ARRANGEMENT OF THE TRAINING ROOM

This course is designed for delivery to 25 to 35 participants arranged in work groups. The optimum group size is 32 participants at four work tables of eight each. The following room setup is one example that is recommended. The exact arrangement will depend on room size, number of participants, and other factors.

COURSE MATERIALS

The following checklists are provided so that you can quickly scan the particular materials necessary for this course. In preparing, be sure to note that these items are available and that you are aware of the logistics of the exercises cited.

AUDIO-VISUAL MATERIALS AND SUPPLIES

___ Videocassette player/recorder and TV monitor
___ Videotape camera and microphones
___ Overhead projector/screen
___ Flipchart or chalkboard
___ Felt-tipped markers or chalk

MEDIA

___ *Countdown to Disaster* (15-minute video montage)
___ Unit V: Policy Analysis Exercise (17-minute video newsbreaks)
___ Fourteen hazard map visuals
___ Visuals located at the end of each lesson plan

EXERCISES

___ Hazard Vulnerability Exercise (Unit II)
___ Exploding Circle Exercise (Unit III)
___ Role Analysis Exercise (Unit IV)
___ Analyzing Policy Exercise (Unit V)
___ Media Exercise (Unit VI)

COURSE MATERIALS

___ *Public Policy in Emergency Management* SM (one per participant)
___ *The CEO's Disaster Survival Kit* (one per participant)
___ *Are You Ready for Your Next Disaster?* (FEMA 180)

UNIT I

Introduction

EARTHQUAKE

VOLCANO

NUCLEAR

TORNADO

BLIZZARD

HURRICANE

TERRORISM

HAZ MAT   FLOOD

FIRE

EMERGENCY MANAGEMENT INSTITUTE

NATIONAL EMERGENCY TRAINING CENTER
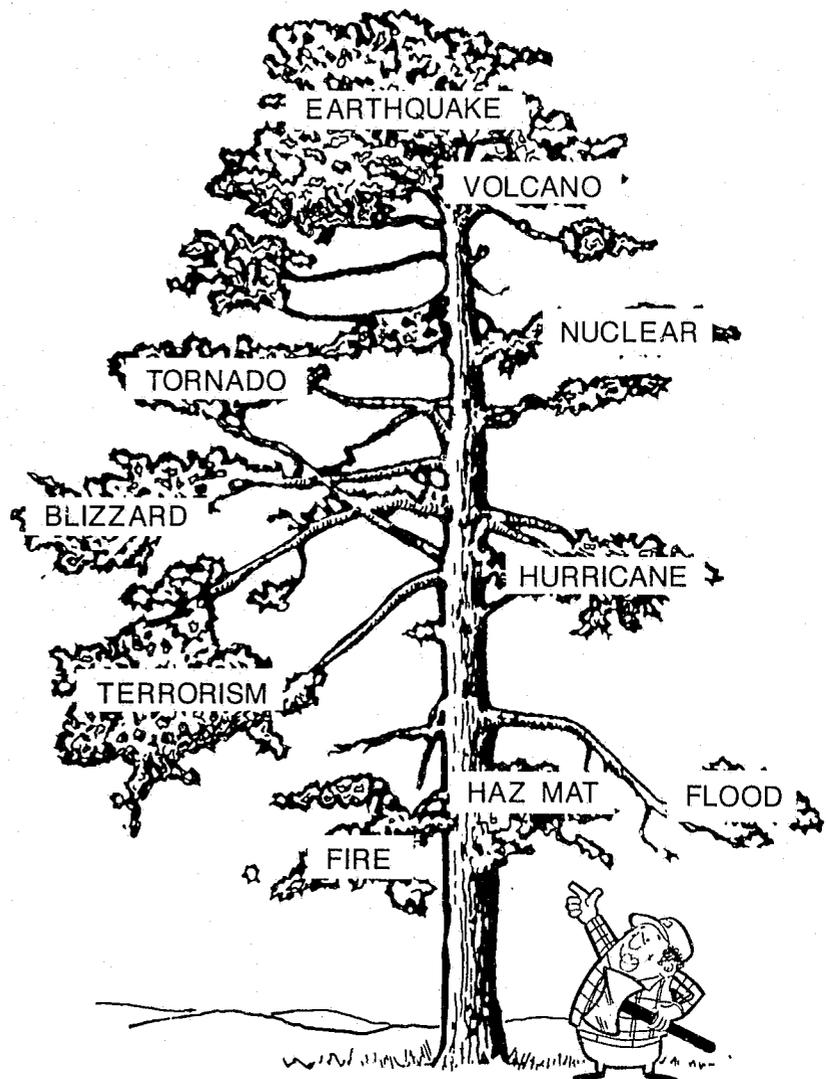
UNIT I LESSON PLAN

COURSE TITLE   *Public Policy in Emergency Management*

LESSON TITLE   *Course Introduction*

TIME *30 Minutes*

OBJECTIVES   At the conclusion of this unit, participants will be able to do the following:

1. Describe the one basic goal of the course;

2. Define *policy* as it is used in this course; and

3. Using the course agenda, identify the topics included in the course and the sequence in which they will be presented.

SCOPE   Welcome, staff and participant introductions, administrative information; course goal, rationale, and objectives.

REFERENCES   Course Instructor Guide

Course Agenda

Course Student Manual

Videotape, *Countdown to Disaster*

Public Policy in America, Dennis J. Palumbo, Arizona State University, 1988.

REQUIREMENTS   1. Visuals

2. Overhead projector

3. Screen

4. Videotape--*Countdown to Disaster*

5. VCR/Monitor

6. Flipchart or chalkboard

I-1

Instructor Notes	Content/Activity
(10 minutes)	**COURSE INTRODUCTION**
Welcome and introduce guests. (See page x of this IG for suggested methodology.)	
Start the course on time. If individuals have to wait, their interest wanes, and you will never regain lost time.	
Introduce yourself and explain your own public policy background.	
Ask participants a few questions about their backgrounds. You might ask their length of time in their position, their involvement in emergency management, and if they are involved in emergency management policy development and/or execution. Tell participants that the four groups will work as individual teams throughout the course.	
Participants should take notes throughout the course.	
(5 minutes)	**OVERVIEW AND COURSE RATIONALE**
VISUAL 1.1	The course has one basic goal--to increase the public official's ability to establish and execute public policy in emergency management.
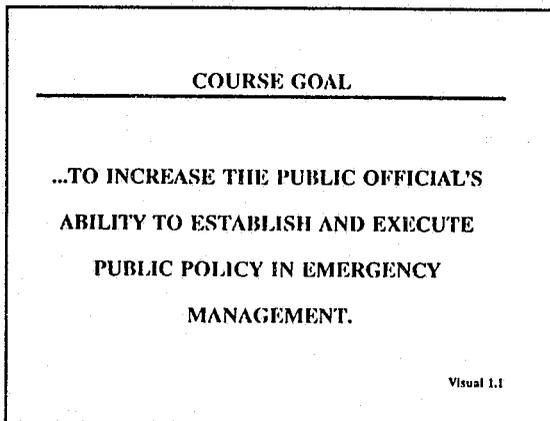
VISUAL 1.1

COURSE GOAL

...TO INCREASE THE PUBLIC OFFICIAL'S

ABILITY TO ESTABLISH AND EXECUTE

PUBLIC POLICY IN EMERGENCY

MANAGEMENT.

Visual 1.1

Instructor Notes	Content/Activity

Throughout the introduction, the instructor should refer participants to SM page I-2, Course Rationale and Target Audience. The instructor should explain the rationale.

VISUAL 1.2

POLICY DEFINITION

POLICY IS DEFINED AS A COURSE OF

GOVERNMENT ACTION THAT WILL, BY

DESIGN OR OTHERWISE, PRODUCE

PARTICULAR EFFECTS.

Visual 1.2

Policy is defined as a course of government action that will, by design or otherwise, produce particular effects.

These particular effects are governments' solutions to difficult problems (including emergencies and disasters) which face, or may face, the community.

VISUAL 1.3

POLICY DEVELOPMENT
INVOLVES MANY ELEMENTS
OF GOVERNMENT

● GOVERNMENTAL UNITS--
LEGISLATURES, COURTS,
ADMINISTRATIVE AGENCIES, ETC.

● SPECIFIC ACTS

● REGULATIONS

● GOVERNMENT OFFICIALS

● AGENCIES

Visual 1.3

Public policy development involves many elements of government.

● *Governmental units* (such as legislatures, courts, and administrative agencies) have responsibilities in formulating and implementing policy.

● *Specific acts* may be passed by legislators in pursuance of public policy.

● *Regulations* may be issued by administrative agencies.

● *Government officials* make decisions related to the formulation and/or implementation of public policy.

● *Agencies* may establish specific activities or *programs* in pursuit of

Instructor Notes	Content/Activity
	public policy. You are responsible for providing public policy leadership in the area of emergency management as part of your duty in protecting the general welfare of the people.

As part of an overall training effort, FEMA's NETC 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.

COUNTDOWN TO DISASTER |
| Start video montage. | The videotape, *Countdown to Disaster*, illustrates the course rationale. |
| (Running time is 15 minutes.) The Videotape Script can be found in Appendix B of the IG.

Also ask participants if any have experienced disasters in their communities. Ask a few questions about their reactions to the policy issues presented in the videotape. | |
| Following the videotape, review objectives. | **OBJECTIVES**

The course goal will be achieved through the accomplishment of six objectives. After completing this course and reviewing the material, you will know how to do the following: |

Instructor Notes	Content/Activity

VISUAL 1.4

COURSE OBJECTIVES

1. USE HAZARD ANALYSIS TO ESTABLISH POLICY.

2. ANALYZE THE EFFECT OF POLICY ON EMERGENCY MANAGEMENT ROLES AND USE POLICY ANALYSIS IN DEVELOPING NEW POLICY.

3. USE ROLE ANALYSIS TO DESCRIBE ROLES AND RELATIONSHIPS IN EMERGENCY MANAGEMENT.

Visual 1.4

VISUAL 1.5

COURSE OBJECTIVES, CONTINUED

4. ANALYZE THE EFFECT OF POLICY BEFORE, DURING, AND AFTER A SIMULATED EMERGENCY

5. DEVELOP AND DISSEMINATE A POLICY STATEMENT FORMULATED UNDER EMERGENCY CONDITIONS.

6. IN A SIMULATED NEWS CONFERENCE, DEMONSTRATE ABILITY TO REASSURE THE COMMUNITY IN AN EMERGENCY.

Visual 1.5

Objectives for student reference are listed on SM, page I-3.

- Use hazard analysis to establish policy based on review of community hazards, resources, and codes;

- Analyze the effect of policy on their specific emergency management roles, and use policy analysis in the development of new policy;

- Use role analysis to describe the interacting roles and relationships which occur in a community during a disaster;

- Analyze the effect of public policy on the community before, during, and after a simulated emergency;

- Develop and disseminate a statement which describes public policy formulated under simulated emergency conditions;

- In a simulated news conference, demonstrate the ability to reassure the community that an emergency situation is being dealt with effectively.

Instructor Notes	Content/Activity
Orient participants to the SM by drawing attention to the format and contents. • Points from Introduction and Overview, SM, page I-2. • Italic introductions to each section, SM, I-1, II-1, III-1, IV-1, V-1, VI-1, and VII-1. • Space is provided for taking notes at the end of units II, III, IV, V, VI, and VII. • Agenda, SM, I-4 through I-5. • Appendix A, SM.	The SM introduction outlines the course rationale, target audience, course goal, course objectives, readings, and exercises. The course agenda is on pages I-4 and I-5. The appendix to the SM contains all the references to this course. Each section of the SM is preceded by a synopsis.
Expand upon important points contained in the italic introductions to each section. • Unit objectives • Method of instruction for accomplishing these goals	**SYNOPSES** The synopsis introducing each section describes • Unit objectives, and • The method of instruction for accomplishing the objectives. What follows here is a breakdown of the major points contained in these unit introductions. **Unit II** After completing Unit II, you will know how to analyze your community's hazards, resources, and codes. To accomplish this goal

- Your instructor will review

  - The essential components of a hazard analysis;

  - The necessary steps and quantifiable factors to complete an effective analysis according to National Governors' Association Research; and

  - The Hazard Identification, Capability Assessment, and multi-year Development Plan (HICA/ MYDP) and its effects on communities.

- The instructor then will present an overview of the concepts associated with the Integrated Emergency Management System (IEMS).

- Next, you will participate in a hazard vulnerability exercise focusing on

  - Potential hazards,

  - Preparedness,

  - Community attitudes,

  - Ordinances,

  - Codes,

  - Population factors,

  - Geographical priorities,

  - Response services, and

  - Local emergency plans.

- Your responses will be analyzed from the standpoint of

  - Community needs,

  - Community resources,

  - Legal sources for public policy authority, and

  - The possible effects of public policy changes on a community.

- The need for a coordinated approach to public policy planning.

Unit III

- After completing Unit III, you will know how to

  - Analyze the effect of policy on your specific emergency management roles, and

  - Use policy analysis in the development of new policy.

To facilitate the acquisition of this knowledge

- Policy analysis will be defined as a specific procedure that can be used to better understand

  - The issues,

  - The alternatives, and

  - The consequences of choices associated with particular policy

decisions in emergency management.

● An introductory reading together with some exercises will be assigned to stress some of the problems facing policymakers.

● Focus is placed upon the intellectual activity of policy analysis for clarifying problems in ways that help decisionmakers make the right choices.

Unit IV

After completing Unit IV, you will know how to use role analysis to describe

● Interacting roles, and

● Relationships

which occur in a community during a disaster. This objective will be accomplished through three instructional elements.

● A summary of the importance role analysis plays in developing public policy is presented.

● Terms, such as role(s), role competence, and role conflict are defined.

● An analysis is conducted of

  - Your tasks performed during an emergency exercise, and

- The various relationships and how they relate with others in your group.

Unit V

After completing Unit V, you will know how to

● Analyze public policy from a perspective that considers the effect on a community before, during, and after an emergency.

This goal will be achieved in three ways.

● The instructor will consolidate the concepts and ideas presented in the preceding sections.

● A videotape and a case study will be used to illustrate a variety of issues with which public officials must deal before, during, and after an emergency.

● Your analysis of the selected incident will be made from the standpoint of role hazard and policy.

Unit VI

After completing Unit VI, you will be able to perform two tasks involving public policy and emergency management.

● A public policy statement formulated under simulated emergency conditions will be developed and disseminated.

- The ability to reassure the community that an emergency situation is being dealt with effectively will be demonstrated.

The goals will be achieved through

- The instructor's presentation of a description of the media's role in emergencies and how that role interacts with public policy,

- Your participation in an exercise requiring the development of a media statement in a news conference dealing with a high-stress emergency, and

- Your application of all you have learned in the course to complete the exercise.

Unit VII

After completing Unit VII, you will recognize the main ideas and concepts involving public policy in emergency management through

- Your participation in an exercise which requires an exchange of ideas and concepts from the course, and

- Your evaluation of the course presentation and content.

READINGS AND EXERCISES

- Readings and exercises are organized to provide a basis for eight hours of instruction.

- You will be assigned to one of four groups that will work as a team throughout the course.

- Forty percent of the time will be instructor presentations; 60 percent will be exercises and discussion.

- The rest of the SM must be read outside of class--it serves as a general reference document after the completion of the course.

NOTES

UNIT II

Hazard Analysis

EMERGENCY MANAGEMENT INSTITUTE

NATIONAL EMERGENCY TRAINING CENTER
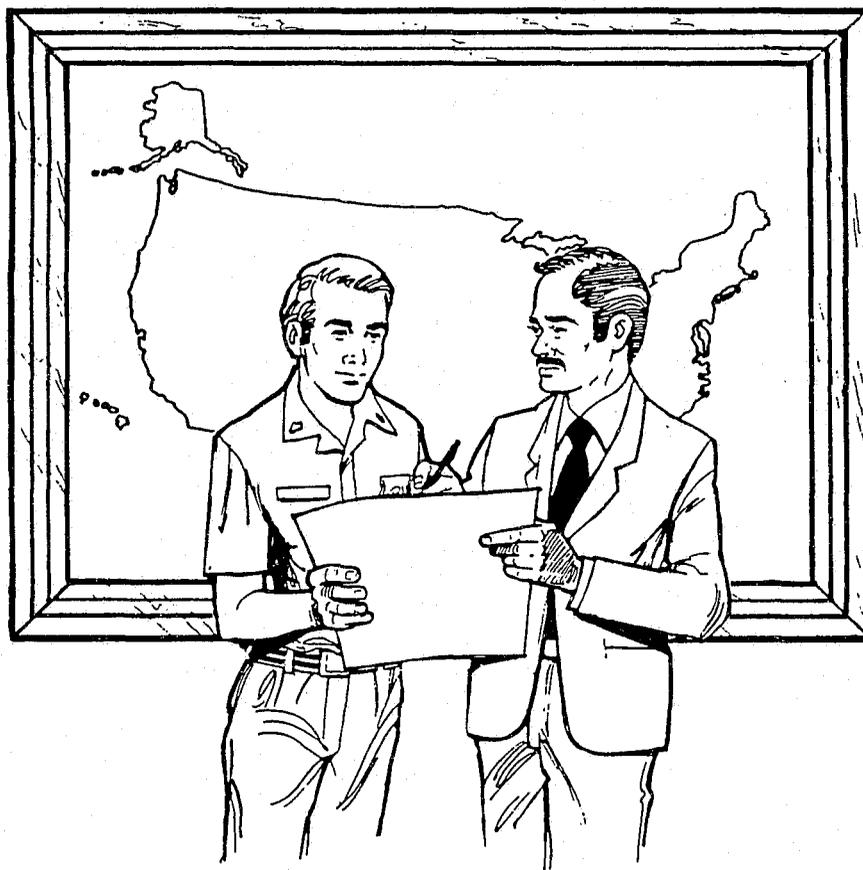
UNIT II LESSON PLAN

COURSE TITLE   *Public Policy in Emergency Management*

LESSON TITLE   *Hazard Analysis*

TIME *1 Hour*

OBJECTIVE	At the conclusion of this unit, participants will be able to use hazard analysis to establish policy based on review of community hazards, resources, and codes.

SCOPE	Nationwide hazards; evolution of hazard analysis in emergency management; hazard vulnerability exercise; transition from hazard analysis to policy analysis.

REFERENCES	Course Instructor Guide
	Course Student Manual
	Hazard Identification, Capability Assessment, and Multi-Year Development Plan Overview, CPG 1-34.
	"A Framework for Integrated Emergency Management." David McLoughlin, *Public Administration Review*, January 1985.

REQUIREMENTS   1. Visuals (includes 15 colored maps)

2. Overhead projector

3. Screen

4. Flipchart or chalkboard

<table>
<tr>
<td>

(5 minutes)

SM, page II-1.

Ask participants, "How many of you are attending an emergency management course for the first time?"

VISUAL 2.1

UNIT II OBJECTIVE

USE HAZARD ANALYSIS

TO ESTABLISH POLICY.

Visual 2.1

</td>
<td>

OBJECTIVE

After completing this section, you will be able to use hazard analysis to establish policy based on a review of community hazards, resources, and codes.

HAZARD ANALYSIS IN EMERGENCY MANAGEMENT

Hazard analysis is the first step in effective emergency management. Knowing what might happen, the likelihood of occurrence, and the possible magnitude of the problem are essential to the process of formulating and implementing emergency management policy.

● To integrate emergency management activities across the spectrum of all hazards, FEMA recommends an approach called the Integrated Emergency Management System (IEMS).

● IEMS is a system designed to serve all levels of government in developing, maintaining, and managing an efficient and cost-effective emergency management capability.

● It emphasizes the commonalities of emergency functions (for example, evacuation, direction and control) that exist across all hazards and addresses elements unique to specific types of emergencies.

</td>
</tr>
</table>
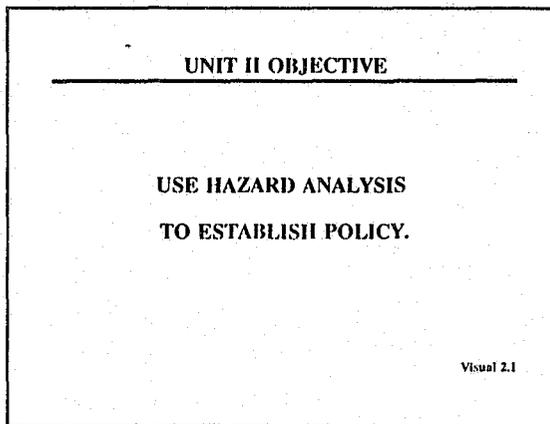
VISUAL 2.2

```
           MITIGATION ACTIVITIES
    _____

    • OCCUR BEFORE THE EMERGENCY OR
      DISASTER

    • ELIMINATE/REDUCE THE PROBABILITY
      OF OCCURRENCE

    • INCLUDE ACTIONS TO POSTPONE,
      ABATE, OR LESSEN THE EFFECT


                              Visual 2.2
```

VISUAL 2.3

```
           PREPAREDNESS ACTIVITIES
    _____


    • MINIMIZE DISASTER DAMAGE

    • ENHANCE DISASTER RESPONSE
      OPERATIONS

    • PREPARE ORGANIZATIONS AND
      INDIVIDUALS TO RESPOND


                              Visual 2.3
```

VISUAL 2.4

```
           RESPONSE ACTIVITIES
    _____


    • PROVIDE EMERGENCY ASSISTANCE

    • REDUCE PROBABILITY OF
      ADDITIONAL INJURIES OR DAMAGE

    • SPEED RECOVERY OPERATIONS


                              Visual 2.4
```

● The IEMS approach recognizes that, while *response* to emergencies is the central focus during a disaster, *mitigation* activities to reduce the degree of risk, *preparedness* activities to increase the capability to respond, and *recovery* activities required to return communities to normal are equally important components of an effective emergency management program.

● If a community follows the steps outlined in the IEMS process, its ability to deal with a wide range of emergencies will be significantly improved and key officials will be meeting their responsibility to provide for the protection of their citizens.

VISUAL 2.5

```
        RECOVERY ACTIVITIES
    ────────────────────────────

    • RETURN SYSTEMS TO NORMAL
      LEVELS

    • ARE SHORT-TERM AND LONG-TERM


                              Visual 2.5
```
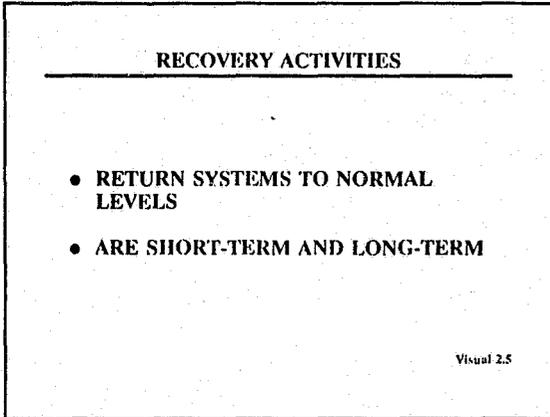
(10 minutes)

Ask participants, "How many of you
have participated in the completion of
HICA/MYDP?"

Present the colored map visuals of
nationwide hazards. Emphasize the
vulnerability of all areas of the nation to
emergencies. A State may elect to use
State-specific slides, or both nationwide
and State-specific maps may be used. If
both are used, they should be shown and
discussed expeditiously.

Point out that a local community could
develop similar maps to emphasize its
areas of vulnerability.

