

**CALIFORNIA STATE UNIVERSITY-  