HAZARD MAPS

Hazard maps can be used to locate
potential hazard areas.

Earthquake Risk Zones

This map depicts the risk areas for
earthquakes within the United States.
The red areas show the highest risks
from earthquakes--namely, California,
Alaska, and Utah. Considerable
earthquake risk also exists along the
New Madrid (pronounced MAD-rid)
Seismic Zone in the Central United
States. The strongest earthquakes to
date occurred along this zone in the
winter of 1811-1812.

Agriculture

The dark green areas show where little soil erosion occurs; the light green areas indicate moderate soil erosion, and the yellow hatch marks indicate areas subject to varying patterns of severe storms, blight, infestations, range fires, etc.

Flooding

The flood hazard in the United States spreads from coast to coast and comes from snow melts in the spring, severe storms, or from hurricanes. Floodplains, noted by the colored sections of this map, also are where much of the population lives. In addition, flash flooding can occur almost anywhere.

Hurricanes

This map depicts the hurricane hazard. Looking at the shaded areas, notice that inland areas as well as coastal areas are affected. While winds die down inland, water flooding damage becomes greater, since hurricanes that begin over the Atlantic pick up more and more water as they progress and release this water over inland areas.

Tornadoes

The Midwest, which receives violent and severe tornadoes more frequently than any other part of the country, is shown by the red area on this map. The entire Eastern two-thirds of the continental U.S. records tornadoes with some frequency. Tornadoes have been

reported in every State in the
Continental U.S.

Dams

There are some 68,000 dams in the U.S.,
many of which are privately owned.
Approximately 10,000 of these dams are
considered "unsafe" by definition. This
map shows the number of "unsafe" dams
by State.

(**NOTE**   The definition of *unsafe* may
vary from State to State.)

Volcanic Hazards

The black areas show volcanic hazard,
while the yellow dots show cavernous
areas, coal mines, and sinkholes.

Transportation

The yellow dots designate major airports
and the orange lines show the interstate
highway system. The green lines show
railroads and the blue lines show
waterways. All are potential disaster
sites because accidents which could
occur are often compounded by the
presence of hazardous materials.

Energy Distribution Links

The orange areas on this map show the
transportation system for crude oil. The
light blue areas indicate the
transportation system for natural gas.

Nuclear Reactor Sites

There currently are 72 nuclear power plants operating in the United States, as indicated by the red squares on this map; planned facilities are represented by yellow triangles. An additional hazard is created when dealing with the storage and transportation of spent fuel, as indicated in the next slide.

Hazardous Materials Waste Sites

Nuclear waste is indeed a hazardous material, but certainly does not constitute all hazardous materials. This map, entitled "Hazardous Materials Waste Sites," refers to radioactive hazardous material. The orange squares indicate nuclear dump sites, while the orange triangles with orange squares near them are radioactive waste sites (contain materials from hospitals, etc.). The yellow dots indicate the concen-trated nature of the nuclear/radioactive disposal problem. The green lines are approved transportation routes.

Target Areas

The yellow dots indicate potential weapon aimpoints derived from Nuclear Attack Planning Base--1990 (NAPB-90). Areas depicted here cover a variety of targets, including military installations and launch control facilities, military support industries, chemical industries, electric power facilities, and key transportation facilities (ports and airfields), as well as political targets.

Fallout Radiation Risks

Taking NAPB-90 into consideration for a worst-case scenario, the potential fallout radiation risk is shown on this map, ranging from low risk (green), to medium risk (yellow), to high risk (orange), to very high risk (red).

Summary

There are many potential hazards facing the U.S. and no part of the nation is immune. Multiple hazards may face the same region, State, or locality. That is the rationale for the concept of *all-hazard* planning. The need is not to prepare a plan for *each* hazard, but, rather, to prepare a plan based on common functions that will address multiple hazards.

ANALYZING COMMUNITY HAZARDS

SM, page II-2.

In 1979, the National Governors' Association (NGA) reviewed the state of art in *vulnerability* analysis and determined that no generally accepted methodology existed for hazard analysis.

Instructor Notes	Content/Activity

Content/Activity

Hazard Analysis is a Two-Part Process

- The first part of hazard analysis involves knowledge of community hazards, including the likelihood of occurrence, their level of intensity, and their location in the community.

- The second part is knowledge of the community--how hazards could affect population, property, communication, transportation, and food supply.

Instructor Notes

VISUAL 2.6

```
        HAZARD ANALYSIS REQUIRES

  • KNOWLEDGE OF COMMUNITY
    HAZARDS, LIKELIHOOD OF
    OCCURRENCE, LEVEL OF INTENSITY,
    AND LOCATION IN THE COMMUNITY

  • KNOWLEDGE OF THE COMMUNITY--
    HOW HAZARDS COULD AFFECT
    POPULATION, PROPERTY, COMMUNI-
    CATION, TRANSPORTATION, AND
    FOOD SUPPLY
                              Visual 2.6
```

Ask participants: "How many represent a community that has completed the HICA/MYDP process?"

Some progress in developing a consistent nationwide approach to hazard analysis has been made since the NGA report mentioned earlier.

FEMA's *Hazard Identification, Capability Assessment, and Multi-Year Development Plan (HICA/MYDP) for Local Governments* (CPG 1-35) can be used to guide local jurisdictions through a logical sequence of

- Identifying hazards,

- Addressing capabilities,

- Setting priorities, and

Refer participants to SM pages (II-23 through II-26) for sample HICA/MYDP forms.

- Scheduling activities to improve capability over time.

The Hazard Identification and Capability Assessment section of the HICA/MYDP can be used to obtain much of the information needed to complete a hazard analysis.

The HICA/MYDP database also allows local officials to compare their vulnerabilities to a national profile.

Once the appropriate knowledge about hazards and community characteristics has been gathered, a community hazard analysis can be developed.

This analysis will identify vulnerabilities which then can be addressed in an emergency management policy that includes mitigation strategies, emergency preparedness programs, and plans for response and recovery.

Additional information about Hazard Analysis is included on pages II-2 to II-12 of the SM.

(40 minutes total)

HAZARD VULNERABILITY EXERCISE

One approach to identifying community vulnerabilities is included in the Student Manual as a "Hazard Vulnerability Exercise."

It is designed to demonstrate the types of questions which must be asked in the process of developing a realistic picture of community vulnerabilities.

We recognize that most of you do not have specific hazard risk data with you, therefore, the exercise will be more general than an actual analysis.

It will, however, provide a format for processing hazard and capability data gathered through tools such as the HICA/MYDP.

Instructor Notes	Content/Activity
(15 minutes)	**Instructions**
SM, pages II-13 through II-20/IG pages II-14 through II-22.	
Instruct participants to read SM, page II-13 and proceed with the exercise using their own communities.	• Briefly answer as many exercise questions as possible in the time allowed.
If several people from one community are attending or if the course is conducted for a specific community, this can be a group activity. In some cases, if only one person from a community is present, it may become an individual activity.	• When the time is up, spend another 10 minutes summarizing your findings by answering the Group Summation questions on page II-21 of the SM.
Call time after 15 minutes to allow time for group summation.	
NOTE Participants may not have time to complete the questionnaire. Encourage them to complete it later.	

Instructor Notes	Content/Activity
Ask at least one member of each group to critique the analysis format and content.	**Exercise Critique**
	Does this exercise help you to analyze your community's potential hazards?
Summarize the discussion.	
	Does this give you a better idea of areas that need attention and/or further analysis?
List hazards and resources in two columns on a flipchart. This brings up the issue of *mutual aid* as a resource needed for this coordination on the part of the elected official.	
	Could you now initiate a follow-up to seek the type of technical data essential to the planning process in relation to your area?
Sample Flipchart	

Hazards	Resources
Flood Hazmat	

(5 minutes)

UNIT SUMMARY

In the context of emergency management policy formulation, hazard analysis can be considered part of the problem formation.

II-12

VISUAL 2.7

HAZARD ANALYSIS CAN PROVIDE
ANSWERS TO THE QUESTIONS

- WHAT ARE THE EMERGENCY
  MANAGEMENT POLICY PROBLEMS?
  AND

- WHAT MAKES THEM PUBLIC
  PROBLEMS?

Visual 2.7

Hazard analysis can provide answers to the questions

- What are the emergency management policy problems? and

- What makes them public problems?

From the answers to these questions, emergency management goals can be constructed.

In the next unit, we will discuss an approach to analyzing and selecting the best way to attain and maximize these goals.

UNIT II--HAZARD VULNERABILITY EXERCISE

After completing this exercise, you will have a better understanding of how to develop a coordinated approach to formulating public policy based on a review of your community's potential hazards, its resources, and legal authorities. The exercise is based on a form developed by the International City Management Association for use by NETC in another course.

Since this is only a review of potential hazards, you should use the information gained to put in priority order areas needing the most attention and to determine which ones need further in-depth analysis. Such analysis of a community's potential hazards usually is based on past incidents. However, there are many sources of information that can be applied to an analysis of potential hazards. When you complete the hazard vulnerability review, you will have enough information to initiate a follow-up to seek out the type of technical data essential to the planning process in relation to your area.

Answer each question you can in the time allowed. Sketch a map of your community, if necessary, to refresh your memory about specific conditions that may affect your community's ability to prepare for and respond to an emergency situation. Jot down notes or questions that may come to mind while you are doing this exercise because several members of each group will be asked to critique the analysis format and content. This will make you aware of some of the factors that must be taken into consideration in order to adequately develop, finance, implement, and maintain a dependable emergency management system.

---

1. What types of emergency situations have occurred in your community during the last five years?

    _____

    _____

2. Did any of these situations result in an emergency or disaster declaration?

    Yes ___   No ___   Don't Know ___

    If so, describe briefly.

    _____

    _____

    _____

3. What are the potential hazards that your community has the highest probability of facing now and in the future? Check all potential hazards and place an asterisk beside those which present the greatest potential threat to your community. (In an actual analysis, a numerical rating system could be used.)

Natural/ Environmental	Industrial/ Technological	Civil/ Political
Severe Weather	Fire	__ Economic
__ Lightning fires	__ Chemical	emergencies
__ Floods	__ Structural	__ Demonstrations
__ Winds	__ Other	__ Strikes
__ Drought	_____	__ Riots
__ Heat		__ Terrorism
__ Snow		__ Sabotage
__ Hail	Transportation	__ Conventional
__ Ice	__ Air	War
__ Hurricane	__ Rail	__ Biological
__ Typhoon	__ Water	__ Chemical
__ Tornado	__ Motor vehicle	__ Nuclear Attack
__ Other	__ Pipeline	Direct Effects
_____		__ Nuclear Attack
		Fallout
	Utility Services	Radiation
Geological	__ Electricity	__ Other
__ Earthquake	__ Gas	
__ Volcanic eruptions	__ Fuel	
__ Erosion	__ Telephone	
__ Other	__ Water	
_____	__ Sanitation	
Epidemiological	Hazardous Materials	
__ Human	__ Explosives	
__ Animal	__ Gases	
__Agricultural	__ Corrosives	
	__ Flammable liquids	
Recreational	__ Flammable solids	
__ Accidents	__ Oxidizing	
__ Lost persons	substances	
__ Other	__ Poisons	
_____	__ Radioactive	
	material	
	__ Chemical wastes	

4. Select three hazards for which you indicated a high probability of occurrence in your community.

_____

_____

What measures exist in your community to mitigate the effects of these hazards?

_____

_____

_____

What additional mitigation measures could be taken?

_____

_____

5. What geographic factors, such as man-made or natural boundaries, might make your community susceptible to the occurrence of a disaster?

Interstate highway   ___
Rail system   ___
Airport   ___
Marine port   ___
River   ___
Natural drainage plan   ___
Coastal area   ___
Earthquake faults   ___
Other   ___

6. What factors, man-made or natural, might inhibit activities essential to effective response in your area (for example, bridges, hills, rivers)?

_____

_____

_____

II-16

7. What is your area's total population? _____

   What is the projected population at the time of the
   next census? _____

8. Draw a rough map of your area and pinpoint high population areas. Also indicate commercial and/or industrial transportation routes.

   ┌───┐
   │   │
   │   │
   │   │
   │   │
   │   │
   │   │
   │   │
   │   │
   │   │
   │   │
   │   │
   │   │
   └───┘
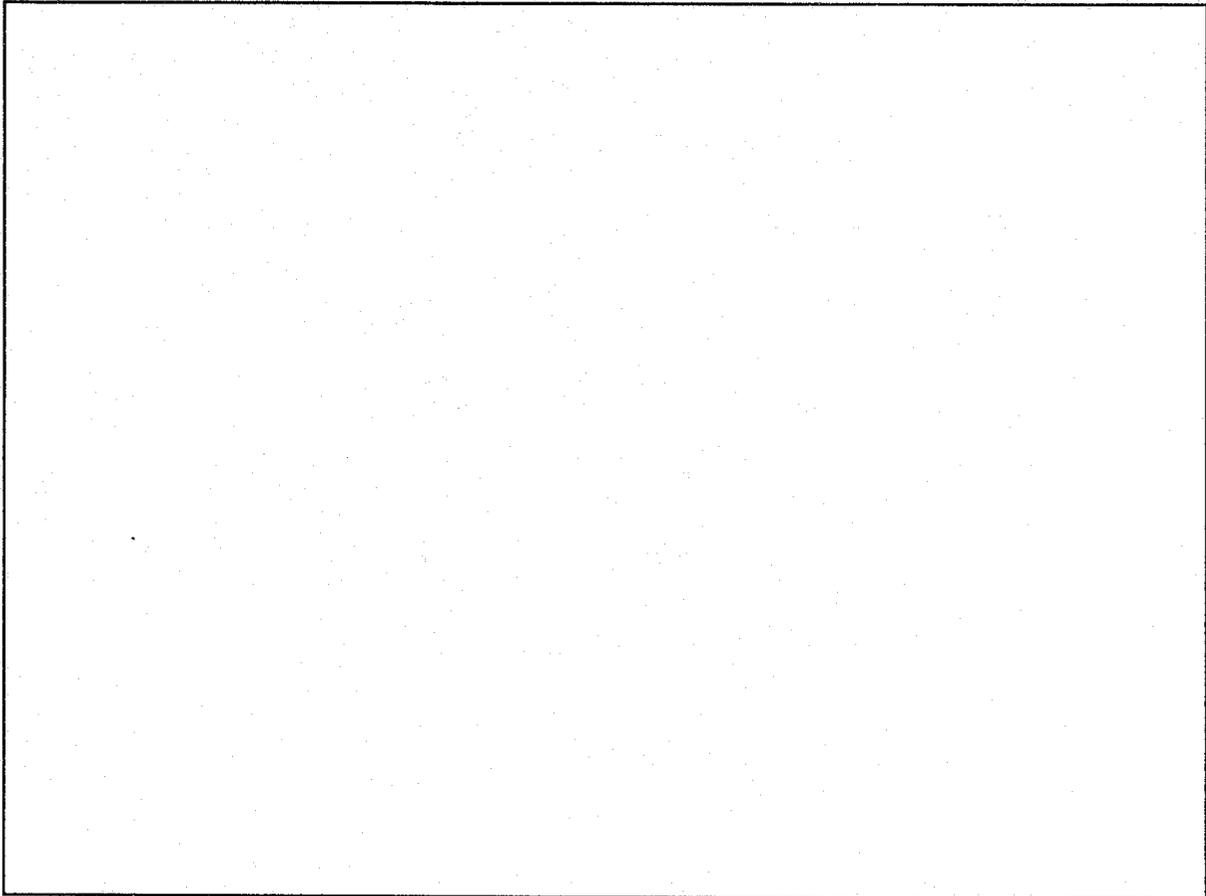
9. Does your community have identifiable population densities that shift daily or seasonally?

   Yes ___   No ___   Don't Know ____

10. Check the following population groups in your area that may need special attention in an emergency situation. Put two checkmarks by those for which you have a greater concern due to the lack of emergency preparedness measures at this time.

___ Elderly persons

___ Institutionalized populations
 ___ Jails
 ___ Prisons
 ___ Health care facilities
 ___ Group Homes

___ Dependent children
 ___ Schools
 ___ Nurseries
 ___ Day care centers

___ Physically or emotionally impaired populations

___ Non-English speaking groups (identify those languages for which an interpreter may be needed most often).

11. Do you know the future land use and zoning plans for your locality?

Yes ___ No ___ Don't Know ___

If so, summarize.

_____

_____

Do you know the location of the flood hazard areas as shown on the FEMA Flood Insurance Rate Map of your community?

_____

_____

12. Are your codes adequate to ensure that future construction does not aggravate existing hazards?

Yes ___ No ___ Don't Know ___

13. What is the projected industrial growth within your area during the next five years?

_____

_____

_____

14. What type of underground utilities are at risk?

___ Natural gas
___ Water
___ Electricity
___ Telephone
___ Sewer
___ Other

15. Do you know the route of the main utility lines?

Yes ___   No ___   Don't Know ___

16. Have you surveyed your area for appropriate emergency shelter facilities if, for any reason, people must be evacuated from their homes?

Yes ___   No ___   Don't Know ___

17. Has it been determined how many people safely could be assigned to each identified shelter?

Yes ___   No ___   Don't Know ___

18. Have adequate numbers of shelter management personnel been trained for immediate assignment?

Yes ___   No ___   Don't Know ___

19. Is there currently an emergency management *program* in your area?

Yes ___   No ___   Don't know ___

20. What is the specific legal authority for the emergency management program within your area?

       ____ No legal provision
       ____ State statute
       ____ County code or ordinance
       ____ City code or ordinance
       ____ Charter provision
       ____ Executive order
       ____ Administrative resolution
       ____ Other

21. How many staff personnel are there in the Emergency Management organization?

       _____

22. Does this organization have any responsibilities other than the local emergency management program?

Yes ____   No ____   Don't Know ____

If so, what do these responsibilities include?

_____

_____

_____

_____

23. Does the responsibility for overall direction and control of emergency operations shift from one public official (chief executive officer, policy chief, fire chief, public works director) to another, depending on the type of the incident?

Yes ____   No ____   Don't Know ____

24. What major factors, such as administrative support, skillful program management, training, interagency cooperation, or planning skills, contribute to the successful operation of the emergency management system in your area?

_____

_____

_____

_____

25. What major factors--such as lack of local, State, or Federal funds, personality conflicts, and public apathy--impede its success?

_____

_____

_____

_____

26. What do you perceive as the level of public support for the emergency management program in your area?

_____

_____

_____

_____

GROUP SUMMATION

POLICY QUESTIONS THAT MAY BE ADDRESSED THROUGH THE USE OF A HAZARD/VULNERABILITY ANALYSIS

- What emergencies can you reasonably expect to occur in your community?

- What hazards are the most obvious targets for mitigation strategies?

- What kind of priorities should you set for infrequent, but probable, hazards?

- What kinds of resources will you be expected to have in place or to have access to in order to respond to an emergency?

- What effect will the public's perception of the above have on your community's ability to prevent, respond to, or recover from, the effects of an emergency?

- Will the public's perception of emergency concerns in your community allow you to build an integrated emergency management system that deals with mitigation, preparedness, response, and recovery?

UNIT III

Policy Development

ANALYZING POLICY

1. PROBLEMS
2. GOALS
3. FACTS
4. ALTERNATIVES
5. CONSEQUENCES

EMERGENCY MANAGEMENT INSTITUTE

NATIONAL EMERGENCY TRAINING CENTER
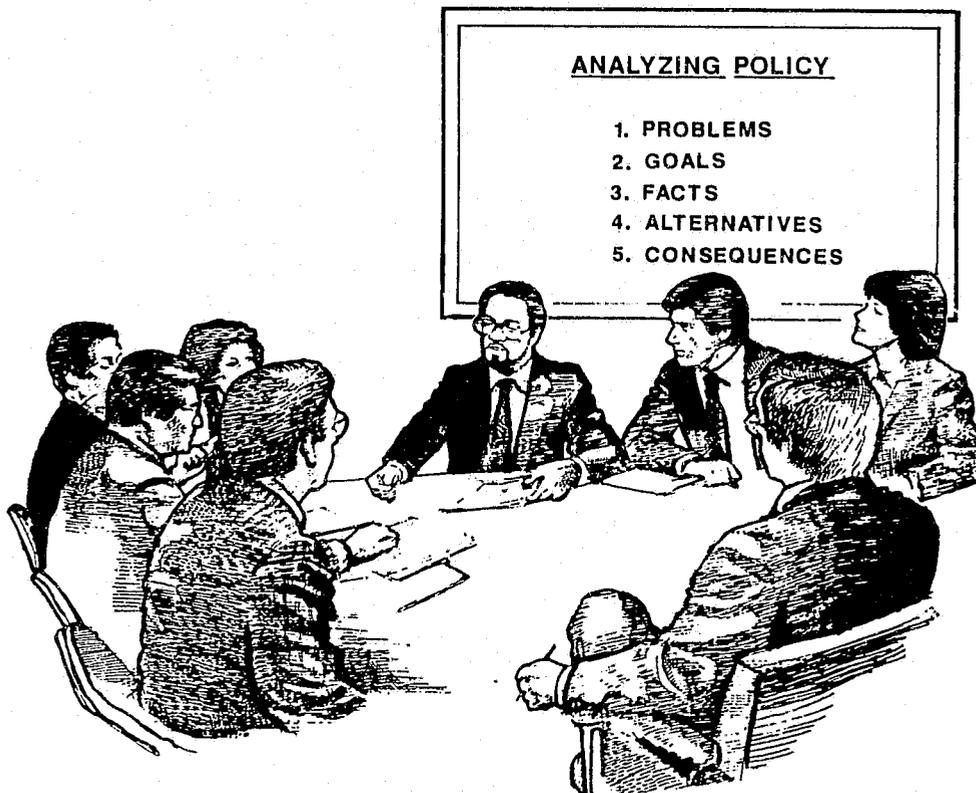
UNIT III LESSON PLAN

COURSE TITLE   *Public Policy in Emergency Management*

LESSON TITLE   *Policy Development*

TIME *1 Hour, 30 Minutes*

OBJECTIVE   At the conclusion of this unit, participants will be able to analyze the effect of policy on their specific emergency management roles, and to use policy analysis in the development of new policy.

SCOPE   Definition of policy analysis, policy analysis process, emergency policy analysis, contrast between emergency and normal policy analysis methods; policy development, policy development exercise; liability issues, liability questionnaire.

REFERENCES   Course Instructor Guide

Course Student Manual

"Emergency Management and the Intergovernmental System," Alvin H. MushKatel and Louis F. Weschler, *Public Administration Review*, January 1985.

"Liability as a Dilemma for Local Managers," Jon A. Kusler, *Public Administration Review*, January 1985.

Tort Liability In Emergency Planning, John Pine, Report prepared for EPA, 1988.

Legal Issues in Emergency Management, John Pine, Report prepared for FEMA, 1989.

The CEO's Disaster Survival Kit, FA-81, FEMA, October 1988.
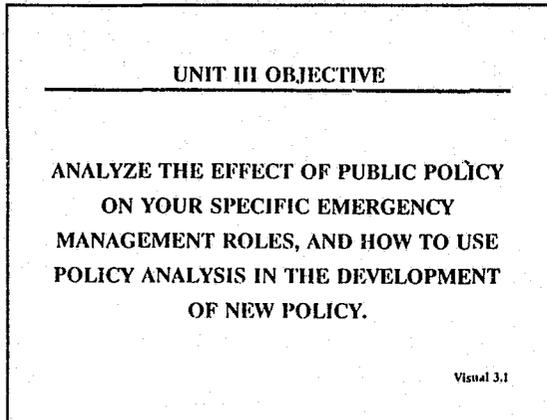

REQUIREMENTS 1. Visuals

2. Overhead projector

3. Screen

4. Flipchart or chalkboard (ideally one flipchart per group)

Instructor Notes	Content/Activity

Instructor Notes

(10 minutes)

SM, page III-1.

VISUAL 3.1

```
                UNIT III OBJECTIVE
      _____


      ANALYZE THE EFFECT OF PUBLIC POLICY
         ON YOUR SPECIFIC EMERGENCY
      MANAGEMENT ROLES, AND HOW TO USE
      POLICY ANALYSIS IN THE DEVELOPMENT
                OF NEW POLICY.


                                        Visual 3.1
```

Direct participants to the "Disaster
Preparedness Policy Checklist for Local
Officials" (SM, pages III-2 through
III-5) and allow them about five minutes
to complete it. A copy of this form is
included at the end of this unit (pages
III-26 through III-31).

After participants have completed the
checklist, ask how many were able to
answer *yes* to all questions? Their
response will probably indicate a need to
examine the policy development process.

Content/Activity

OBJECTIVE

After completing this unit, you will know
how to analyze the effect of public
policy on your specific emergency
management roles, and how to use
policy analysis in the development of
new policy.

**Disaster Preparedness Policy Checklist
for Local Officials**

To familiarize you with the various
emergency management-related tasks
and responsibilities included in your role
as a policy level official, please complete
the "Disaster Preparedness Policy
Checklist for Local Officials."

NOTES

III-3

Instructor Notes	Content/Activity
(10 minutes)	**INTRODUCTION TO POLICY ANALYSIS** Policy analysis is a specific procedure that can be used to better understand the issues, alternatives, and consequences of choices associated with particular policy decisions in emergency management. Policy analysis will not guarantee that the right decisions will always be made; rather, it is a tool to be used in decisionmaking. Policy analysis will be examined in light of everyday problems rather than crisis situations.

Have participants respond to the question; jot their answers on a flipchart.
 	
Elaborate from comments in the text.
	Policy analysis is *not* planning or management--but how do they relate?
	
	● In an objective analysis of policy, both planning and management are important elements.
	
	● Policy analysis precedes the other activities:
	
	  - It sets the stage,
	  - Defines the problem and goals,
	  - Examines alternatives,
	  - Proposes answers, and
	  - Tests results.

Instructor Notes	Content/Activity

VISUAL 3.2

```
• POLICY ANALYSIS ESTABLISHES A GOAL.

  • PLANNING CHARTS A COURSE.

    • MANAGEMENT MOVES TOWARD
      THE GOAL.


                              Visual 3.2
```

- Policy analysis *establishes* a goal,

- Planning *charts* a course, and

- Management *moves toward* the goal.

- In sound policy analysis, all three activities overlap.

Definition of Policy Analysis

Policy analysis can be defined as *structured thinking used to understand an issue by exploring a wide variety of possibilities, examining alternatives for action, and attempting to determine the consequences of taking one of the proposed alternatives.*

- Policy analysis usually takes place prior to making decisions about a particular policy.

- It is intended to find the most efficient way to maximize achievement of goals and objectives.

Instructor Notes	Content/Activity

(10 minutes)

VISUAL 3.3

```
        POLICY ANALYSIS PROCESS
   ──────────────────────────────────

   1. SETTING A GOAL

   2. DEFINING THE PROBLEM

   3. GATHERING AND ANALYZING FACTS

   4. DETERMINING ALTERNATIVES AND
      CONSEQUENCES           .

                              Visual 3.3
```
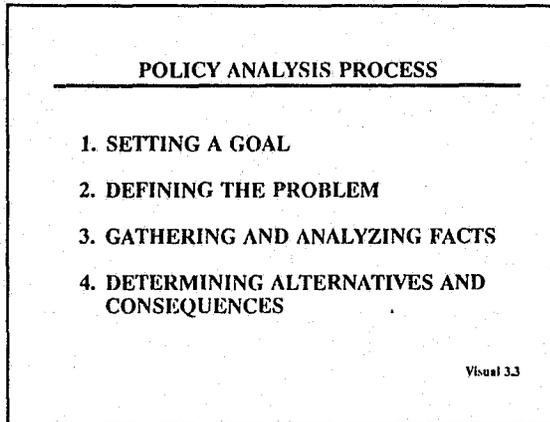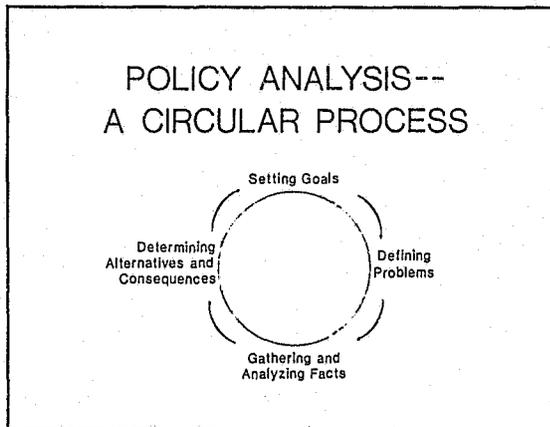
The instructor may want to illustrate on a flipchart that this process may be cyclical in nature.

Sample Flipchart

```
   POLICY ANALYSIS--
   A CIRCULAR PROCESS

                Setting Goals

   Determining                    Defining
   Alternatives and               Problems
   Consequences

                Gathering and
                Analyzing Facts
```

Have participants read the safe streets example on page III-8 of the SM.

POLICY ANALYSIS PROCESS

Step One--Setting a Goal

What is a *goal*?

A broad statement of desire.

● Intuitive as well as scientific skills are needed to establish a goal.

Instructor Notes	Content/Activity

Step Two--Defining the Problem

- Proper problem definition requires a thorough look at the boundaries and systems involved in reaching the goal.

What is a *system*?

This requires a full understanding of the SM's explanation and assurance that students understand this abstract concept.

- An interacting or interdependent group of items forming a unified "whole," in which the "whole" attempts to fulfill the goal.

- Discovering common bonds and attributes of a system requires consideration of

  - How it relates to the goal,
  - Its boundaries,
  - Its subsystems, and
  - How is it controlled.

Refer participants to the fire safety system example on page III-8 of the SM.

- A system is in constant flux and contains subsystems (secondary or subordinate systems).

Step Three--Gathering and Analyzing Facts

- Information is gathered in each subsystem.

- Analysis determines which alternatives to try.

- The process of fact gathering and analysis means

  - Collecting a wide range of information,

III-7

Instructor Notes	Content/Activity
	- Selecting that which is relevant to the policy goal, and
	- Analyzing its relationship to the total project.
Refer participants to the fire chief example on page III-10 of the SM.	At this stage, new directions may need to be established.
	Step Four--Determining Alternatives and Consequences
	• Evaluating alternative courses of action is a continuing process.
	- Following decision implementation, decisionmakers and staff must monitor progress and assess reactions.
Have participants read the second fire chief example on page III-11 of the SM.	- Tests are made and adjustments determined.
Make the point that this same process applies to emergency management and overall community/jurisdictional preparedness.	

(5 minutes)

VISUAL 3.4

METHODS USED IN POLICY ANALYSIS

- SYSTEM IDENTIFICATION,

- MIXED TEAM DEVELOPMENT AND
  REVIEW, AND

- SCIENTIFIC METHODS.

Visual 3.4
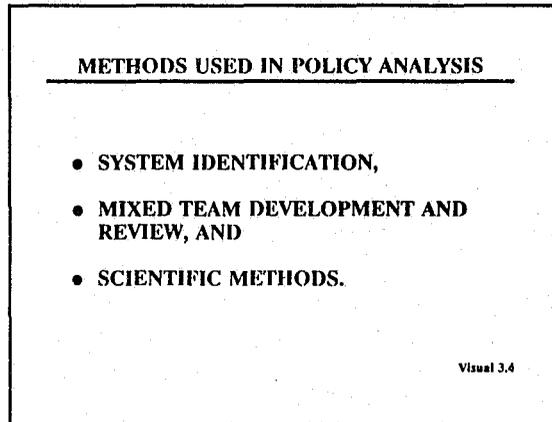
METHODS USED IN POLICY ANALYSIS

- Methods of applying policy analysis to the best advantage in dealing with local government problems include

  - System identification,

  - Mixed team development and review, and

  - Scientific methods.

- Policy analysis deals with actions in real-world environments. The only method to determine if a policy is ultimately sound is by applying the policy to actual problems that include political and socioeconomic realities.

System Identification

In identifying systems in the policy analysis process, it is important to look beyond the traditional structures and strong personalities to delimit functional systems. An objective system, by definition, cannot exist unless it is structured to reach clearly defined goals.

There is another aspect of working with systems analysis, and that is hidden agendas--held by most politicians, department heads, and special interest groups.

Instructor Notes	Content/Activity
Highlight examples of *hidden agendas* when discussing systems identification. Identify the importance of involving various agencies in the development and review of policies. Refer participants to SM, pages III-12 through III-16, and briefly highlight the priority matrix on page III-15 as an example of a scientific method.	To confront the problem of objectively structured systems vs. hidden agendas, either reveal hidden agendas so everyone analyzing a problem understands the rules of the game, or acknowledge that hidden agenda forces will affect the policy analysis and design that factor into the analytical process. **Mixed Team Development and Review** Problems seldom fit into the structures we create. Therefore, a broad base leads to better understanding of the problem, and results in better, more useful alternatives. For example, the establishment of fire safety policies within a jurisdiction would involve ● The director of the water department (fire flow and reserve water capacity), ● The building director (fire code and zoning inspection and enforcement), ● The police (security, traffic control, and arson investigation), ● Ambulance service (in the majority of local jurisdictions, the private sector still provides ambulances and hospitals for medical treatment), ● The utility company (public or private control over natural gas and electricity), and ● Adjoining jurisdictions (mutual aid agreements and joint abatement of hazards).

Some mixed team efforts begin with a brainstorming meeting where all the potential effects are presented and catalogued. Once a wide range of data is assembled and grouped into homogeneous units, the team can be subdivided into task forces to deal with specific concerns. Staff and professional planners can be used to work out details and verify the relevance of data.

As the team reviews the progress of policy analysis, it can again bring to bear its diverse background to evaluate potential reactions to policy. For example, if the team does not consider legal or intergovernmental issues, any number of apparently excellent proposals could be valueless because they violate the law or fail to recognize other governments' unique needs.

Scientific Methods

Scientific methods remove bias, subjectivity, and irrelevant comments as much as possible; they look at the facts, question everything, and reach conclusions based upon tests.

There is a hitch--most human problems are hard to define and almost impossible to test objectively on a broad scale. When a government body uses this method for policy development, it, ideally, must also experiment through models or exercises.

One scientific method is the priority matrix--a policy team lists a number of possible reactions to a proposed policy, assigns weights, and determines which

alternative is most likely to best serve
the goal.

A sample matrix appears in your SM on
page III-15.

(5 minutes)

EMERGENCY POLICY ANALYSIS

VISUAL 3.5

Policy analysis under normal conditions
has several implicit criteria.

POLICY ANALYSIS UNDER
NORMAL CONDITIONS HAS
SEVERAL IMPLICIT CRITERIA

- THERE IS TIME TO THINK.

- THE OPTION TO GATHER A WIDE
  RANGE OF INFORMATION EXISTS.

- THERE IS TIME FOR OBJECTIVE AND
  CANDID OPINIONS.

- THERE IS AN OPPORTUNITY TO TEST
  ALTERNATIVES.

Visual 3.5

- There is time to think.

- The option to gather a wide range of
  information exists.

- There is time for objective and candid
  opinions.

- There is an opportunity to test
  alternatives.

Lead participants to see the difference
between normal and emergency policy
analysis through the following lecture/
discussion.

When an emergency strikes, the implicit
criteria are drastically altered or
eliminated.

Instructor Notes	Content/Activity

Elicit participant response before showing Visual 3.6.

VISUAL 3.6

```
        MAJOR EFFECTS OF
      EMERGENCY SITUATIONS
   ─────────────────────────
   ● TIME RESTRAINTS

   ● CHANGING FORUMS

   ● RANDOMNESS

   ● LIMITED OPTIONS

   ● STRAIN AND PRESSURE

   ● COMPLEXITY

   ● REACTION VOID        Visual 3.6
```

Briefly explain how each of these factors alters sound policy analysis. Be sure to read and understand pages III-16 through III-21 in the SM to give you a better understanding of what is meant by each of these items.

Refer participants to pages III-16 through III-21 in the SM for more detailed explanations.

Have students review Public Policy Considerations in Emergencies on SM pages III-20 and III-21.

How is policy analysis different under emergency conditions?

Major effects of emergency situations are

● Time restraints,

● Changing forums,

● Randomness,

● Limited options,

● Strain and pressure,

● Complexity, and

● Reaction void.

NOTES

| Instructor Notes	Content/Activity
(30 minutes total)	**POLICY DEVELOPMENT EXERCISE: THE EXPLODING CIRCLE APPROACH** The development and/or establishment of a new policy can initiate a multitude of actions/reactions. An "Exploding Circle" is a systems approach to revealing some of the possible outcomes of pursuing a new policy.
(5 minutes) Explain the exploding circle illustrated on "proposed safe streets," SM, page III-23/IG, page III-20. Refer participants to the text on page III-22 of the SM. Point out that this is an example of an exploding circle approach used under normal conditions.	**Demonstration** ● The circle can explode outward to extreme limits and, at the same time, constantly turn inward, redefining the basic policy and altering the effect. ● Application of any one policy cannot be done in isolation. ● The exploding circle on page III-23 of the SM radiates the possible consequences of a policy aimed at establishing safe streets. ● It reveals only a few of the many possible outcomes of pursuing such a policy.
(5 minutes) While participants are noting ideas, write "HazMat Trans Route" in a small box in the center of the flipchart page (or chalkboard).	What actions/reactions would be initiated by a policy decision to establish a specific route for trucking hazardous materials through your jurisdiction? Take a minute to jot down some ideas on page III-24 of your SM, and then we will construct an "exploding circle" on the flipchart.

Encourage each participant to contribute at least one possible action/reaction and develop an "exploding circle" accordingly.

Be sure to point out their responses should be *functions* such as evacuation, or *issues* such as personnel costs, and they *should not* list "police," "fire," "EMS," etc. As you prepare the flipchart in front of the class, you should be able to point out that these functions may be common to many potential disaster situations.

If the instructor needs ideas to get participants started, refer to the Exploding Circle Example on page III-25 of the IG.

VISUAL 3.7
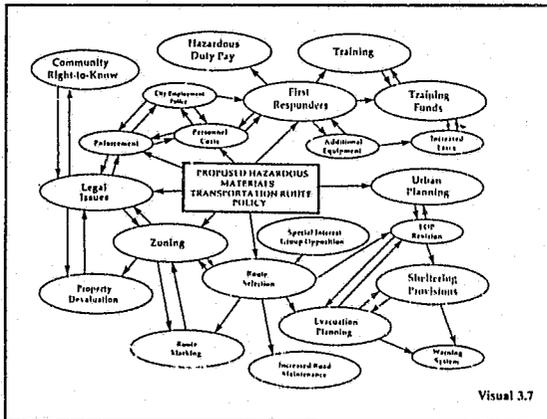
Visual 3.7

(20 minutes)

VISUAL 3.8

MITIGATION is eliminating or reducing the
probability of an emergency.

PREPAREDNESS is planning to ensure the most
effective and efficient response.

RESPONSE is providing emergency assistance
for casualties and reducing the secondary
damage.

RECOVERY continues beyond the emergency
period and returns systems to normal.

Visual 3.8

Before we begin the next exercise, we
will review the four phases of emergency
management, because you will be
working with the various phases in the
next part of this exercise.

Review the four phases of emergency
management.

Instructions can be found at the end of
this unit.

Provide each group with a flipchart or a
sheet of newsprint and markers to
record group findings.

After 15 minutes of group work, have
each group leader briefly (two minutes
each) share findings with the class.

Small Group Activity

Now each group will develop its own
exploding circle to analyze the effects of
various emergency management policy
decisions.

Beginning on page III-26 of your SM are
group assignments and space for
developing your exploding circle.

Your group leader should facilitate the
exercise and record findings on a
flipchart page.

Take 10 minutes to complete the circles.

Instructor Notes	Content/Activity
Remind participants to consider the issues pertaining to the policymaking roles.	
If the hazards in the SM are not applicable to the jurisdiction, the instructor should develop and substitute others as appropriate. Be sure to coordinate changes with the role analysis exercise (SM, pages IV-9 through IV-11).	Each group will be asked to share its results with the class.
(15 minutes)	**LIABILITY ISSUES** One consideration that is common to the analysis of any new or existing emergency management policy is liability. Local governments (and officials) may be sued for tight regulations which diminish hazards or, conversely, for allowing activity which may aggravate hazards. Other liability issues also were noted in our earlier discussion of policymaking under emergency conditions. **Liability Questionnaire**
Refer participants to page III-30 of the SM; the questionnaire appears in the IG, page III-30. Allow 10 minutes for individuals to complete the questionnaire.	The questionnaire on page III-30 of the SM highlights some of the areas of liability concern for policy level officials.
Ask the discussion question and record participant response.	● Take 10 minutes to complete the questionnaire and then we will follow up with a brief discussion.

Instructor Notes	Content/Activity
Instructors may want to reference liability case studies developed by FEMA.	**Discussion Question**
	What areas of emergency management policy development should address liability issues?
If participants ask for a reference, you could suggest the publications listed in the references for this unit.	
	● Emergency declarations
	● Hazard management programs
	● Overall emergency management systems
(5 minutes)	**UNIT SUMMARY**
Summarize the main ideas and concepts that were presented and discussed in this section, or ask participants to identify the most important concepts.	Participants may make any comments or write questions in SM, page III-32.
List comments on a flipchart. Stress emergency policy analysis.	

UNIT III--POLICY DEVELOPMENT EXERCISE--THE EXPLODING CIRCLE APPROACH

The systems approach in policy analysis emphasizes the interaction of a broad range of issues and entities. Establishing a policy can initiate so many actions and reactions that foreseeing the total effect is almost impossible. To graphically demonstrate the ramifications of what appears to be a relatively simple policy statement--a desire to have safe streets--the following exercise is used. Called the exploding circle, it reveals just a few of the hundreds of possible outcomes of pursuing a policy.

In the center of the next page is the core policy statement from which radiates various predictable consequences. There will be a demand for more police which, in turn, will affect the city employment policy and cost more money. More police, in turn, mean more arrests, therefore, more demands on the city prosecutor and courts. Safety includes fire protection, which translates into pressures for increased fire staff, inspectors, investigators, and fire education specialists. Then, more building inspectors will be needed--because, to some officials, that is where fire safety begins--leading to stepped-up enforcement of building and zoning codes. That, too, will influence the city attorney's office and the courts. The process continues. By following the arrows outward, one can easily see the likely results of taking what originally appeared to be a simple course of action. Ultimately, any safe streets program is tied to economic revitalization of an area, resulting in renovation of housing and the influx of new residents who will, in turn, make new demands on city hall and can completely redefine the original policy of safe streets into green streets (more parks) or better traffic flow (safer for vehicles, if not for people), and so on.

The circle can explode outward to extreme limits and, at the same time, constantly turn inward, redefining the basic policy and altering the effects. The more you examine the policy through the exploding circle concept, the more you will see how far-reaching and interacting many of the issues are. You will quickly appreciate that the application of any one policy cannot be done in isolation, that sequences of events can alter the original pattern drastically, and that many forces beyond your immediate control will have a significant effect--especially during an emergency. A second exploding circle is to be completed as part of a class activity. Then, groups will complete exploding circles for policy decisions related to mitigation, preparedness, response, and recovery.
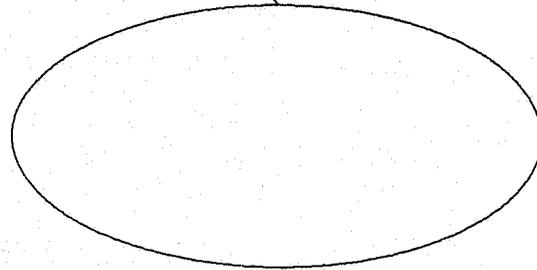
EXPLODING CIRCLE--PROPOSED SAFE STREETS POLICY

PARK AND RECREATIONS PROGRAMS MUST BE RE-VAMPED TO RESPOND TO NEW DEMANDS

INCREASED TAX BASE FROM RESTORED HOUSING

INCREASED DEMAND FOR BUILDING INSPECTIONS DURING RENOVATION

SHIFT IN PUBLIC SCHOOL COMPOSITION

BURLARY INCREASES—MORE TO STEAL

INFLUX OF AFFLUENT PROFESSIONAL FAMILIES

INCREASED VEHICULAR TRAFFIC PRODUCES AIR POLLUTION PROBLEMS; FEDERAL GOVERNMENT (EPA) BECOMES INVOLVED

SHORT-TERM INTRODUCTION OF PRIVATE SCHOOLS DUE TO CURRENT DETERIORATED INNER-CITY SCHOOLS

NEW INNER-CITY SETTLERS THROW THE BALANCE OF POWER IN LOCAL POLITICS COMPLETELY OFF

COUNTY LEVIES TAXES THAT THREATEN TO LIMIT INNER CITY DEVELOPMENT

NEW MEMBERS TO THE CITY COUNCIL ARE ELECTED

RENOVATION OF DETERIORATED INNER-CITY TO ACCOMMODATE NEW FAMILIES

STREETS/PUBLIC SERVICE WORK PROJECTS BEGIN

WAGES AND BENEFITS COSTS

BUILDER/DEVELOPER COMPANIES RUSH INTO THE RENOVATION AREA TO MAKE A FAST BUCK

CITY EMPLOY-MENT POLICY

PRESSURE ON CITY COUNCIL TO ENACT CONTROLS ON DEVELOPERS

ECONOMIC REVITALI-ZATION OF COM-MERCIAL AREA

DEMAND FOR INCREASED* POLICE PATROLS

INCREASED ARRESTS FOR PETTY CRIME

INCREASED COSTS TO PROSECUTE

EMPLOYMENT INCREASE

PROPOSED SAFE STREETS POLICY

POSSIBLE FIRE DEPARTMENT PERSONNEL DEMAND

EMPLOYMENT DECREASE

INCREASED PROSE-CUTION OF CODE VIOLATORS

SMALL BUSINESS CURRENTLY IN THE AREA CANNOT COMPETE AND DEMAND ASSISTANCE TO REMODEL OR RELOCATE

INCREASED BUILDING CODE INSPECTION

DEMAND ON CITY ATTORNEY AND CITY COURT

DISPLACEMENT OF LOW INCOME AND MINORITY FAMILIES

FEDERAL GOVERNMENT SBA BECOMES INVOLVED

INCREASED STRAIN ON MINORITY GROUPS WITH RENEWED POLITICAL PRESSURES

NEED FOR NEW OR AMENDED BUILDING CODES—CITY ATTY. DRAFTING TIME

DISPLACED LOW INCOME AND MINORITIES CHANGE CHARAC-TER OF SCHOOLS IN THEIR RELOCATION AREA

REVENUE GENERATED FROM BUILDING CODE FINES

PRESSURE GROUPS RESIST INFLUX OF INNER-CITY POOR AND MINORITIES

INCREASED NEED FOR ALTERNATIVE HOUSING

SOCIAL SERVICE NEEDS INCREASE IN RELOCA-TION AREA

COSTS TO CITY OF INTERMEDIATE CARE OF DISPLACED LOW INCOME FAMILIES

FEDERAL GOVERNMENT BECOME INVOLVED WITH HUD AND OTHER PROGRAMS FOR RELOCATION

EXPLODING CIRCLE EXERCISE

Group One

MITIGATION

Prevent the occurrence of hazardous situations by establishing land use and density regulations.
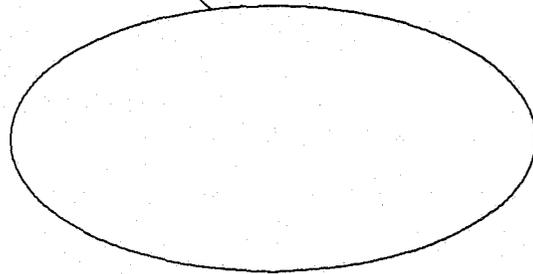
EXPLODING CIRCLE EXERCISE

Group Two

PREPAREDNESS

Develop coordinated response plans and procedures for responding to hazardous materials incidents.
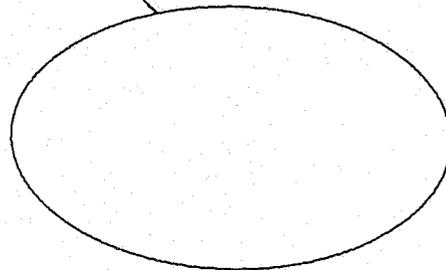
EXPLODING CIRCLE EXERCISE

Group Three

RESPONSE (EMERGENCY CONDITIONS)
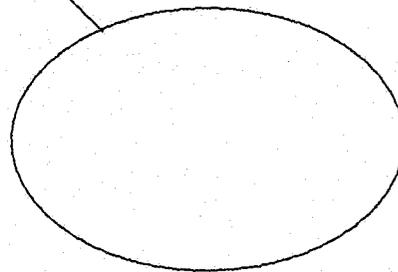
Open community
shelters to
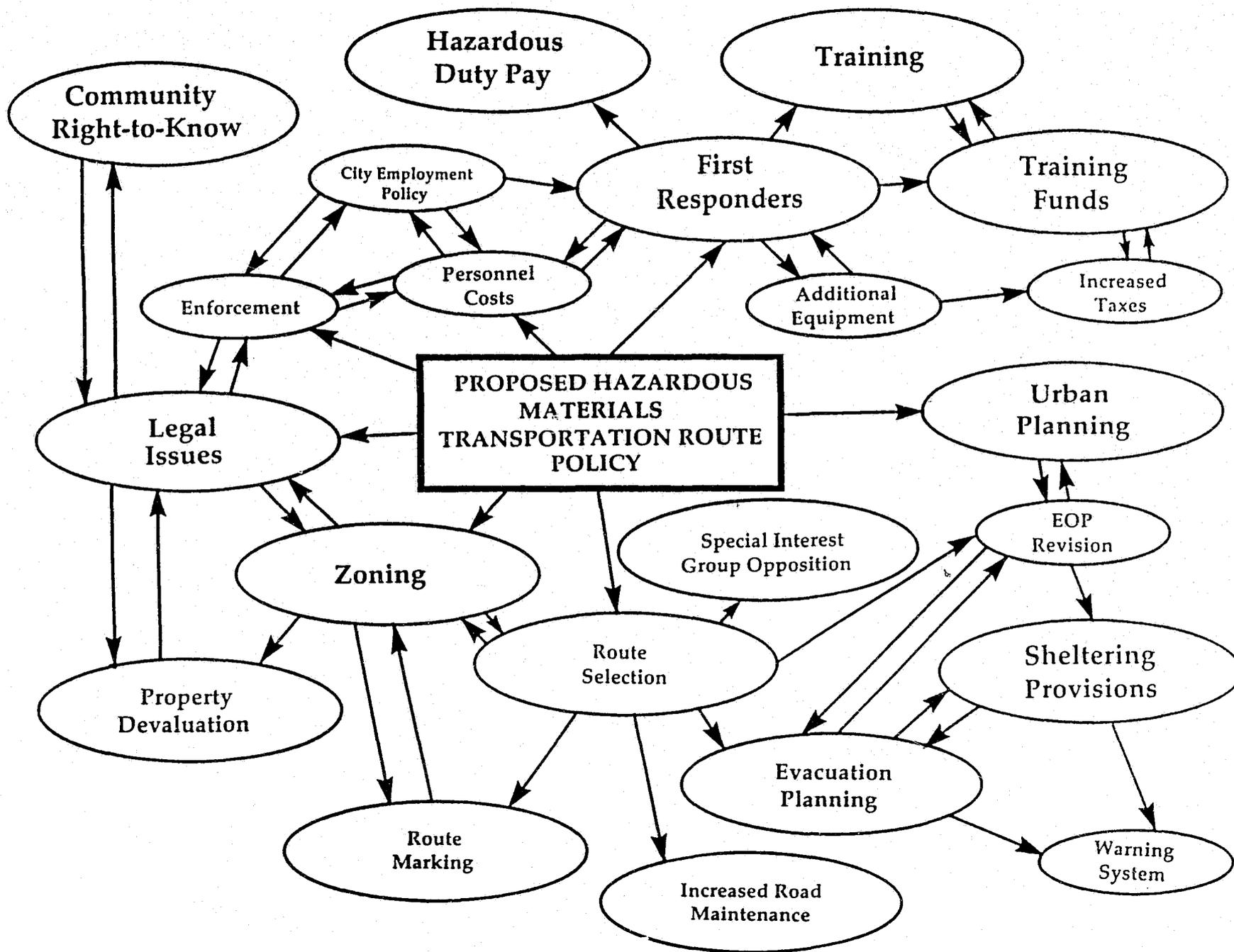house and feed
evacuees.

EXPLODING CIRCLE EXERCISE

Group Four

RECOVERY

Complete the tasks
needed to deal with
the effects of an
earthquake on the
community.

PLENARY GROUP EXPLODING CIRCLE EXAMPLE

DISASTER PREPAREDNESS POLICY CHECKLIST
FOR LOCAL OFFICIALS

ARE YOU PREPARED?

What follows are some important policy issues which key local officials have had to face in a local disaster or emergency. Can you answer "yes" to each of these?

EVACUATION

Do you know...

	YES	NO
Who orders an evacuation?	___	___
What circumstances warrant evacuation?	___	___
Who is in charge of an evacuation?	___	___
Where evacuees are taken?	___	___
How they are transported?	___	___
Whether they can be forcibly evacuated?	___	___
What is the policy on evacuation of pets?	___	___
What is the policy for looters?	___	___
Who is responsible for shelter management?	___	___

EMERGENCY

Do you know...

	YES	NO
Who declares a local emergency?	___	___
What authority does a declaration of emergency give policymakers?	___	___
If liability questions are addressed by a declaration of emergency?	___	___
Whether our emergency actions are legal?	___	___

INFORMATION

Do you know...

	YES	NO
If we have reliable information upon which to base public policy?	___	___
If we have a policy on how information is to be communicated to the public?	___	___
What information the public needs?	___	___

III-27

MEDICAL

Do you know...

	YES	NO
Who orders medical personnel into the field?	___	___
Whether there are medical personnel who will respond to such an order?	___	___
If a hospital needs to be evacuated, who bears the cost?	___	___
Who receives the evacuees?	___	___
Who is responsible for liability if a patient dies during transport?	___	___
How long it takes to evacuate a hospital?	___	___
If there is a hazard to the health and/or lives of hospital personnel (such as a hazardous airborne substance), what is the policy regarding both patients and personnel?	___	___
Who releases casualty information?	___	___
Who is responsible for emergency medical aid?	___	___

PUBLIC SAFETY

Do you know...

	YES	NO
If there is a policy for handling terrorist activities?	___	___
What our responsibility is toward hostages?	___	___
Whether we can accommodate the demands of terrorists to secure the release of hostages?	___	___
Whether during a civil disobedience incident, we negotiate with leaders of the unrest or arrest them?	___	___
If snipers are shooting at firefighters, if we let the area burn?	___	___
Who is responsible for law and order?	___	___

III-28

PRIVATE PROPERTY

Do you know...   YES   NO

If private property can be commandeered during an emergency?   ____   ____

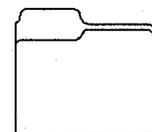Who pays for private sector resources if utilized during an emergency?   ____   ____

If we can destroy private property during an emergency? Under what
circumstances?   ____   ____

Who orders the use or destruction of private property?   ____   ____

RECORDS

Do you know...   YES   NO

Who is responsible for documentation of actions, costs, etc., as proof
for later claims for reimbursement?   ____   ____

How we will make sure that all the necessary information is brought
together in one place?   ____   ____

SCHOOLS AS SHELTERS

Do you know...   YES   NO

Who has the authority to utilize schools as shelters?   ____   ____

Who has the authority to order the use of school buses?   ____   ____

Who is in charge of shelters in schools?   ____   ____

Who is responsible for costs or liabilities incurred from such use of
schools?   ____   ____

LIABILITY QUESTIONNAIRE

1. As a public official, are you immune from being sued in connection with your job? YES ___ NO ___

2. If an "Act of God" disaster strikes your community, is there liability to your government if lives and property are lost? YES ___ NO ___

3. If a known hazard exists, but nothing has been done to mitigate the hazard, are you or your government liable if a disaster results from the hazard? YES ___ NO ___

4. Do you know your liability if you forcibly evacuate persons from a disaster scene? YES ___ NO ___

5. Do you know if a local declaration of emergency addresses liability questions? YES ___ NO ___

6. Do you know if your jurisdiction is liable if a volunteer disaster worker is injured? YES ___ NO ___

7. Is your jurisdiction liable if someone is injured at a school which is being utilized as a shelter? YES ___ NO ___

8. If your jurisdiction has an inadequate warning system to warn the public of an impending disaster, is your jurisdiction liable? YES ___ NO ___

9. If your emergency management officials are untrained in Emergency Operations Center procedures, and lives and property are lost because of a lack of effective management of resources during a disaster, is your jurisdiction liable? YES ___ NO ___

10. Will a well-trained emergency management staff and a comprehensive emergency management plan that addresses all hazards reduce your jurisdiction's liability in disaster situations? YES ___ NO ___

UNIT IV

Role Analysis
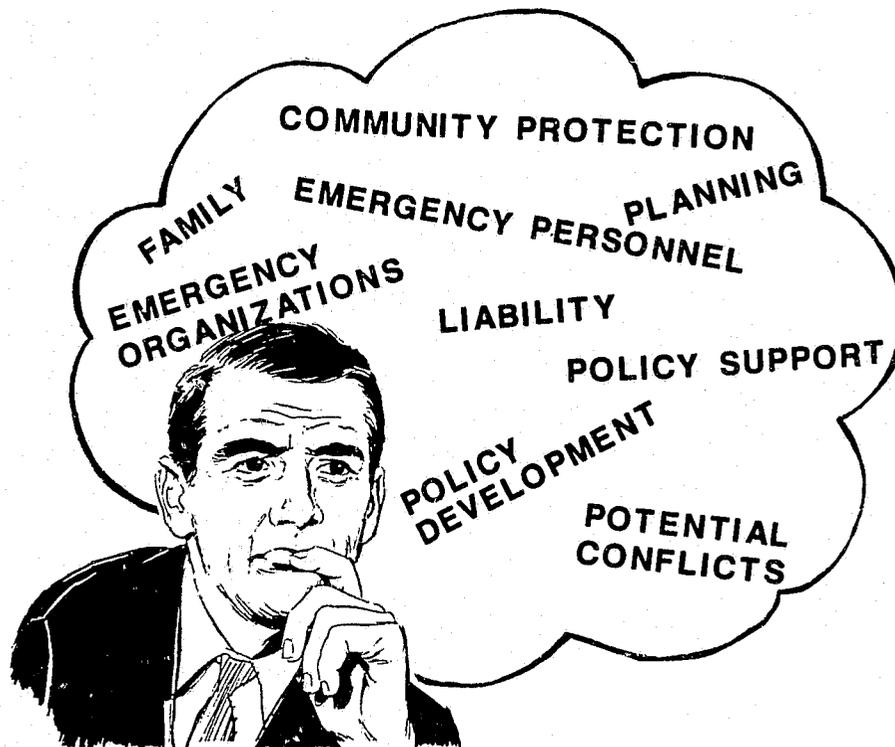
UNIT IV LESSON PLAN

COURSE TITLE *Public Policy in Emergency Management*

LESSON TITLE *Role Analysis*

TIME *1 Hour*

OBJECTIVE At the conclusion of this unit, participants will be able to use role analysis to describe the interacting roles and relationships which occur in emergency management.

SCOPE Role definition, competence, and role conflict; role analysis exercise; responsibility, authority and accountability.

REFERENCES Course Instructor Guide

Course Student Manual

Drabek, Thomas E., "Role Conflict and Support for Emergency Workers: Institutional and Political Contexts." A paper presented at FEMA/NIMH Conference on "Role Conflict and Support for Emergency Workers" (December 6 and 7, 1984), Washington, D.C.

Drabek, Thomas E., *The Local Emergency Manager: The Emerging Professional*, Part I, Graham W. Watt and Associates, Fort Lauderdale, Florida, February 1989.

Dynes, Russell R., "The Significance of Role Simplification in Disaster: A Re-examination of the Importance of Role Conflict in Emergencies." A paper presented at FEMA/NIMH Conference on "Role Conflict and Support for Emergency Workers" (December 6 and 7, 1984), Washington, D.C.

Haines, Albert E., *The Local Emergency Manager: The Emerging Professional*, Part II, Graham W. Watt and Associates, Fort Lauderdale, Florida, February 1989.

Killian, Lewis K., "The Significance of Multiple-Group Membership in Disaster," *American Journal of Sociology*, 57: 309-314, 1952.

Quarantelli, E. L., "Structural Factors in the Minimization of Role Conflict: A Re-examination of the Significance of Multiple Group Membership in Disasters." The Ohio State University, Disaster Research Center, No. 49 (undated).

Rogers, George O., "Continuity, Role Conflict, and Emergency Response," University Center for Social and Urban Research, University of Pittsburgh, September 1985.
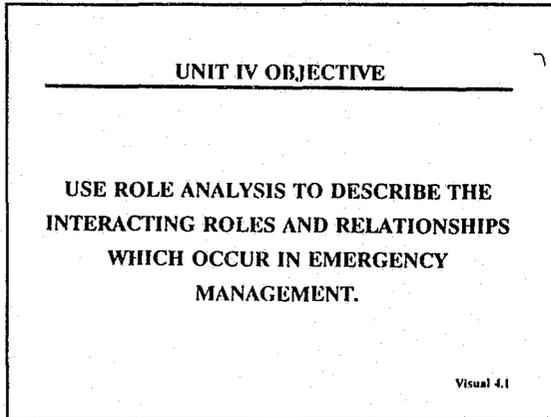
Rogers, George O., "Role Conflict in Crises of Limited Forewarning," *Journal of Applied Sociology.* Volume 3, No. 1, pages 33-50, 1986.

The Functioning of Established Organizations in Community Disasters, George Warheit and Russell Dynes, Disaster Research Center, 1978.

REQUIREMENTS 1. Visuals

2. Overhead projector

3. Screen

4. Flipchart or chalkboard

Instructor Notes	Content/Activity
(5 minutes) **VISUAL 4.1** --- UNIT IV OBJECTIVE --- USE ROLE ANALYSIS TO DESCRIBE THE INTERACTING ROLES AND RELATIONSHIPS WHICH OCCUR IN EMERGENCY MANAGEMENT. Visual 4.1 **(20 minutes)**	**OBJECTIVE** After completing this unit, you will know how to use role analysis to describe the interacting roles and relationships which occur in emergency management. As we discuss the role concept, think of the ultimate goal of this unit, which is to ● Identify your role as a public official, ● Identify knowledge and skills necessary to carry out tasks, and ● Identify role relationships and role conflicts that might occur. **ROLE ANALYSIS IN EMERGENCY MANAGEMENT** ● The emergency, family, and community organization shapes the behavior and attitudes of emergency personnel and creates and defines an individual's roles. ● It is important to examine the relationship between the field of emergency management and its effects on an individual's roles and behavior. ● Role analysis can be defined as the examination of a specific role in terms of requirements, performance skills, and potential conflicts.

Instructor Notes	Content/Activity

SM, page IV-2.

VISUAL 4.2

```
                ROLE DEFINITION
    _____

    • WHAT AN INDIVIDUAL IS TO DO

    • WITH WHOM AN INDIVIDUAL SHOULD
      INTERACT IN PERFORMING

    • DESIRED BENEFITS/ACCOMPLISH-
      MENTS OF ROLE PERFORMANCE


                                  Visual 4.2
```

ROLE DEFINITION

- Role definition is outlined by describing

  - What an individual is to do,

  - With whom an individual should interact in performing, and

  - What the desired benefits/ accomplishments are of the role performance.

- Components affecting role definition include values and expectations.

  - Emergency personnel share a common value system.

  - Emergency personnel have similar role expectations.

- Mechanisms to enhance role definition include

  - Selective recruitment and training,

  - Emphasizing teamwork and back-up systems,

  - A volunteer integration program,

  - Emergency plan development meetings,

  - Exercises, including EOC operations, and

  - Incident Command System.

SM, IV-3.

VISUAL 4.3

ROLE RELATIONSHIPS
_____

KNOWLEDGE OF RELATIONSHIPS
AMONG

- INDIVIDUALS

- ORGANIZATIONS

- PUBLIC

Visual 4.3

ROLE RELATIONSHIPS

It is further worthwhile to specify "knowledge of relationships" as a part of role definitions.

For the rescue worker in a disaster, these include both relationships with "clients," people to be rescued, and with collaborators in the rescue effort. The community-oriented volunteer has no definitely assigned set of collaborators. The father of a trapped child may be perfectly clear about who he should rescue, but not know which other people he can get to help him.

Being a rescue worker is actually a status (specific position) with a whole set of role relationships to other statuses. The problem is that many or all of these roles in the role set (group) are socially undefined.

SM, IV-3.

VISUAL 4.4

ROLE COMPETENCE
_____

ENSURING THAT A PERSON

- POSSESSES THE REQUIRED SKILLS TO PERFORM THE ROLE, AND

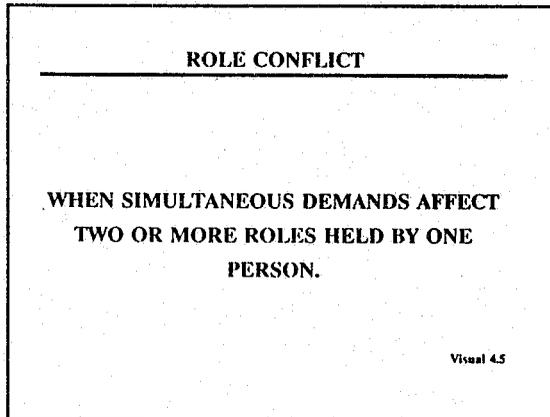- HAS THE ABILITY TO ADAPT THOSE SKILLS TO UNIQUE EMERGENCY SITUATIONS.

Visual 4.4

ROLE COMPETENCE

- Role competence is ensuring that people

  - Possess the required skills to perform the role they are assigned, and

  - Have the ability to adapt those skills to unique emergency situations.

- Role performance is related to competence and sense of duty.

  - Volunteer associations

  - Ascriptive versus achieved positions

- What can be done to improve role competence in emergency personnel?

  - Volunteer programs can be established in which volunteers are interviewed and past experience and training are aligned with selected roles prior to an emergency.

  - Emergency personnel can receive training to acquire knowledge and develop skills.

  - Most importantly, drills and exercises can simulate emergency conditions and provide an opportunity to practice skills required to perform the role.

Instructor Notes	Content/Activity
SM, IV-5.	**ROLE CONFLICT**
VISUAL 4.5	● Role conflict occurs when simultaneous demands affect two or more roles held by one person.

ROLE CONFLICT

WHEN SIMULTANEOUS DEMANDS AFFECT
TWO OR MORE ROLES HELD BY ONE
PERSON.

Visual 4.5

● It occurs when the role expectations associated with the role or a set of roles are impossible to fulfill at the same time.

Use the flipchart to demonstrate multiple roles resulting in role conflict by eliciting an example from a participant. For example, ask, "What roles in your life demand your time and energy?"

Example People participate in the emergency social system as members of a formal organization (fire, police, etc.), primary group (family), or community (volunteers, church).

When disasters occur, the multiple demands placed on an individual may affect many of his/her roles.

● Emergency personnel have described various forms of role conflict in disaster situations and have admitted the problem is a serious one, but report conflict seldom disrupts community response.

● Current research reports role conflict in disaster situations does not frequently create role abandonment.

Instructor Notes	Content/Activity
	• In Roger's Study (1986), many emergency responders reported that they ensured their families' safety prior to emergency response.
Ask for participant ideas and record on flipcharts.	• What methods can be applied to assist emergency personnel in minimizing role conflict?
	- Managers of personnel could assist in information search by establishing a volunteer program whereby spouses contact other spouses, checking the status of responder families.
	- Plans of action for informing a worker of his/her family's safety status could be developed and rehearsed.
	- Family plans should be developed and rehearsed by all family members.
	• Role conflict may occur prior to, as well as during, a disaster.
	- For example, a local emergency manager's conflict may include economic community support versus being an advocate of mitigation planning.
	- An example of mitigation planning is the successful expansion of flooding response activities to include an emphasis on land use control of flood-prone areas.

Instructor Notes	Content/Activity
(30 minutes)	**ROLE ANALYSIS EXERCISE**
Complete directions are found in the SM, page IV-8 and IG, page IV-11 at the end of this unit. Examples to assist the instructor follow the instructions.	This exercise deals with the issues of role definition, role confusion, and role conflict in all phases of comprehensive emergency management.
	Each group will use its core policy statement from the Exploding Circle Exercise to explore the possibilities for role confusion and role conflict.
It is important that the instructor thoroughly review exercise instructions with participants before they are expected to begin. The instructor(s) should be prepared to help individuals determine whether they are policymakers, support policymaking, or both, in some cases, depending on the jurisdiction.	Instructions for the exercise are found on page IV-8 of the Student Manual.
	After each group has identified policymakers and support personnel, the policymakers are to assume the lead roles in facilitating exercise completion.
After 15 minutes, ask each group to briefly (2 minutes) present findings to the class.	You will have 15 minutes to complete the exercise, followed by 10 minutes of class discussion.
(5 minutes)	**UNIT SUMMARY**
	● We have seen that role analysis, and its relationship to emergency management, has a direct effect on the formulation of policies and programs.
	● Emphasis must be placed on the public officials' awareness of
	- Emergency organizations within the community,

Instructor Notes	Content/Activity
	- Functions of the emergency organizations, and
	- Knowledge of the roles of emergency officials.
	● Most importantly, public officials must have a clear understanding of the
	- Demands faced by emergency personnel in a disaster, and
	- Potential effects emergency situations may have on the officials' roles and behavior.

ROLE ANALYSIS EXERCISE

The objective of this exercise is to enable participants to define and analyze their policymaking roles in various emergency management activities and to determine if they develop policy, support policy development, and/or execute policy.

Individuals should complete the sample role analysis worksheet. Once everyone understands the sample worksheet, have them individually complete the role analysis task sheets using the example tasks given in mitigation, preparedness, response, and recovery. (Instructors, depending on geographic location, may wish to substitute other mitigation, preparedness, response, or recovery tasks.) After individuals in the respective groups have completed their sheets, they should share their results within their group; then the instructor should facilitate a discussion based on reports by each group.

Explanation of Terms

Responsibility	*What is your defined or implied duty in accomplishing this emergency management goal?*
Authority	*What law, statute, or other legislation empowers and/or requires you to carry out this responsibility?*
Level of Responsibility	*Does this responsibility require you to formulate policy and/or make policy decisions, or simply to support them?*
Responsibility Shared With	*With whom, if anyone, do you share this responsibility?*
Policy Tasks	*What tasks must be completed at the policy level in order to accomplish this emergency management goal?*
Policy Decisions	*After identifying the tasks required, what policy decisions must be made?*
Potential Role Conflict	*How might these policy decisions conflict with others in government? Also consider how these decisions might conflict with some of your roles in the community.*

ROLE ANALYSIS EXERCISE

Sample Worksheet

What is your role (position) in emergency management? _____

Think of some of the things you do with regard to your role in emergency management. Depending upon your position in local government, you are involved in different tasks. You may be involved in establishing ordinances, or you may be involved in establishing, or perhaps, enforcing codes. You may have a role in emergency response such as traffic control, or evacuation, or in recovery, such as damage assessment.

1. With the above in mind, choose one of the emergency management tasks in which you are involved and briefly describe it in the space below.

_____

_____

_____

_____

_____

_____

2. Into which phase (or phases) of emergency management does this task fall (mitigation, planning, response, recovery)?

_____ Mitigation

_____ Preparedness

_____ Response

_____ Recovery

3. Is the task or function you have selected related to *developing* policy, *supporting* policy development, and/or *executing* policy in emergency management?

_____ Developing Policy

_____ Supporting Policy Development

_____ Executing Policy

4. From which of the following does your authority to carry out that task originate?

_____ Federal Law

_____ Local Law

_____ State Law

_____ Local Codes

_____ State Codes

_____ Local Emergency Operations Plans

_____ Implied Authority based on history

5. What is your level of participation in this task? Do you

_____ Delegate?

_____ Perform?

_____ Direct?

_____ Coordinate?

_____ Other?

_____ N/A?

6. Are you the only person to perform this task or do you share this responsibility with someone else (for example, the mayor might share law making with the city council)? With whom must you coordinate in developing, executing, or supporting policy development (for example, other department heads, CEO, attorney)?

_____

_____

_____

_____

_____

7. What potential conflicts with others (government, private sector, volunteers) might arise?

Potential Conflict Situation   **With Whom**

_____

_____

_____

_____

_____

_____

_____

_____

_____

Your Position _____

Mitigation Task <u>Prevent the occurrence of hazardous situations by establishing land use and density</u>
<u>regulations.</u>

RESPONSIBILITY	AUTHORITY	LEVEL OF PARTICIPATION	SHARE RESPONSIBILITY WITH	POLICY DECISIONS	CONFLICTS
____ Develop Policy	____ Federal Law	____ Delegate	____ CEO		
____ Support Policy Development	____ Local Law	____ Perform	____ Department		
____ Execute Policy	____ State Law	____ Direct	____ Attorney		
	____ Local Codes	____ Coordinate	____ Other		
	____ State Codes	____ Other			
	____ Local EOPs	____ N/A			
	____ Implied Authority				

Your Position _____

Preparedness Task <u>Develop coordinated response plans and procedures for responding to hazardous materials</u>
<u>incidents.</u>

RESPONSIBILITY	AUTHORITY	LEVEL OF PARTICIPATION	SHARE RESPONSIBILITY WITH	POLICY DECISIONS	CONFLICTS
____ Develop Policy	____ Federal Law	____ Delegate	____ CEO		
____ Support Policy Development	____ Local Law	____ Perform	____ Department		
____ Execute Policy	____ State Law	____ Direct	____ Attorney		
	____ Local Codes	____ Coordinate	____ Other		
	____ State Codes	____ Other			
	____ Local EOPs	____ N/A			
	____ Implied Authority				

Your Position _____

Response Task <u>Open community shelters to house and feed evacuees.</u>

RESPONSIBILITY	AUTHORITY	LEVEL OF PARTICIPATION	SHARE RESPONSIBILITY WITH	POLICY DECISIONS	CONFLICTS
____ Develop Policy	____ Federal Law	____ Delegate	____ CEO		
____ Support Policy Development	____ Local Law	____ Perform	____ Department		
____ Execute Policy	____ State Law	____ Direct	____ Attorney		
	____ Local Codes	____ Coordinate	____ Other		
	____ State Codes	____ Other			
	____ Local EOPs	____ N/A			
	____ Implied Authority				

Your Position _____

Recovery Task Complete the tasks needed to deal with the effects on the community of an earthquake.

RESPONSIBILITY	AUTHORITY	LEVEL OF PARTICIPATION	SHARE RESPONSIBILITY WITH	POLICY DECISIONS	CONFLICTS
____ Develop Policy	____ Federal Law	____ Delegate	____ CEO		
____ Support Policy Development	____ Local Law	____ Perform	____ Department		
____ Execute Policy	____ State Law	____ Direct	____ Attorney		
	____ Local Codes	____ Coordinate	____ Other		
	____ State Codes	____ Other			
	____ Local EOPs	____ N/A			
	____ Implied Authority				

UNIT V

Policy Analysis Exercise

EMERGENCY MANAGEMENT INSTITUTE

NATIONAL EMERGENCY TRAINING CENTER

UNIT V LESSON PLAN

COURSE TITLE   *Public Policy in Emergency Management*

LESSON TITLE   *Policy Analysis Exercise*

TIME   *1 Hour, 30 Minutes*

OBJECTIVE

At the conclusion of this exercise, participants will be able to analyze the effect of public policy on a community before, during, and after a simulated emergency.

SCOPE

Small group exercise involving a sewer explosion incident which requires emergency policy analysis. Exercise package consists of case study, scenario, and exercise requirements.

REFERENCES

Course Instructor Guide

Course Student Manual

Case Study Videotapes

REQUIREMENTS
1. Video footage for Policy Analysis Exercise

2. VCR/TV Monitor

Instructor Notes	Content/Activity

Instructor Notes

(5 minutes)

SM, page V-1.

VISUAL 5.1

```
┌─────────────────────────────────┐
│                                 │
│        UNIT V OBJECTIVE         │
│    ─────────────────────        │
│                                 │
│                                 │
│   ANALYZE PUBLIC POLICY FROM A  │
│   PERSPECTIVE THAT CONSIDERS THE│
│   EFFECT ON A COMMUNITY BEFORE, │
│   DURING, AND AFTER AN EMERGENCY│
│                                 │
│                                 │
│                       Visual 5.1│
└─────────────────────────────────┘
```
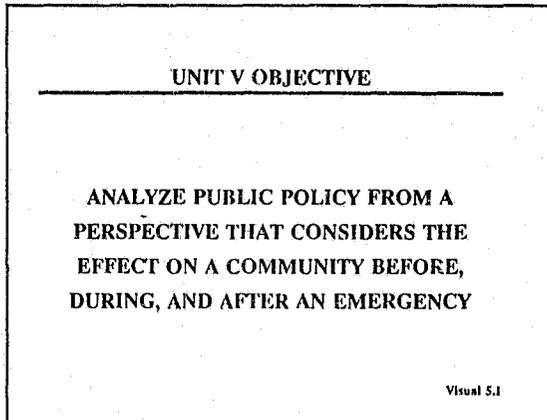
Review the activities for this unit:

● Videotape,

● Case study, and

● Exercise.

Content/Activity

OBJECTIVE

After completing this unit, you will know how to analyze public policy from a perspective that considers the effect on a community before, during, and after an emergency.

● This unit consolidates the concepts and ideas presented in Units I, II, III, and IV.

  - The emphasis is on the analysis process.

● The exercise emphasizes the types of issues public officials have to handle.

● There are various views regarding the issues that will be presented.

● A videotape and model community are used.

Instructor Notes	Content/Activity
	NOTES
(1 hour, 20 minutes)	**POLICY ANALYSIS EXERCISE: SEWER EXPLOSIONS-- CENTRAL CITY, COLUMBIA**
	The model community is Central City, Columbia.
	The model community is used in other NETC courses.
Begin video newsbreaks (running time is 17 minutes).	● The videotape establishes a sense of realism about Central City over a six-month period.
Explain that the videotape covers a period of several months during which events have occurred that provided opportunities to establish policy.	● You will view a series of events ending with the sewer explosion.
The videotape script can be found at Appendix B.	
Ask participants to read the case study, SM, pages V-2 through V-5.	**Case Study/Exercise/Discussion**
Questions are in the SM, pages V-10 to V-11.	● Take a few minutes to review the questions on which you will comment while reading the case study.
The complete exercise begins on page V-5 of this IG unit.	● Answer the questions following the case study.

- Determine if the events included in the newsbreaks are relevant.

- Discuss your comments within the group and reach conclusions. A group spokesperson will summarize the discussion.

- Discuss the policies that should have been implemented prior to the disaster.

Conduct the summary discussion, stressing the concepts presented in Units I, II, III, and IV.

(5 minutes)

UNIT SUMMARY

Summarize the conclusions of each group.

Make any comments on SM, page V-14.

Identify the most important points raised during the discussion.

UNIT V--POLICY ANALYSIS EXERCISE

SEWER EXPLOSION
CENTRAL CITY, COLUMBIA
JANUARY 18, 1983

BACKGROUND

Central City is a medium-sized city in South Central Columbia. The city covers a land area of 35 square miles and has a population of 149,000. Located in the county of Liberty, the city is one of nine incorporated areas.

The government of Central City is the council-manager form with seven council members making up the legislative body. The council is elected at-large on a non-partisan ballot for four-year terms. It elects one of its own members as mayor to preside over meetings and to vote on matters before the council, but the mayor has no veto power. The manager, who is the chief administrative officer of the city, is selected by the council and serves at its pleasure. The manager carries out the ordinances of the council, makes recommendations to the council, prepares and executes the annual budget, negotiates with labor unions, and appoints and removes department heads and other administrative personnel. The manager has no vote in council meetings.

Central City is served by separate police, fire, and ambulance services. There are two private ambulance companies serving the city, with transport made to the three local hospitals.

The Central City police and fire dispatch centers are located in the city operations center. The city emergency management center (EMC) is in the same facility.

The Central City Fire Department has an authorized field strength of 216. The department is organized into three battalions, operating eleven engines and four truck companies. The Central City Police Department has an authorized field strength of 295. The department has a 20-member SWAT team and four trained bomb technicians.

EVENT

On January 18, 1983, a number of violent and destructive explosions ripped through the south central portion of Central City. The affected area is north of the Great Atlantic and Pacific Railroad and east of the Roaring River. The area has a mixture of residential, business, and industrial occupancies.

Initial damage surveys indicated visible surface damage to three miles of streets and sewers. Parts of the roadway collapsed into major sewer trunk lines. Water, gas, electric, and telephone lines were severely damaged by the explosions. Manhole covers

were blown out of place along 11 miles of sewers, indicating the possibility of more extensive subterranean damage. Private property damage included moderate to severe structural damage to many buildings.

The explosions resulted in seven deaths and 23 injuries. If the incident had happened two hours later, hundreds of serious injuries could have been expected because of the normal morning traffic flow through the area. The weather conditions recorded at the Liberty County Airport were cloudy skies, temperature of 35° F, winds from the northwest at ten mph, and a 30 percent chance of snow later in the day.

The incident described above had its true beginnings two days earlier at the ABC Solvent Extraction Plant located at the intersection of Z and 23rd Streets. The concerned facility used hexane to extract the oil from soybean flakes. A freeze-up of several components of the plant's extraction system resulted in a 500-gallon spill of hexane into the public sewer system.

At 5:36 a.m., a series of devastating sewer explosions took place in Central City. The first call received by the dispatch was from a security officer at the railroad yard who reported smoke in the vicinity of the Minnich Oil Company at S and 23rd Streets. At 5:39 a.m., Engine 6, Engine 8, Truck 8, and Car 36 were dispatched to the scene.

At 5:43 a.m., Engine 8 reported that the sewer system at T and 23rd Streets had blown up. Because of the reports from several locations about the explosion, Car 36 requested the response of three more engine companies. By 5:45 a.m., all utility companies were notified to respond to the area.

At 5:47 a.m., Car 36 requested the response of all available police units to the area to seal it off. Units were told to stay clear of 23rd Street because of street damage and isolated residential and business fires. Fire companies on the scene began to search the area for victims and to update information.

At 6:01 a.m., Car 2, Deputy Police Chief, asked Car 36 about setting up a command post. By 6:36 a.m., the command post was set up at the Central City Police Station at X and 20th Streets. Representatives from the Central City Sewer Authority, Columbia State Police, Central City Water Company, Edison Electric Company, and the Central City Gas Company were present.

At 6:50 a.m., the Central City Police Chief was interviewed at the command post by a reporter from the *Central City Times*. The police chief mentioned that the explosions might have been caused by a terrorist group. This statement led to widespread rumors and the spontaneous evacuation of several areas in Central City.

At 7:25 a.m., Central City police units reported to dispatch that the increased traffic flow out of the city caused several gridlocks at major city intersections (H and 5th, H and 15th, H and 30th, Q and 20th, and Q and 30th Streets).

At 7:30 a.m., first responders reported conflicting information to the command post about what caused the explosions. Fire personnel believed that some type of chemical in the sewer system caused the explosions, while police personnel believed that the explosions were caused by isolated terrorist bombings.

At 7:40 a.m., coordination between operations personnel at the command post and coordination personnel at the city operations center was interrupted because of telephone line overload and saturation of radio frequencies.

At 7:50 a.m., the mayor of Central City arrived at the command post and stated that he was in charge. First, the mayor barred all news media from the command post and immediate threat area, causing the media to demand access to additional information. Initial news comments stated that terrorists initiated the disaster and that government officials were preventing the news media access to critical information that would protect the public.

At 8:05 a.m., the city manager arrived at the city operations center and ordered a survey and assessment of damage of the affected area. A Liberty County Sheriff's Department helicopter was dispatched to the site.

At 8:10 a.m., a report of another sewer explosion at X and 24th Streets was received by dispatch. Engine 10 was dispatched and reported a manhole cover had blown out of place. Also, sewer officials at the command post started receiving reports from their field units that enabled the Central City Fire Department to trace the path of the explosions in the system. Also, reports of explosive readings in the affected sewer system downstream of the blast area necessitated the flushing of the system with open hydrants at different locations.

At 8:30 a.m., the mayor of Central City declared a local emergency and activated the EMC.

At 8:45 a.m., the city manager, in conjunction with the on-scene fire commander, ordered the evacuation of a three-block area on both sides of 23rd Street between R and Z Streets. U.S. Grant High School was designated and equipped as the evacuation center for displaced persons from the blast area. The city manager issued an emergency broadcast system announcement reflecting the current conditions of the situation and actions taken to control it. A rumor control center was established through the city's public information officer and volunteers from the local chamber of commerce. A media room was set up at the EMC.

At 9:00 a.m., after repeated attempts, the mayor finally contacted the city manager and asked him, "Who in the hell is in charge of the situation?" Conflict about roles and responsibilities ensued between the mayor and city manager.

At 9:10 a.m., the Health Department was notified of the explosions and the fact that the sewer authority was diverting the flow directly into the Roaring River instead of through the treatment plant south of the city. Also, the series of blasts was traced to the area of the ABC Solvent Extraction Plant.

At 9:30 a.m., an official from the Columbia Emergency Management Agency called the EMC requesting the current status of the situation and inquiring if state assistance would be needed.

At 9:45 a.m., plant officials from the ABC Solvent Extraction Plant were interviewed by the news media. Plant officials stated that the explosions could not be generated by chemicals from their plant.

At 10:15 a.m., various utilities were called together at the EMC by the city manager and mayor to discuss the situation. Notes were taken on the meeting among all the agencies present to assess the damage and to prepare a press release. Also, a tour of the blast area by different agency heads was scheduled.

At 10:45 a.m., the mayor's request for a meeting between city and ABC Solvent officials was denied by company officials who stated that they were preoccupied with plant safety at this time.

At 12:00 noon, State fire marshal's representatives and city arson squad personnel visited the soybean processing plant for a firsthand inspection of the facility. At this time, it was discovered that hexane was flowing from a separation basin into the sewer system.

Throughout the afternoon, city, State, and plant officials worked to stop the flow of hexane into the sewer system. At 6:00 p.m., sewer authority crews requested an air bag to plug the plant's effluent to the city sewer system. This plugging of the effluent caused the high readings to eventually drop. Car 23 and Engine 10 were left on the scene until the separation basin was pumped dry.

POLICY ANALYSIS EXERCISE

After watching the videotape and reading the case study, you should respond to the items listed below and identify to what extent they are relevant to this event by noting specific policy-related examples that reflect your understanding of the concepts presented in the first three units. After completing the exercise, you will be asked to share your answers with others in your group. Each group will summarize its conclusions.

1. What was Central City's public policy during the emergency?

_____

_____

_____

_____

2. What policy decisions were made that seemed to be correct?

_____

_____

_____

_____

3. What policy decisions were made that seemed to be incorrect?

_____

_____

_____

_____

4. What policy decisions were not made that could have been?

_____

_____

_____

_____

5. What can the public officials of Central City do to increase their ability to establish and execute public policy in emergency management?

_____

_____

_____

_____

UNIT VI

Communicating
Public Policy

EMERGENCY MANAGEMENT INSTITUTE

NATIONAL EMERGENCY TRAINING CENTER

UNIT VI LESSON PLAN

COURSE TITLE   *Public Policy in Emergency Management*

LESSON TITLE   *Communicating Public Policy*

TIME *2 Hours, 15 Minutes*

OBJECTIVES   At the conclusion of this unit, participants will be able to do the following:

1. Develop and disseminate a statement which describes public policy formulated under simulated emergency conditions;

2. In a simulated news conference, demonstrate the ability to reassure the community that an emergency situation is being dealt with effectively.

SCOPE   Policy analysis and formulation under emergency conditions; policy development and the media: unintended messages, blunders, defining the media, subtle messages, time pressures and media attention; media exercise.

REFERENCES   Course Instructor Guide

Course Student Manual

"Coping with Media in Disasters: Some Predictable Problems," Joseph Scanlon, et al., *Public Administration Review*, January 1985.

The CEO's Disaster Survival Kit, FA-81, FEMA, October 1988.

REQUIREMENTS 1. Visuals

2. Overhead projector

3. Screen

4. Flipchart or chalkboard

5. Video Camera

6. VCR/Monitors

7. Breakout rooms (4)

Instructor Notes	Content/Activity
SM, page VI-1. (5 minutes) **VISUAL 6.1** UNIT VI OBJECTIVES • DEVELOP AND DISSEMINATE A STATEMENT WHICH DESCRIBES PUBLIC POLICY FORMULATED UNDER SIMULATED EMERGENCY CONDITIONS, AND • IN A SIMULATED NEWS CONFERENCE, DEMONSTRATE THE ABILITY TO REASSURE THE COMMUNITY THAT AN EMERGENCY SITUATION IS BEING DEALT WITH EFFECTIVELY. Visual 6.1	**OBJECTIVES** After completing this unit, you will know how to • Develop and disseminate a statement which describes public policy formulated under simulated emergency conditions, and • In a simulated news conference, demonstrate the ability to reassure the community that an emergency situation is being dealt with effectively. **NOTES**
(5 minutes) SM, page VI-2.	**POLICY ANALYSIS UNDER EMERGENCY CONDITIONS** **The Public's Proprietary Interest In Emergencies** Under normal conditions, policy analysis and the role of the media are two distinct and separate topics. • Policy almost always is examined under some form of constraint...it is not a communal effort.

VI-3

- An individual or a close-knit group makes policy.

- Emergencies, real or perceived, change this.

  - Public policy becomes public property.

  - The media (the public's representatives) exercise proprietary interest by questioning every aspect of a policy--how it was made, who made it, and how it is being (or will be) implemented.

  - The press (the public) is watching and commenting and, in doing so, is participating in shaping policy.

  - The policymaker must look at new options.

Use examples of emergency situations to illustrate these points, from SM, pages VI-3 through VI-4, or from your own experience.

Policy analysis assumes the gathering of facts, the assessing of weaknesses as well as strengths, considering wide-ranging options, and, ultimately, making hard and sometimes unpopular decisions.

Once an emergency is underway or is imminent, the rules of analysis change because of the pervasive presence of the media.

Instructor Notes	Content/Activity
(20 minutes)	**POLICY DEVELOPMENT AND THE MEDIA**
	Limited Alternatives
VISUAL 6.2	Alternatives in policy analysis during emergencies are limited when the media become involved.

LIMITED ALTERNATIVES

ALTERNATIVES IN POLICY ANALYSIS
DURING EMERGENCIES ARE LIMITED
WHEN THE MEDIA BECOME INVOLVED.

Visual 6.2

Example   If you choose the alternative to use force in a civil disturbance, resistance could escalate, or riots could be quelled. The decision is a risk, but other alternatives are limited.

"What examples of limited alternatives have you experienced?"

VISUAL 6.3

Unintended Messages

UNINTENDED MESSAGES

UNLESS THE MEDIA ARE ADDRESSED IN A
TIMELY MANNER, SPECULATION RATHER
THAN FACT WILL BE PRESENTED TO AN
ANXIOUS PUBLIC.

Visual 6.3

Unless the media are addressed in a timely manner, speculation rather than fact will be presented to an anxious public.

● Once speculation begins, leaders are forced into a reactive mode.

  - Energies are diverted to response rather than to leadership.

  - Through unintended messages, officials can create situations that must be considered in their policy analysis.

Use examples in SM, pages VI-5 through VI-8, or from your own experience.

Allow participants to share responses from their experience. This will provide a framework for the media exercise by preparing participants to anticipate both the problems and benefits of proper media relations.

Example   When authorities appear before the media to refute a rumor, the unintended message received is that there is a coverup.

Instructor Notes	Content/Activity
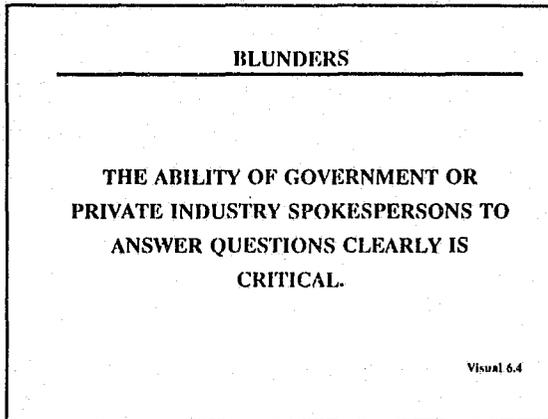
"What examples of unintended messages can you think of which may have occurred during a crisis situation in your community?"

VISUAL 6.4

Blunders

The ability of government or private industry spokespersons to answer questions clearly is critical.

```
                BLUNDERS
    ─────────────────────────────


    THE ABILITY OF GOVERNMENT OR
  PRIVATE INDUSTRY SPOKESPERSONS TO
   ANSWER QUESTIONS CLEARLY IS
             CRITICAL.


                          Visual 6.4
```

• Consideration must be given to

   - Formally prepared texts,

   - The character of the individual who will deliver the message, and

   - The preparation time that this person has to respond to a wide range of possible questions.

• When developing response policy, potential effects of the media must be considered.

Example   Prematurely releasing information which should have been held until later.

Example   Statements made by others, especially subordinate officers, that cause embarrassment or require retraction.

Allow one or two participants to share their experiences with the class.

DISCUSSION QUESTION

Can you think of a "slip of the lip" which occurred during a crisis situation in your community?

VISUAL 6.5

```
DEFINING THE MEDIA
_____


WHAT COMES TO MIND AT THE MENTION

OF THE WORD MEDIA?



                              Visual 6.5
```
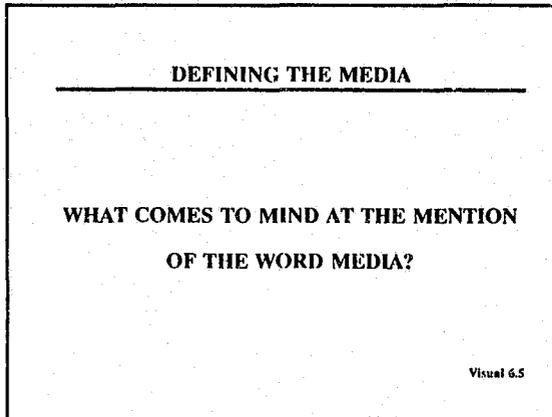
Participant responses probably will be "radio, TV, newspaper."

List some alternatives such as ham radio operators.

Defining the Media

What comes to mind at the mention of the word media?

● There are numerous emergencies that seriously disrupt traditional forms of public communication.

  - Alternate means of distributing messages should be considered by decisionmakers.

  - Policy analysis should include as broad a definition of media as possible, giving consideration to nontraditional information sources.

Example   When disasters become regional or national, "outside reporters" arrive on the scene.
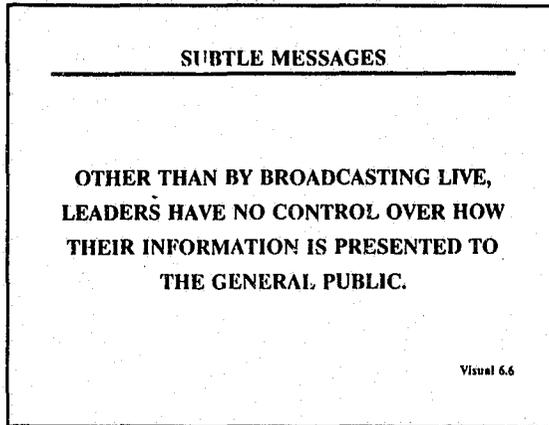
Instructor Notes	Content/Activity

VISUAL 6.6

```
┌─────────────────────────────────────┐
│        SUBTLE MESSAGES                │
│  ───────────────────────────────     │
│                                       │
│                                       │
│   OTHER THAN BY BROADCASTING LIVE,    │
│   LEADERS HAVE NO CONTROL OVER HOW    │
│   THEIR INFORMATION IS PRESENTED TO   │
│        THE GENERAL PUBLIC.            │
│                                       │
│                          Visual 6.6   │
└─────────────────────────────────────┘
```

Subtle Messages

Other than by broadcasting live, leaders have absolutely no control over how their information is presented to the general public. The message may be affected by the

● Position of story in paper,

● Voice and personality of the radio announcer, and/or

● Time allotted to a particular news item.

Policy analysis must allow for the *possibility* of a wide range of problems being created, not just reported, by the media.

Example   Editing TV video film footage creates impressions that might or might not be entirely wrong.

Allow one or two participants to share their experiences with the class.

DISCUSSION QUESTION

Can you think of a time when the media distorted a message which increased problems during an emergency in your community?
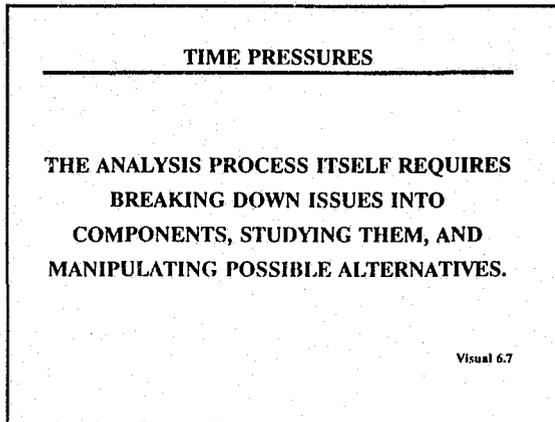
Instructor Notes	Content/Activity

VISUAL 6.7

```
                TIME PRESSURES
    _____

    THE ANALYSIS PROCESS ITSELF REQUIRES
         BREAKING DOWN ISSUES INTO
        COMPONENTS, STUDYING THEM, AND
      MANIPULATING POSSIBLE ALTERNATIVES.


                                    Visual 6.7
```

Time Pressures

The analysis process itself requires breaking down issues into components, studying them, and manipulating possible alternatives.

● News people pursuing a disaster demand information immediately.

● If officials cannot provide immediate information, it will be gathered from unofficial sources.

The structure of the analytical process is changed in the following ways:

● Steps are omitted;

● Decisions are made with partial facts and without full appreciation of ramifications;

● Once a decision is made and announced, it is very difficult to reverse.

Preparing a comprehensive policy analysis before an actual emergency must take the time-compression factor into account.

Example   Informing the public of the release of a toxic agent, its type, and knowing its effects on the community to implement protective actions, is a time-compressed factor.

Instructor Notes	Content/Activity

Allow one or two participants to share their experiences with the class.

VISUAL 6.8
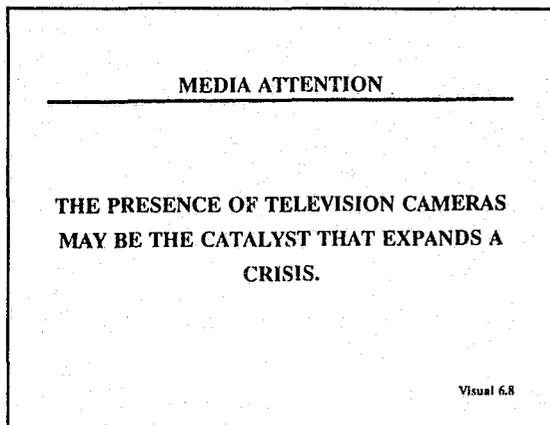
```
              MEDIA ATTENTION


     THE PRESENCE OF TELEVISION CAMERAS
     MAY BE THE CATALYST THAT EXPANDS A
                   CRISIS.


                              Visual 6.8
```

Allow one or two participants to share their experiences with the class.

DISCUSSION QUESTION

Can you think of a situation when an emergency was imminent and time pressure was a factor in your response to the community?

Media Attention

The presence of television cameras may be the catalyst that expands a crisis.

● If the media are interested in a subject, the topic immediately takes on added significance.

   - That fact should temper all policy analysis activities during an actual or perceived emergency.

Example   Emergency situation that causes media to converge, ultimately attracting the public to the scene.

DISCUSSION QUESTION

Can you think of a situation when the presence of TV cameras was a catalyst which expanded a crisis?

| | **NOTES** |

(1 hour, 40 minutes)

Complete instructions for this exercise appear at the end of this unit, beginning on page VI-15. Handouts for reproduction also are included.

The model community, Central City, also is used for the media exercise, (SM, page V-6/IG, the Central City map is on page VI-27).

Briefly tell the class the goals of this exercise.

MEDIA EXERCISE

Central City is about to experience an emergency.

Goals

- To instill in participants an understanding of the tremendous importance of media/public roles in emergency management and policy development.

- To assist participants in obtaining a greater awareness of positive ways to communicate to the public through the media during crises.

- To help participants in preparing for emergency communication by sound preparation techniques.

Instructor Notes	Content/Activity
Instruct participants to pay particular attention to the "Tip List for Media Appearance in Times of Crisis," SM, page VI-11.	
	Take a few minutes to read SM pages VI-10 through VI-13 to better understand what will be involved in this exercise.
If facilitators are outsiders, be sure that they are in the room at this time.	
Groups will be assigned the following roles:	We now will separate into the same four groups and move to assigned rooms.
	• Two will prepare the press conference;
	• One will serve as reporters; and
	• One will critique the press conference.
Give handouts to each facilitator to distribute when groups have moved to separate rooms (handouts are found at the end of this unit). If additional rooms are not available, the exercise can be conducted in the classroom (with careful planning).	The facilitator of each group will give further instructions when you are assembled in your groups.
Allow 20 minutes.	
At the end of 20 minutes, the video-taping should start.	
Screen and critique each press conference.	
Make any appropriate suggestions for improved communication during times of disaster.	

Instructor Notes	Content/Activity
If there is sufficient time, have the same or two different spokespersons make a second videotape.	● Focus on the positive aspects of the first statement and answers, while avoiding the mistakes.
	● New questions will be raised by the reporters.
View and compare as before.	
	NOTES
(5 minutes)	**UNIT SUMMARY**
Summarize the far-reaching effects of public/media relations, and the short- and long-term ability to react to and recover from emergencies.	
After the exercise is completed, refer participants to the summary page and proceed accordingly.	Make any comments on SM, page VI-14.
SM, page VI-14.	
Identify the most important points raised during the discussion.	
List comments on a flipchart.	

NOTES

UNIT VI--MEDIA EXERCISE

By now, you have developed some critical skills in analyzing policies established before emergencies and have examined the unique pressures surrounding policymaking during emergencies. Now you must confront one of the most important elements in implementing emergency policy during periods of crisis--working with the media. To further your appreciation of the potential problems and anticipated benefits of proper media relations during disasters, the following exercise has been developed from *real-world information*. While no actual geographical names are used, and some of the events are combinations of past crises, the case study is a sound example of an emergency likely to occur.

GOALS

The goals of the case study exercise are as follows:

- To instill in participants an understanding of the tremendous importance of media/public roles in emergency management and policy development;

- To assist participants in obtaining a greater awareness of positive ways to communicate to the public through the media during times of crises; and

- To help participants in preparing for emergency communications by sound preparation techniques.

EXERCISE

Each of the four groups will be assigned specific tasks. Two groups, together with a facilitator, will adjourn to a private area, preferably a separate room, to prepare for a press conference. The conference, designed to duplicate a live television presentation, will be videotaped. Each group will select a spokesperson and begin preparing a two-minute statement. Participants also will brief the spokesperson on what questions to anticipate from the press during the three-minute question-and-answer session immediately following the issuance of the statement. The third group will receive directions on how to serve as reporters, and the fourth group will be instructed on how to critique the press conference.

One emergency scenario will be used. Once both groups have videotaped their respective press conferences, the participants will reassemble in the main classroom. The two conferences will be screened and critiqued. There will be class discussion during which you will be asked to make suggestions for improved communications during times of disaster or impending disaster.

Because emergencies usually require officials to make repeated public announcements, both spokespersons will be given the opportunity to make a second videotape, if there is

enough time to complete the second taping. The group can elect either to have the same spokesperson or to choose another person from the group. In either instance, lessons learned from watching the first-round videotaped press conferences and the ensuing class discussion should be incorporated into the second effort. Every attempt must be made to focus on the positive aspects of the first statement and answers, while avoiding the mistakes. Please note that during the second press conference there is a great likelihood new questions will be raised by the reporter.

The second press conference tapes will be aired before the assembled participants. The instructor will make a few observations and compare the two performances and will review the basic points necessary for delivering public information immediately before and during an emergency.

Tip List For Media Appearance in Times of Crisis

When any public official, from the president of the United States to the part-time mayor of the smallest village, appears before the news media in time of crisis, there are basic issues that he or she must understand. Foremost is the need to deliver information to the public that will help citizens cope with an emergency, *not* make the emergency worse. The natural tendency of most political leaders is to immediately frame statements with an eye toward protecting their positions. That means avoiding anything embarrassing, such as admitting that police and firefighters are ill equipped or poorly trained. When a disaster is imminent, political instincts must be subordinated to the need to face problems honestly so that the public can have the best chance for survival. *Therefore, above all else, the first rule in media relations during emergencies is honesty.* That does not mean public officials are obliged to cast everything in the worst possible light and forecast defeat. Truth can be preserved while control is maintained in the face of serious problems. Today's crisis communication receives overwhelming coverage through television--at least in the initial steps. Listed below are some tips on how to deal with television.

● Television is an emotional medium, not an intellectual one.

● Viewers often will forget the content of your message but remember your style-- how you looked, how you behaved, and quality of your voice.

● The way you are perceived on the television screen frequently is quite different from the way you are accepted in person. Remember that when preparing to appear before camera.

● Look straight ahead; do not look up for guidance or down to hide.

● Do not be glib or attempt to add a light touch. When you are talking about a nuclear plant accident, a dam bursting, or impending hurricane, you are talking about people's lives and property. They are not laughing.

- Do not panic. If you lose control, how can you expect the person on the street to maintain control?

- Avoid jargon. Using technical terminology, such as military or police idioms, confuses the public or leads them to think you are trying to hide something.

- Watch out for emotional buzz words. The wrong ethnic label, an inappropriate term, such as catastrophic or holocaust, or disparaging characterizations of groups or individuals involved in an emergency can create mini-crises all their own.

- Do not win a battle at the price of losing a war. In short, do not fight with inquiring reporters on camera; you might win the first round but you will lose in the long run.

- Be clear and to the point. Do not beat around the bush; provide sufficient details so citizens can help themselves.

- Start any emergency statement with a direct and calmly expressed sentence about what is happening or what is expected to happen. Immediately follow that with a description of what authorities have done in response.

  Example   "The National Weather Service has told us to expect severe storms to arrive in the area within the next three hours. Flooding and possible wind damage are anticipated. Officials, supported by a large number of volunteers, now are moving residents from designated areas. Shelters have been established and emergency supplies are being moved into our area."

- Do not make it worse than it is, but do not try to make it better either. Stick to the facts and do not speculate.

- If you cannot control your anger or keep your voice in check during times of stress, try to have someone act as spokesperson for most of the media presentation. Then, remain available for answering questions that the spokesperson cannot.

- Emphasize the positive actions authorities are taking to alleviate the situation.

- Do not talk down to the public; they will know it and resent it.

- Do not ever say, "No comment." To a mass audience you are saying three possible things by such a statement: "I don't know," "I know, but I'm hiding the information," or "Go ask someone else." That someone else could say something a lot worse than what you might be forced to reveal.

SUMMARY

All participants will appreciate the far-reaching effects of public/media relations in both the short- and long-term ability to react to and recover from emergencies. The manner in which the press is approached and the message delivered to the public is just as important--if not more so--than the context of the message.

INSTRUCTIONS FOR FACILITATOR

The purpose of this disaster exercise is to place team members in a situation in which they must quickly review a developing emergency situation, draft a public policy statement for the media, and prepare a spokesperson to answer questions during a live press conference. The last activity is by far the most difficult.

Government and industry leaders rarely commit major blunders when giving prepared statements; it is when they respond to questions extemporaneously that mistakes are made. Under pressure from reporters, confronted with lights, cameras, and microphones, a misphrased response quickly can become a mini-crisis unto itself. Live press coverage tests the mettle of any official under the best of circumstances. When the conference centers on an emergency, pressure is intensified. A slip in answering a question, the display of frayed tempers, or an angry outburst will overshadow the content of any statement, no matter how carefully it has been worded, and will certainly worsen any situation.

The facilitator will *not* serve as either the spokesperson or the group leader during discussion. He or she will be required to make specific announcements, monitor times and deadlines, and distribute handouts. If the person serving as group facilitator is not part of the staff but a volunteer chosen from the group, then he or she may participate in the group deliberations, but still may not assume a leadership role.

STEPS REQUIRED DURING THE EXERCISE

Step One

Assemble the group at its assigned location as quickly as possible. Inform the members they have **15 minutes** to prepare a public policy statement for a live press conference called in the wake of an unfolding emergency. The group is to function as the policy-making public officials of Central City.

Step Two

Distribute a copy of the emergency exercise (Handout 1) to each member of the team. Participants are to read the scenario *before* taking any action. Once they have finished reading the exercise, they are to select a member of their group to serve as a spokes-person for the press conference. (If no one volunteers, or if the group cannot choose a spokesperson in a timely manner, then the facilitator should select one of the participants. Priority should be given to that team member who has been outspoken during earlier discussions.)

Step Three

The facilitator *cannot* provide any extraneous or additional material beyond that provided in the emergency exercise. The group will be instructed to prepare a two-minute public statement to be presented at a live press conference.

Step Four `

Five minutes into the preparation period, the facilitator will interrupt the group with a bulletin (Handout 2). The bulletin will reflect changing events in the emergency situation.

Step Five

Ten minutes into the preparation period, the facilitator again will interrupt the group with a notice that one of the emergency systems has failed (Handout 3).

Step Six

One minute before the preparation period is to end, the team is to be deliberately rushed. It must be told that the deadline is approaching and there will be absolutely no delays. Any failure to appear at the press conference at the appointed time could indicate serious leadership problems.

Step Seven

Have the spokesperson stand before the floorstand microphone in front of a television camera. The two-minute statement will be read first, then the spokesperson will answer questions from the press for ten minutes. The questions are *not* to be revealed to the team before they are asked--they must be a complete surprise to the spokesperson.

Step Eight

The instructor will distribute initial questions (Handout 4) to the assembled press corps. The press corps should plan its strategy for the news conference while the groups are preparing their statements. While no reporter should attempt to be rude or to represent the role of the press as being overly aggressive, it must be kept in mind that the press conference has been called in response to a developing emergency. Lives are at stake! Reporters will be pushing to have solid answers. The pacing is important.

- Questions should be asked in a firm, relatively quick manner. If the information has been covered in the statement, either *press for details* or move on to the next question.

- If the spokesperson hesitates or appears indecisive, then jump in with the next question. No time is given to collect thoughts; there would be other reporters

VI-20

at such conferences wanting to have their questions answered. Keep up the pace.

- If the spokesperson does not answer the question, then respond with something such as, " Mr. Mayor, I don't understand. Are you saying some people have been killed, but you don't know who or how many?"

- *Remember*, if the emergency would have the potential of becoming a major disaster, it would be a national event, with the national news media representatives coming into the area. While the exercise is a game, in one respect, such a news conference would not be--reporters would be demanding hard answers to serious questions. The public would expect honest, straightforward responses.

Step Nine

Once the news conference taping is over, help assemble your group as quickly as possible into the main classroom for the critique and discussion.

Step Ten

If there will be a second taping, move the group members back to the taping area and help start the second-round press conference. If the group wants a few minutes to adjust its statement or to make corrections, allow a minimum amount of time.

Step Eleven

The questions for *round two* should be based on those asked during the first press conference. Do *not* allow the participants to know they will be faced with different questions. The second-round questions should be more adversarial; and the press corps should take a few minutes to develop new questions. The group has some experience now and should be able to handle the tougher questions.

Step Twelve

Ask the second-round questions, keeping in mind the points reviewed in Step Eight.

Step Thirteen

Assist in moving the participants back to the main classroom for the final briefing and review of the day.

SUMMARY

The facilitator greases the skids; the participants direct the exercise. Keeping to a tight schedule is very important--so is the admonishment not to embellish the facts

surrounding the scenario. A local government leadership team would have to make quick decisions in such situations and would not have an outside professional prompter looking over their collective shoulders. The exercise is designed to be fast-paced and real-world oriented, with a lasting effect. The success or failure of the exercise will depend, in great part, on how well the facilitator performs. A positive, punctual, and perceptive facilitator is the key to accomplishing the goals of the exercise.

EMERGENCY:
DAM BREAK AT EAST LAKE DAM

GENERAL BACKGROUND

This is an older industrial city of almost 150,000, surrounded by suburbs and manufacturing/warehouse districts; total population is 211,000. The metropolitan area is centrally located in Liberty County. The county has an elected sheriff who serves as chief law enforcement officer for unincorporated areas. The city and larger incorporated areas maintain police and fire departments. In recent years, most jurisdictions have entered into mutual aid agreements, enabling them to call upon their neighbors for police and firefighter assistance.

The East Lake Dam is an earthfill structure which was built for flood control, irrigation and power. It impounds a reservoir of 260,000 acre feet of water, but work is still being completed on a control house and warehouse. Downstream it feeds directly into the Roaring River, which runs through the northwest and west central portions of Central City.

EVENTS LEADING UP TO CRISIS

On June 3, members of a daily inspection team discovered seepage 700 to 800 feet downstream from the spillway, leaking an estimated 100 gallons per minute. The project engineer from the U.S. Bureau of Reclamation (USBR) took pictures and spoke with water geologists who agreed that the leak was not unexpected, but there was no cause for concern; however, it does require constant monitoring.

THE INCIDENT

At 8:30 a.m. on June 5, the wife of the field engineer called the project engineer to report a second leak much larger and right at the base of the dam; the new leak had been noticed at the beginning of the 8:00 a.m. shift.

At 9:00 a.m., the project engineer arrived to find water coming out near the right abutment at an approximate rate of 50 cubic feet per second (cfps); he told members of the construction crew to get bulldozers and excavate a channel from the leak to the tailrace channel to prevent further erosion.

At 9:30 a.m., a new leak appeared halfway up the north face of the dam, initially leaking at about 2 cfps. The project engineer sent four bulldozers to attempt to plug the upper leak, but the leak progressed to 10 cfps, then to 60 and to 70.

At 10:43 a.m., the project engineer notified the dispatcher of the Liberty County sheriff's department and the police department of Central City: "It appears the dam is going to fail. You should issue a citizens alert and evacuate all affected areas." He also called the USBR assistant regional director. About this time, the wife of the first aid attendant for the construction company called all residents in the immediate area and told them to leave quickly.

EMERGENCY POLICY STATEMENT

Your brief statement should include answers to the following questions.

1. What is the current status of the emergency and what is expected to occur?

2. What is currently being done to protect lives and property (by whom, how, where, and when)?

LIBERTY COUNTY

LIBERTY COUNTY

		SCALE
—··—··—	RIVER	40 MILES x 40 MILES
——————	RAILROAD	
—————	ROAD	0 2 4 6

N

CENTRAL CITY

LEGEND:
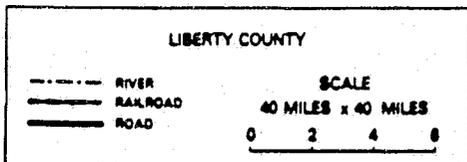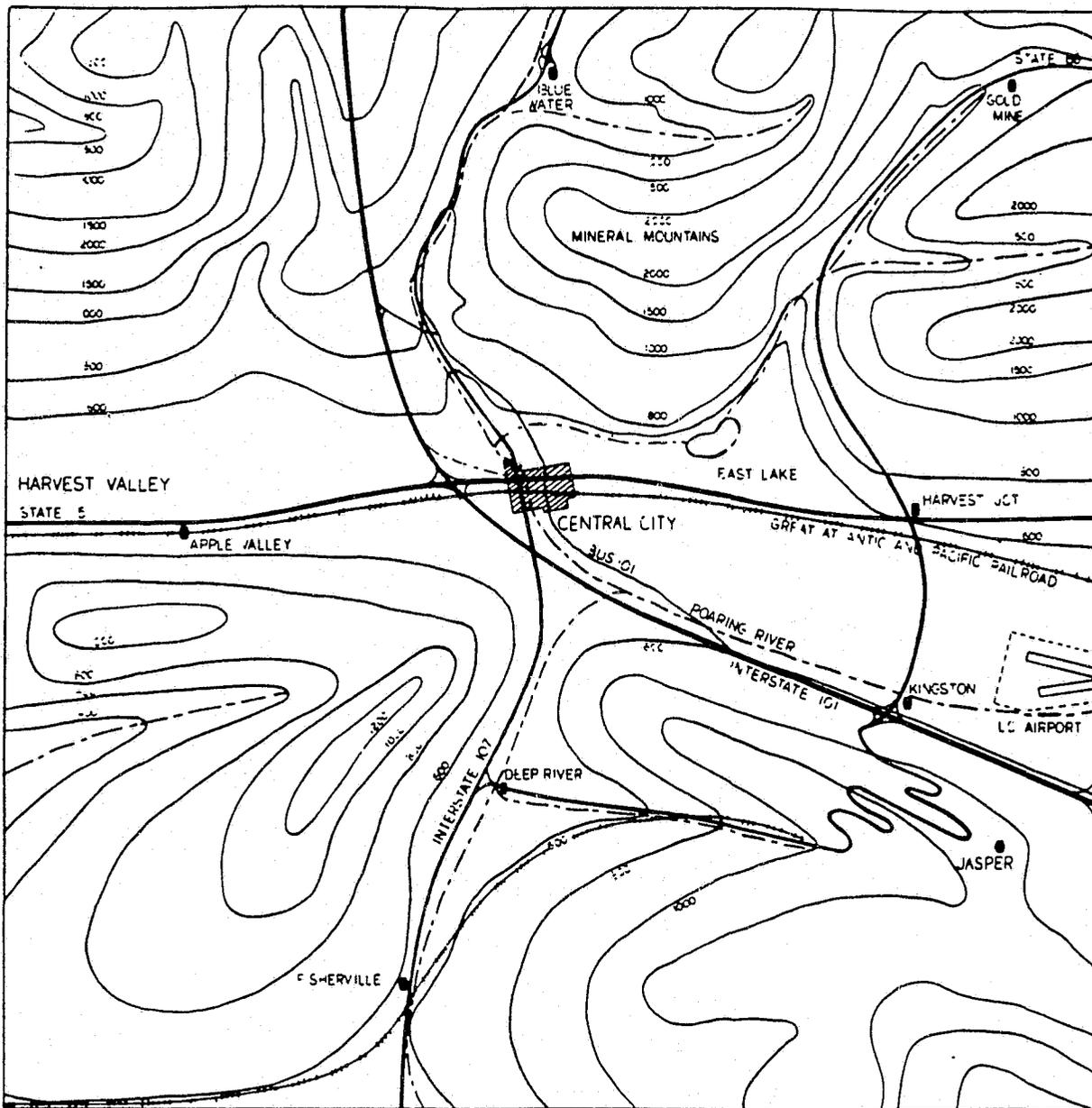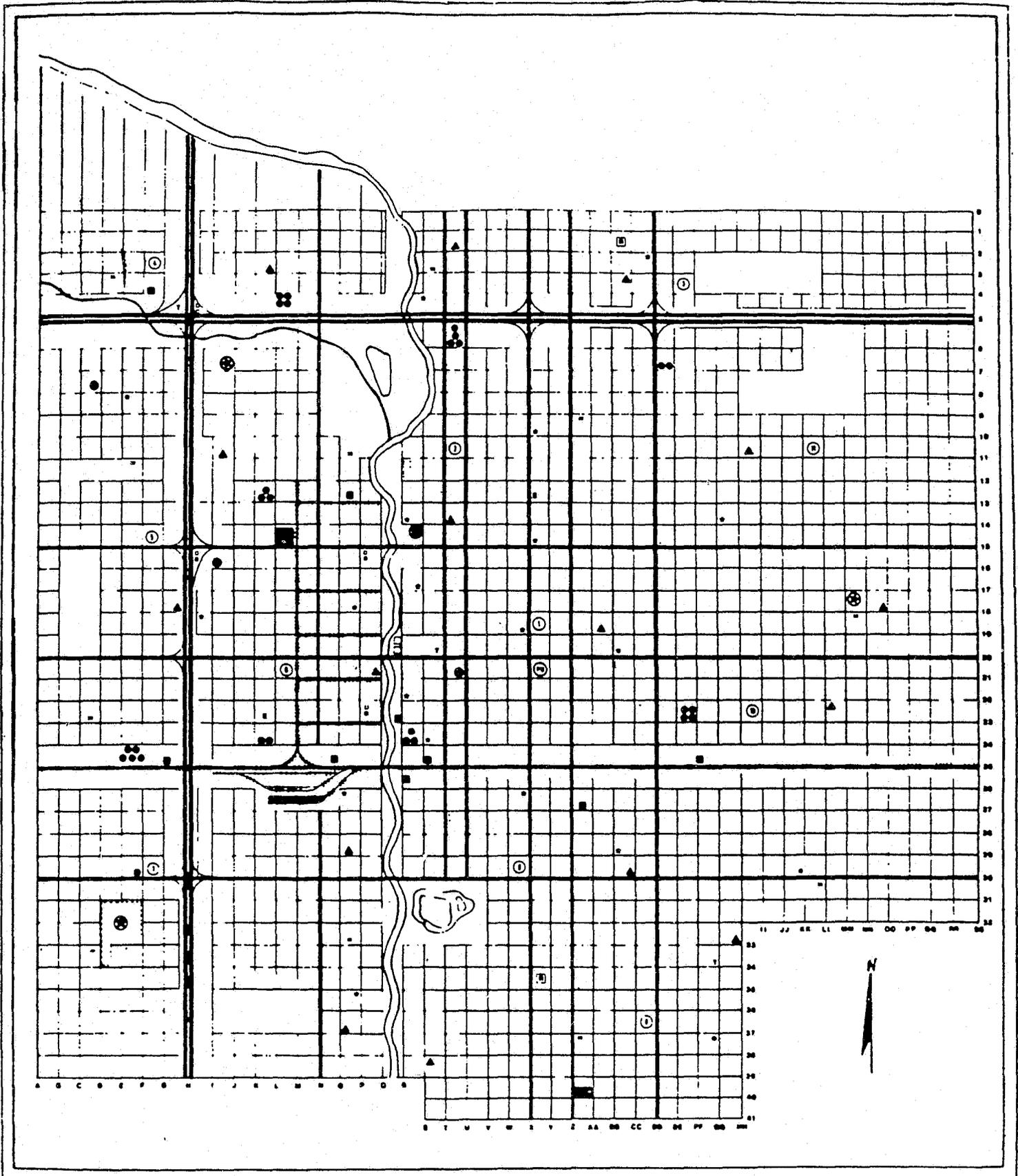
- ○ CENTRAL CITY POLICE STATION
- ◉ SHELTER COMPLEX HEADQUARTERS
- ▪ RELOCATION CENTERS
- ■ NATIONAL GUARD FACILITIES
- ✳ HOSPITALS
- ▪ FOOD STORAGE FACILITIES
- Ⓕ FIRE STATIONS
- ▪ CITY EQUIPMENT YARD
- ◌ HEAVY EQUIPMENT AREAS
- ● FUEL STORAGE TANKS
- ▭ CITY TRANSPORTATION CENTERS
- ▦ EMERGENCY MANAGEMENT CENTER
- ▲ SCHOOLS
- т TELEPHONE SWITCHBOARDS
- ı ELECTRIC POWER STATIONS
- ▣ RESERVOIRS
- ● RADIO AND TV STATIONS

SCALE 7 BLOCKS : 1 MILE

EMERGENCY:
DAM BREAK AT EAST LAKE DAM

BULLETIN: NEW INFORMATION FROM CENTRAL CITY

The East Lake Dam has broken and water has reached downtown Central City. There are fatalities, but no one at the scene knows how many or the identity of the victims. The injured are being taken to area hospitals out of the floodway.

Evacuation has occurred from most low-lying areas on both sides of Roaring River. Patients at Faith Hospital were evacuated to outlying hospitals. One patient fatality was reported. Other evacuees from the area are going to schools in the unaffected parts of the city and suburbs.

Announce 5 minutes into 15-minute preparation

EMERGENCY:
DAM BREAK AT EAST LAKE DAM

BULLETIN: RESPONSE FAILURE

In accordance with the city emergency plan, evacuated residents are to be placed in schools located out of the flood hazard areas. There are, however, no procedures established for evacuating and sheltering residents. This has led to confusion.

Evacuation traffic control procedures are not being coordinated among state police, county sheriff, and city law enforcement officials. This is resulting in major traffic jams. Confusion among the various response agencies is increasing and law enforcement officers are demanding updated information about evacuation routes.

Announce ten minutes into 15-minute preparation period.

EMERGENCY:
DAM BREAK

QUESTIONS--PRESS CONFERENCE

These questions are to be asked by members of the group assigned as "press corps." They are to be asked in rapid succession as though raised by different reporters attending a live news conference. Please follow the instructions noted after individual questions.

> **IMPORTANT!** Listen carefully to the statement as read. If the spokesperson has directly addressed any of the following questions, then rephrase them in order to press for more details.

1. You mentioned fatalities. How many are there and who are they? (If there is not a direct answer, rephrase the question and ask it again.)

2. How many injured are there? Can you identify any of them and where they have been taken? (Again, listen for the answer and press for details.)

3. How can survivors find out about family members?

4. Who was responsible for maintaining that dam? Why did it fail?

5. Just how much of the city is flooded--we have been hearing conflicting reports; some say it is localized around the river, others are telling us the whole midtown area is under water?

6. Where are evacuees being sent? Who is in charge of the evacuation?

7. What happens to evacuees once they reach shelters?

8. Is it true that evacuees arriving at the schools are finding that nothing is available to eat?

9. Who ordered the evacuation in the first place?

10. Who will be responsible for cleaning up the flooded areas? Who will pay for the cleanup?

11. What will be done to prevent future flooding disasters of this magnitude?

12. What is being done to prevent looting in the evacuated areas?

NOTE *Spontaneous questions can be generated based upon participants' specific interests and experiences.*

UNIT VII

Summary and Conclusion
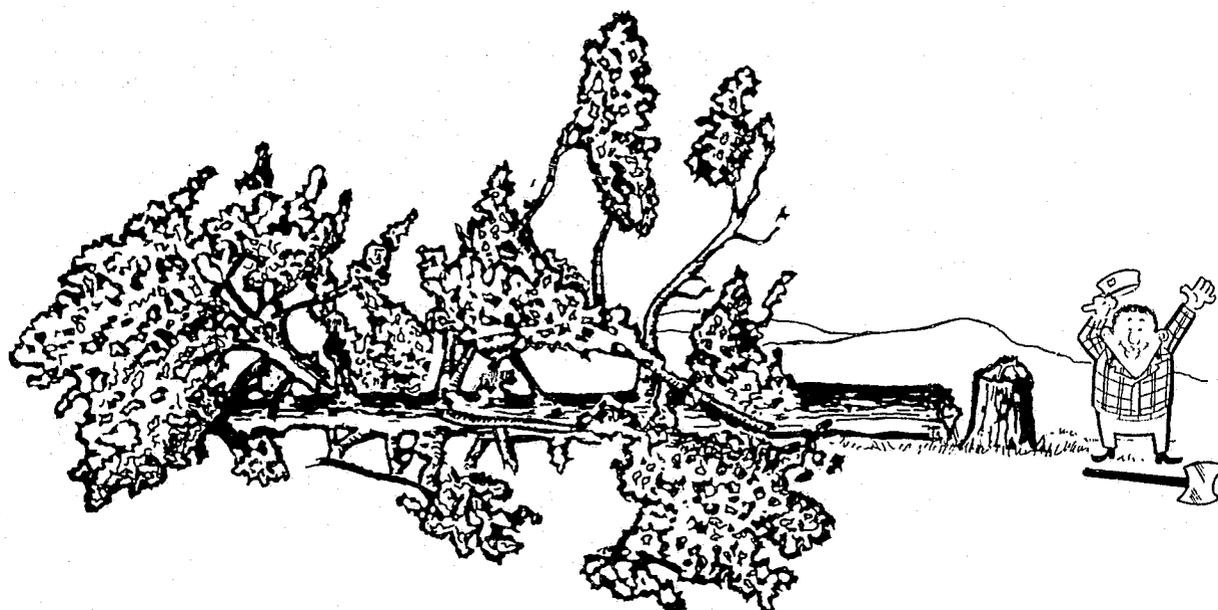
UNIT VII LESSON PLAN

COURSE TITLE   *Public Policy in Emergency Management*

LESSON TITLE   *Course Summary and Conclusions*

TIME   *15 Minutes*

OBJECTIVE   At the conclusion of this unit, participants will be able to recognize the main ideas and concepts which were presented in the course.

SCOPE   Summary of main ideas and concepts; course evaluation; course closing and presentation of certificates (optional).

REFERENCES   "End Your Programs with Effective Summaries," *Adult Learning In Your Classroom*, edited by Philip Jones, Lakewood Publications, 1982

Course Instructor Guide

Course Student Manual

REQUIREMENTS   1. Flipchart or chalkboard

2. Handout (page VII-4 in Instructor Guide) (one per participant)

3. Course Evaluation Forms

Instructor Notes	Content/Activity
(15 minutes)	**COURSE SUMMARY AND CONCLUSIONS** Please take a minute to think about today's course. Jot down on a piece of paper one point or fresh idea that you obtained from *Public Policy in Emergency Management*. After one minute, reconvene class. Ask for participants to share their ideas and record them on the flipchart.
After noting each idea, ask how many others had written down the same one. When all new ideas have been shared, or five minutes is up (whichever comes first), thank participants for their contributions. (Optional) Distribute the list of main ideas found as a handout on page VII-4 of the Instructor Guide. After combining the lists, throw the handout in the wastebasket. Review course objectives.	Here is a list of course highlights compiled from your text materials. How does it compare to our list? "Now I'll show you what to do with the printed handout." The important lessons from this course are the ones that you will remember and use in your community to protect the lives and property of your constituents.

Instructor Notes	Content/Activity

VISUAL 7.1

> "ARE YOU PREPARED TO RESPOND TO AN
> EMERGENCY IN YOUR COMMUNITY WITH
> A POLICY THAT REASSURES THE PUBLIC
> AT LARGE THAT YOU ARE DEALING WITH
> THE DISASTER IN EVERY APPROPRIATE
> WAY?"
>
> Visual 7.1

Thank participants for their cooperation and remind them to turn in completed evaluation forms before leaving.

Mention other State-conducted courses available and other EMI courses offered, if time permits.

It is hoped that you gained some new insights into the role of the policymaker in local emergency management.

Remember the question that ended the videotape *Countdown to Disaster*:

"Are you prepared to respond to an emergency in your community with a policy that reassures the public at large that you are dealing with the disaster in every appropriate way?"

PUBLIC POLICY IN EMERGENCY MANAGEMENT

- Emergency Management policy formulation and implementation involves many elements of government.

- Hazard analysis is the first step in effective emergency management.

- HICA/MYDP can be used to obtain information needed for hazard analysis.

- Emergency policy analysis must be formulated in an environment of time restraints, change, randomness, limited options, strain, pressure, complexity, and reaction void.

- The "Exploding Circle Approach" can reveal some of the possible outcomes of pursuing new policies.

- Local governments and officials may be sued for things they have or have not done to manage community hazards.

- Role confusion and/or conflict is likely to affect personnel involved in disaster situations.

- Under emergency conditions, public policy becomes public property.

APPENDIX A

REFERENCES

"A Framework for Integrated Emergency Management." David McLoughlin, *Public Administration Review*, January 1985.

"Coping with Media in Disasters: Some Predictable Problems," Joseph Scanlon, et al., *Public Administration Review*, January 1985.

Drabek, Thomas E., "Role Conflict and Support for Emergency Workers: Institutional and Political Contexts." A paper presented at FEMA/NIMH Conference on "Role Conflict and Support for Emergency Workers" (December 6 and 7, 1984), Washington, D.C.

Drabek, Thomas E., *The Local Emergency Manager: The Emerging Professional*, Part I, Graham W. Watt and Associates, Fort Lauderdale, Florida, February 1989.

Dynes, Russell R., "The Significance of Role Simplification in Disaster: A Re-examination of the Importance of Role Conflict in Emergencies." A paper presented at FEMA/NIMH Conference on "Role Conflict and Support for Emergency Workers" (December 6 and 7, 1984), Washington, D.C.

"Emergency Management and the Intergovernmental System," Alvin H. MushKatel and Louis F. Weschler, *Public Administration Review*, January 1985.

"End Your Programs with Effective Summaries," *Adult Learning in Your Classroom*, edited by Philip Jones, Lakewood Publications, 1982.

Haines, Albert E., *The Local Emergency Manager: The Emerging Professional*, Part II, Graham W. Watt and Associates, Fort Lauderdale, Florida, February 1989.

Hazard Identification, Capability Assessment, and Multi-Year Development Plan Overview, CPG 1-34.

Killian, Lewis K., "The Significance of Multiple-Group Membership in Disaster," *American Journal of Sociology*, 57: 309-314, 1952.

Legal Issues in Emergency Management, John Pine, Report prepared for FEMA, 1989.

"Liability as a Dilemma for Local Managers," Jon A. Kusler, *Public Administration Review*, January 1985.

Public Policy in America, Dennis J. Palumbo, Arizona State University, 1988.

Quarantelli, E. L., "Structural Factors in the Minimization of Role Conflict: A Re-examination of the Significance of Multiple Group Membership in Disasters." The Ohio State University, Disaster Research Center, No. 49 (undated).

Rogers, George O., "Continuity, Role Conflict, and Emergency Response," University Center for Social and Urban Research, University of Pittsburgh, September 1985.

Rogers, George O., "Role Conflict in Crises of Limited Forewarning," *Journal of Applied Sociology*. Volume 3, No. 1, pp. 33-50, 1986.

The CEO's Disaster Survival Kit, FA-81, FEMA, October 1988.

The Functioning of Established Organizations in Community Disasters, George Warheit and Russell Dynes, Disaster Research Center, 1978.

Tort Liability In Emergency Planning, John Pine, Report prepared for EPA, 1988.

Videotape, *Countdown to Disaster*.

APPENDIX B

VIDEOTAPE SCRIPTS

- Countdown to Disaster

- Analyzing Policy

COUNTDOWN TO DISASTER

Script for Videotape

WITH THE DAWNING OF MANNED SPACE FLIGHT, COUNTDOWNS HAVE BECOME COMMONPLACE. (pause for 2 seconds) MOST COUNTDOWNS HAVE LED TO CELEBRATIONS OF SPECTACULAR LAUNCHINGS! (pause for 2 seconds) THERE IS ONE COUNTDOWN WE USUALLY DON'T THINK ABOUT UNTIL IT'S TOO LATE--THE COUNTDOWN TO DISASTER!

ALTHOUGH WE RECOGNIZE THAT DISASTERS COULD OCCUR IN OUR COMMUNITIES, WE SELDOM DEVELOP A PUBLIC POLICY, IN ADVANCE, TO DEAL WITH POTENTIAL EMERGENCIES. PUBLIC OFFICIALS INVOLVED AT THE POLICY LEVEL OF LOCAL GOVERNMENT NEED TO RECOGNIZE THAT EMERGENCY MANAGEMENT IS DIFFERENT FROM MANAGEMENT UNDER NORMAL CIRCUMSTANCES. DURING AN EMERGENCY THERE ARE TIME CONSTRAINTS, LIMITED OPTIONS, AND INCREASED STRAIN AND PRESSURE THAT AFFECT HOW WELL YOU RESPOND TO THAT EMERGENCY...THINK ABOUT IT AS YOU WATCH *COUNTDOWN TO DISASTER.*

NOW THAT YOU HAVE VIEWED SEVERAL COUNTDOWNS, THERE IS ONE
QUESTION THAT NEEDS TO BE ANSWERED:

   ARE YOU PREPARED TO RESPOND TO AN EMERGENCY IN YOUR

   COMMUNITY WITH A POLICY THAT REASSURES THE PUBLIC AT

   LARGE THAT YOU ARE DEALING WITH THE DISASTER IN EVERY

   WAY?

SECTION IV: ANALYZING POLICY

VIDEOTAPE OUTLINE

YOU ARE TUNED TO WEMI, TV 9, SERVING CENTRAL CITY AND THE
GREATER LIBERTY COUNTY AREA, WHERE NEXT IT IS NEWSBREAK 9.

Day	Time	Footage
August 24	6:00 p.m.	Blue Water Reactor/ Craft Fair
September 15	12:00 noon	East Lake Dam
September 20	6:00 p.m.	East Lake Dam location shots
November 8	10:20 a.m.	Haz/mat incident bulletin
November 8	10:45 a.m.	Second bulletin Haz/mat location follow-up
November 9	6:15 p.m.	Local news (fire) Haz/Mat follow-up
*January 18	7:05 a.m.	Edited sewer explosion bulletin
January 18	12:00 noon	Sewer explosion

*preceded by station identification:

WEMI, TV 9, CENTRAL CITY.

APPENDIX C

VISUALS

COURSE GOAL

...TO INCREASE THE PUBLIC OFFICIAL'S

ABILITY TO ESTABLISH AND EXECUTE

PUBLIC POLICY IN EMERGENCY

MANAGEMENT.

Visual 1.1

POLICY DEFINITION

POLICY IS DEFINED AS A COURSE OF

GOVERNMENT ACTION THAT WILL, BY

DESIGN OR OTHERWISE, PRODUCE

PARTICULAR EFFECTS.

POLICY DEVELOPMENT INVOLVES MANY ELEMENTS OF GOVERNMENT

- **GOVERNMENTAL UNITS-- LEGISLATURES, COURTS, ADMINISTRATIVE AGENCIES, ETC.**

- **SPECIFIC ACTS**

- **REGULATIONS**

- **GOVERNMENT OFFICIALS**

- **AGENCIES**

COURSE OBJECTIVES

1. USE HAZARD ANALYSIS TO ESTABLISH POLICY.

2. ANALYZE THE EFFECT OF POLICY ON EMERGENCY MANAGEMENT ROLES AND USE POLICY ANALYSIS IN DEVELOPING NEW POLICY.

3. USE ROLE ANALYSIS TO DESCRIBE ROLES AND RELATIONSHIPS IN EMERGENCY MANAGEMENT.

COURSE OBJECTIVES, CONTINUED

4. ANALYZE THE EFFECT OF POLICY BEFORE, DURING, AND AFTER A SIMULATED EMERGENCY.

5. DEVELOP AND DISSEMINATE A POLICY STATEMENT FORMULATED UNDER EMERGENCY CONDITIONS.

6. IN A SIMULATED NEWS CONFERENCE, DEMONSTRATE ABILITY TO REASSURE THE COMMUNITY IN AN EMERGENCY.

UNIT II OBJECTIVE

USE HAZARD ANALYSIS

TO ESTABLISH POLICY.

MITIGATION ACTIVITIES

- OCCUR BEFORE THE EMERGENCY OR DISASTER

- ELIMINATE/REDUCE THE PROBABILITY OF OCCURRENCE

- INCLUDE ACTIONS TO POSTPONE, ABATE, OR LESSEN THE EFFECT

Visual 2.2

PREPAREDNESS ACTIVITIES

- **MINIMIZE DISASTER DAMAGE**

- **ENHANCE DISASTER RESPONSE OPERATIONS**

- **PREPARE ORGANIZATIONS AND INDIVIDUALS TO RESPOND**

RESPONSE ACTIVITIES

- **PROVIDE EMERGENCY ASSISTANCE**

- **REDUCE PROBABILITY OF ADDITIONAL INJURIES OR DAMAGE**

- **SPEED RECOVERY OPERATIONS**

RECOVERY ACTIVITIES

- **RETURN SYSTEMS TO NORMAL LEVELS**

- **ARE SHORT-TERM AND LONG-TERM**

HAZARD ANALYSIS REQUIRES

- **KNOWLEDGE OF COMMUNITY HAZARDS, LIKELIHOOD OF OCCURRENCE, LEVEL OF INTENSITY, AND LOCATION IN THE COMMUNITY**

- **KNOWLEDGE OF THE COMMUNITY-- HOW HAZARDS COULD AFFECT POPULATION, PROPERTY, COMMUNI- CATION, TRANSPORTATION, AND FOOD SUPPLY**

Visual 2.6

HAZARD ANALYSIS CAN PROVIDE ANSWERS TO THE QUESTIONS

- **WHAT ARE THE EMERGENCY MANAGEMENT POLICY PROBLEMS? AND**

- **WHAT MAKES THEM PUBLIC PROBLEMS?**

UNIT III OBJECTIVE

ANALYZE THE EFFECT OF PUBLIC POLICY ON YOUR SPECIFIC EMERGENCY MANAGEMENT ROLES, AND HOW TO USE POLICY ANALYSIS IN THE DEVELOPMENT OF NEW POLICY.

Visual 3.1

- POLICY ANALYSIS <u>ESTABLISHES</u> A GOAL.

- PLANNING <u>CHARTS</u> A COURSE.

- MANAGEMENT <u>MOVES TOWARD</u> THE GOAL.

POLICY ANALYSIS PROCESS

1. SETTING A GOAL

2. DEFINING THE PROBLEM

3. GATHERING AND ANALYZING FACTS

4. DETERMINING ALTERNATIVES AND CONSEQUENCES

METHODS USED IN POLICY ANALYSIS

- **SYSTEM IDENTIFICATION,**

- **MIXED TEAM DEVELOPMENT AND REVIEW, AND**

- **SCIENTIFIC METHODS.**

POLICY ANALYSIS UNDER NORMAL CONDITIONS HAS SEVERAL IMPLICIT CRITERIA

- THERE IS TIME TO THINK.

- THE OPTION TO GATHER A WIDE RANGE OF INFORMATION EXISTS.

- THERE IS TIME FOR OBJECTIVE AND CANDID OPINIONS.

- THERE IS AN OPPORTUNITY TO TEST ALTERNATIVES.

Visual 3.5

MAJOR EFFECTS OF EMERGENCY SITUATIONS

- TIME RESTRAINTS

- CHANGING FORUMS

- RANDOMNESS

- LIMITED OPTIONS

- STRAIN AND PRESSURE

- COMPLEXITY

- REACTION VOID

Visual 3.6

Visual 3.7

MITIGATION is eliminating or reducing the probability of an emergency.

PREPAREDNESS is planning to ensure the most effective and efficient response.

RESPONSE is providing emergency assistance for casualties and reducing the secondary damage.

RECOVERY continues beyond the emergency period and returns systems to normal.

UNIT IV OBJECTIVE

USE ROLE ANALYSIS TO DESCRIBE THE INTERACTING ROLES AND RELATIONSHIPS WHICH OCCUR IN EMERGENCY MANAGEMENT.

ROLE DEFINITION

- WHAT AN INDIVIDUAL IS TO DO

- WITH WHOM AN INDIVIDUAL SHOULD INTERACT IN PERFORMING

- DESIRED BENEFITS/ACCOMPLISH-MENTS OF ROLE PERFORMANCE

Visual 4.2

ROLE RELATIONSHIPS

KNOWLEDGE OF RELATIONSHIPS AMONG

- INDIVIDUALS

- ORGANIZATIONS

- PUBLIC

Visual 4.3

ROLE COMPETENCE

ENSURING THAT A PERSON

- POSSESSES THE REQUIRED SKILLS TO PERFORM THE ROLE, AND

- HAS THE ABILITY TO ADAPT THOSE SKILLS TO UNIQUE EMERGENCY SITUATIONS.

ROLE CONFLICT

WHEN SIMULTANEOUS DEMANDS AFFECT
TWO OR MORE ROLES HELD BY ONE
PERSON.

UNIT V OBJECTIVE

ANALYZE PUBLIC POLICY FROM A

PERSPECTIVE THAT CONSIDERS THE

EFFECT ON A COMMUNITY BEFORE,

DURING, AND AFTER AN EMERGENCY

Visual 5.1

UNIT VI OBJECTIVES

- DEVELOP AND DISSEMINATE A STATEMENT WHICH DESCRIBES PUBLIC POLICY FORMULATED UNDER SIMULATED EMERGENCY CONDITIONS, AND

- IN A SIMULATED NEWS CONFERENCE, DEMONSTRATE THE ABILITY TO REASSURE THE COMMUNITY THAT AN EMERGENCY SITUATION IS BEING DEALT WITH EFFECTIVELY.

Visual 6.1

LIMITED ALTERNATIVES

ALTERNATIVES IN POLICY ANALYSIS DURING EMERGENCIES ARE LIMITED WHEN THE MEDIA BECOME INVOLVED.

Visual 6.2

UNINTENDED MESSAGES

UNLESS THE MEDIA ARE ADDRESSED IN A TIMELY MANNER, SPECULATION RATHER THAN FACT WILL BE PRESENTED TO AN ANXIOUS PUBLIC.

BLUNDERS

THE ABILITY OF GOVERNMENT OR
PRIVATE INDUSTRY SPOKESPERSONS TO
ANSWER QUESTIONS CLEARLY IS
CRITICAL.

DEFINING THE MEDIA

WHAT COMES TO MIND AT THE MENTION

OF THE WORD MEDIA?

Visual 6.5

SUBTLE MESSAGES

OTHER THAN BY BROADCASTING LIVE, LEADERS HAVE NO CONTROL OVER HOW THEIR INFORMATION IS PRESENTED TO THE GENERAL PUBLIC.

TIME PRESSURES

THE ANALYSIS PROCESS ITSELF REQUIRES BREAKING DOWN ISSUES INTO COMPONENTS, STUDYING THEM, AND MANIPULATING POSSIBLE ALTERNATIVES.

MEDIA ATTENTION

THE PRESENCE OF TELEVISION CAMERAS MAY BE THE CATALYST THAT EXPANDS A CRISIS.

Visual 6.8

"ARE YOU PREPARED TO RESPOND TO AN EMERGENCY IN YOUR COMMUNITY WITH A POLICY THAT REASSURES THE PUBLIC AT LARGE THAT YOU ARE DEALING WITH THE DISASTER IN EVERY APPROPRIATE WAY?"

PLAN OF INSTRUCTION

FOR

PUBLIC POLICY IN EMERGENCY MANAGEMENT

JULY 1990

FEDERAL EMERGENCY MANAGEMENT AGENCY
NATIONAL EMERGENCY TRAINING CENTER
EMERGENCY MANAGEMENT INSTITUTE
EMMITSBURG, MARYLAND

CONTENTS

RATIONALE

Public officials are responsible for providing public policy leadership in the area of emergency management as part of their responsibility in protecting the general welfare of the people. They are ultimately responsible for establishing the infrastructure which deals with emergency management and its operation. As part of an overall training effort, the Federal Emergency Management Agency's (FEMA) National Emergency Training Center (NETC) 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.

COURSE GOAL AND OBJECTIVES

The goal of this course is to provide information and experiences which will increase the public official's ability to establish and execute public policy in emergency management.

After completing this course, participants 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 their 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 emergency management;

4. Analyze the effect of public policy on the 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 ability to reassure the community that an emergency situation is being dealt with effectively.

PARTICIPANT QUALIFICATIONS

The target audience for this course is all senior executive policy 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 officers, 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.

The course is designed for 25 to 35 participants.

NOTE A special effort to recruit the correct audience for this course (emergency management teams) will pay dividends during the course. Having a diverse audience of elected officials and appointed officials and ranking members of law enforcement, the fire service, public works, etc., is critical to the success of the course. Ideally, the emergency program manager and several of the above-mentioned people from a community could compose each work group to be used throughout the day.

INSTRUCTOR QUALIFICATIONS

Instructors are recruited and selected to teach this course for their ability to understand overall emergency management concepts and, most importantly, for their ability to communicate effectively with the target audience.

Instructors for the course should have experience and/or knowledge in the formulation of public policy in emergency management, and be willing to share their experiences with the class.

The course contains small group activities which require one or more experienced facilitators to work with participants.

SUMMARY OF MAJOR SUBJECT AREAS

SUBJECT AREAS	TIME	PERCENT OF TOTAL INSTRUCTION
COURSE INTRODUCTION	.5 HOURS	6.25%
● Course Introduction	10 MIN.	
● Overview and Course Rationale	5 MIN.	
● *Countdown to Disaster*	15 MIN.	
HAZARD ANALYSIS	1.0 HOUR	12.50%
● Objectives/Overview	5 MIN.	
● Hazard Maps	10 MIN.	
● Hazard Vulnerability Exercise	40 MIN.	
● Unit Summary	5 MIN.	
POLICY DEVELOPMENT	1.5 HOURS	18.75%
● Objectives/Overview/Policy Checklist	10 MIN.	
● Introduction to Policy Analysis	10 MIN.	
● Policy Analysis Process/Methods/ Emergency Policy Analysis	20 MIN.	
● Policy Development Exercise: The Exploding Circle Approach	30 MIN.	
● Liability Issues	15 MIN.	
● Unit Summary	5 MIN.	
ROLE ANALYSIS	1.0 HOUR	12.50%
● Objectives/Overview	5 MIN.	
● Role Analysis/Role Theory in Emergency Management	20 MIN.	
● Role Analysis Exercise	30 MIN.	
● Unit Summary	5 MIN.	
LUNCH		
POLICY ANALYSIS EXERCISE	1.5 HOURS	18.75%
● Objectives/Overview	5 MIN.	
● Policy Analysis Exercise: Sewer Explosions--Central City, Columbia	1 HOUR 20 MIN.	
● Unit Summary	5 MIN.	

SUMMARY OF MAJOR SUBJECT AREAS (continued)

SUBJECT AREAS	TIME	PERCENT OF TOTAL INSTRUCTION
COMMUNICATING PUBLIC POLICY	2.25 HOURS	28.12%
• 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	3.13%
• Course Summary and Conclusions	15 MIN.	
ADJOURN		
TOTAL INSTRUCTION TIME	8.0 HOURS	100.00%

COURSE OUTLINE

COURSE UNITS	HOURS
COURSE INTRODUCTION	0.50
HAZARD ANALYSIS	1.00
POLICY DEVELOPMENT	1.50
ROLE ANALYSIS	1.00
LUNCH	
POLICY ANALYSIS EXERCISE	1.50
COMMUNICATING PUBLIC POLICY	2.25
SUMMARY AND CONCLUSIONS	0.25

SUMMARY OF CONTENT BY TEACHING METHOD
(BY HOURS)

UNIT	INTER-ACTIVE LECTURE	LECTURE WITH VISUAL AIDS	SMALL GROUP EXERCISES	REPORTS/ PRESENTA-TIONS	VIDEOTAPE	INDIVIDUAL ACTIVITIES (QUESTION-NAIRE, CHECKLISTS, READINGS)	PLENARY GROUP EXERCISE
1	.15	.10			.25		
2	.10	.20	.25	.20		.25	
3	.25	.25	.50	.25		.25	
4	.10	.20	.40	.10		.20	
5		.10	.70	.45	.25		
6		.40		.50			1.35
7	.15	.10					
Total	.75 Hours	1.35 Hours	1.85 Hours	1.50 Hours	.50 Hours	.70 Hours	1.35 Hours
Percent of Total Time	9%	17%	23%	19%	6%	9%	17%

SUMMARY OF CLASSROOM REQUIREMENTS AND EQUIPMENT

The classroom must be suitable for 25-35 participants and have adequate space and electrical outlets for audio-visual equipment and a large screen. A flipchart and/or chalkboard is required. A podium/lectern and an instructor table also are necessary.

The classroom should be arranged for work groups, ideally four groups of eight participants.

The matrix below indicates equipment needs for each unit.

Unit	Break-out Rooms	Screen	VCR/TV Monitors	Overhead Projector	Work Groups	Video Camera
1		X	X	X		
2		X		X	X	
3		X		X	X	
4		X		X	X	
5			X	X		
6	X	X		X		X
7						

UNIT I

COURSE INTRODUCTION

TIME   *30 Minutes*

OBJECTIVES   At the conclusion of this unit, participants will be able to do the following:

1. Describe the one basic goal of the course;

2. Define *policy* as it is used in this course; and

3. Using the course agenda, identify the topics included in the course and the sequence in which they will be presented.

SCOPE   Welcome, staff and participant introductions, administrative information; course goal, rationale, and objectives.

METHODOLOGY   The course manager welcomes the class, introduces guests and instructor staff, and facilitates introduction of participants. The instructor for the session describes the goal of the course. A video montage, *Countdown to Disaster*, is shown, followed by discussion and an overview of course objectives and content.

REFERENCES   Course Instructor Guide

Course Agenda

Course Student Manual

Videotape, *Countdown to Disaster*

Public Policy in America, Dennis J. Palumbo, Arizona State University, 1988.

UNIT II

HAZARD ANALYSIS

TIME   *1 Hour*

OBJECTIVE   At the conclusion of this unit, participants will be able to use hazard analysis to establish policy based on review of community hazards, resources and codes.

SCOPE   Nationwide hazards; evolution of hazard analysis in emergency management; hazard vulnerability exercise; transition from hazard analysis to policy analysis.

METHODOLOGY   Lecture with visuals, discussion, small group exercise. The instructor will use a map of nationwide hazards to illustrate the vulnerability of all areas to natural, technological, and attack-related hazards. Participants will read and discuss an excerpt from the Student Manual (SM) describing the evolution of, and methodology for, community hazard analysis. Participants then will work in small groups to complete an exercise which demonstrates an approach to identifying and analyzing community hazards. The instructor will facilitate a follow-up discussion that identifies State-specific hazards and relates hazard analysis to the development of public policy.

REFERENCES   Course Instructor Guide

Course Student Manual

Hazard Identification, Capability Assessment, and Multi-Year Development Plan Overview, CPG 1-34.

"A Framework for Integrated Emergency Management." David McLoughlin, *Public Administration Review*, January 1985.

NOTE   At the time this material was being printed, there was some discussion on renaming the Hazard Identification Capability Assessment/Multi-Year Development Plan (HICA/MYDP) to Capability and Hazard Identification Program (CHIP).

11

UNIT III

POLICY DEVELOPMENT

TIME   *1 Hour, 30 Minutes*

OBJECTIVE   At the conclusion of this unit, participants will be able to analyze the effect of policy on their specific emergency management roles, and to use policy analysis in the development of new policy.

SCOPE   Definition of policy analysis, policy analysis process, emergency policy analysis, contrast between emergency and normal policy analysis methods; policy development, policy development exercise; liability issues, liability questionnaire.

METHODOLOGY   Lecture with visuals, discussion, demonstration, small group exercise, questionnaire. The instructor will introduce the concept of policy analysis as a four-step process, using appropriate visuals to illustrate teaching points. After describing methods used in applying policy analysis, the instructor will lead discussion about the differences between normal and emergency policy analysis. The instructor then will discuss the effect on the community of newly established policy. Using transportation routes for hazardous materials as an example, the instructor will demonstrate possible community effects using the "Exploding Circle" technique. In small groups, participants then will develop an "Exploding Circle" which illustrates the possible consequences of new policies related to each phase of comprehensive emergency management. The instructor will summarize emergency policy analysis issues, emphasizing liability issues. Participants will complete and discuss a "Liability Questionnaire For Policymaking."

REFERENCES   Course Instructor Guide

Course Student Manual

"Emergency Management and the Intergovernmental System," Alvin H. MushKatel and Louis F. Weschler, *Public Administration Review*, January 1985.

"Liability as a Dilemma for Local Managers," Jon A. Kusler, *Public Administration Review*, January 1985.

12

Tort Liability In Emergency Planning, John Pine, Report prepared for EPA, 1988.

Legal Issues in Emergency Management, John Pine, Report prepared for FEMA, 1989.

The CEO's Disaster Survival Kit, FA-81, FEMA, October 1988.

UNIT IV

ROLE ANALYSIS

TIME	*1 Hour*

OBJECTIVE — At the conclusion of this unit, participants will be able to use role analysis to describe the interacting roles and relationships which occur in emergency management.

SCOPE — Role definition, competence, and role conflict; role analysis exercise; responsibility, authority and accountability.

METHODOLOGY — Individual activity, discussion, lecture with visuals, small group exercise. As a transition into this session, the instructor will facilitate participant completion of the "Disaster Preparedness Policy Checklist For Local Officials" and follow-up discussion. Using appropriate visuals, the instructor will introduce role analysis in terms of role definition, competence, and conflict. Small groups then will be assigned an emergency management task related to mitigation, preparedness, response, or recovery and asked to identify policy level responsibility, authority, and accountability for accomplishing all functions related to the assigned task. The instructor will summarize the session, discussing the necessity for policy decisions before an emergency in order to alleviate conflict between defined roles and roles created by emergency conditions.

REFERENCES — Course Instructor Guide

Course Student Manual

Drabek, Thomas E., "Role Conflict and Support for Emergency Workers: Institutional and Political Contexts." A paper presented at FEMA/NIMH Conference on "Role Conflict and Support for Emergency Workers" (December 6 and 7, 1984), Washington, D.C.

Drabek, Thomas E., *The Local Emergency Manager: The Emerging Professional*, Part I, Graham W. Watt and Associates, Fort Lauderdale, Florida, February 1989.

Dynes, Russell R., "The Significance of Role Simplification in Disaster: A Re-examination of the Importance of Role Conflict in

14

Emergencies." A paper presented at FEMA/NIMH Conference on "Role Conflict and Support for Emergency Workers" (December 6 and 7, 1984), Washington, D.C.

Haines, Albert E., *The Local Emergency Manager: The Emerging Professional*, Part II, Graham W. Watt and Associates, Fort Lauderdale, Florida, February 1989.

Killian, Lewis K., "The Significance of Multiple-Group Membership in Disaster," *American Journal of Sociology*, 57: 309-314, 1952.

Quarantelli, E. L., "Structural Factors in the Minimization of Role Conflict: A Re-examination of the Significance of Multiple Group Membership in Disasters." The Ohio State University, Disaster Research Center, No. 49 (undated).

Rogers, George O., "Continuity, Role Conflict, and Emergency Response," University Center for Social and Urban Research, University of Pittsburgh, September 1985.

Rogers, George O., "Role Conflict in Crises of Limited Forewarning," *Journal of Applied Sociology*. Volume 3, No. 1, pp. 33-50, 1986.

The Functioning of Established Organizations in Community Disasters, George Warheit and Russell Dynes, Disaster Research Center, 1978.

UNIT V

POLICY ANALYSIS EXERCISE

TIME   *1 Hour, 30 Minutes*

OBJECTIVE   At the conclusion of this exercise, participants will be able to analyze the effect of public policy on a community before, during, and after a simulated emergency.

SCOPE   Small group exercise involving a sewer explosion incident which requires emergency policy analysis. Exercise package consists of case study, scenario, and exercise requirements.

METHODOLOGY   Small group exercise. The instructor will describe the objective and instructions for the exercise. Optional videotapes may be used to provide background about the community and to describe events leading to the emergency. Participants will work in small groups to analyze the community hazards, the community policies for emergency management, and the roles played by policy level officials before and during the emergency. Analysis will be structured by questions found in the Student Manual. Small groups will describe and discuss their findings with the plenary group. The instructor will summarize by highlighting public policy issues raised in the exercise.

REFERENCES   Course Instructor Guide

                    Course Student Manual

                    Case Study Videotapes

UNIT VI

COMMUNICATING PUBLIC POLICY

TIME   *2 Hours, 10 Minutes*

OBJECTIVES   At the conclusion of this unit, participants will be able to do the following:

1. Develop and disseminate a statement which describes public policy formulated under simulated emergency conditions; and

2. In a simulated news conference, demonstrate the ability to reassure the community that an emergency situation is being dealt with effectively.

SCOPE   Policy analysis and formulation under emergency conditions; policy development and the media: unintended messages, blunders, defining the media, subtle messages, time pressures and media attention; media exercise.

METHODOLOGY   Lecture with visuals, discussion, plenary group exercise, and critique. The instructor will facilitate a discussion which compares policy analysis and development in an emergency with the same processes under normal conditions. Using appropriate visuals, the instructor will describe the media's role in policy development under emergency conditions. The instructor then will provide an introduction and instructions for the media exercise. The class will be divided into four groups: two will prepare short policy statements which will be read at simulated press conferences, one will serve as reporters at the simulated press conferences, and the fourth will critique the press conferences. Each group receives specific instructions from a facilitator and is given time to prepare for its role in the simulated news conferences. After the news conferences and participant group critique, the facilitators will provide comments about the exercise. The instructor will summarize the session.

REFERENCES   Course Instructor Guide

Course Student Manual

"Coping with Media in Disasters: Some Predictable Problems,"
Joseph Scanlon, et al., *Public Administration Review*, January 1985.

The CEO's Disaster Survival Kit, FA-81, FEMA, October 1988.

UNIT VII

COURSE SUMMARY AND CONCLUSIONS

TIME   *20 Minutes*

OBJECTIVE   At the conclusion of this unit, participants will be able to recognize the main ideas and concepts which were presented in the course.

SCOPE   Summary of main ideas and concepts; course evaluation; course closing and presentation of certificates (optional).

METHODOLOGY   Participants are asked to jot down on a piece of paper one point or idea that comes to mind from the course. The instructor asks for "samples" from the class and writes them on a flipchart. As each idea is noted, the instructor asks for a show of hands of those who had written down the same idea, and calls upon one person to amplify. When all ideas have been listed, the instructor hands out his own list of main ideas and the group compares the two, looking for differences. The instructor answers any questions which arise, and then throws away the handout to emphasize the participants' ownership of the summary. This exercise is followed by brief closing remarks. Participants are reminded to complete and hand in the course evaluation forms, and certificates are distributed to participants.

REFERENCES   "End Your Programs with Effective Summaries," *Adult Learning in Your Classroom*, edited by Philip Jones, Lakewood Publications, 1982.

Course Instructor Guide

Course Student Manual

EVALUATION

Level 1 feedback will take place in the classroom, consisting of measurement of objectives by participant performance in classroom discussions, small group activities, and the plenary group exercise.

Level II evaluation will be measured through on-the-job performance. This level of evaluation will be completed in accordance with the overall concept of evaluation as determined by FEMA.

Evaluation data will be collected and processed by the EMI Field Evaluation Reporting System to be used as a basis for future revision.

DEPLOYMENT

The revised *Public Policy in Emergency Management* course will be piloted several times in the states by qualified state trainers. Final changes will be incorporated into the course materials. Train-the-trainer courses to support State training cadre will be conducted in residence at the Emergency Management Institute.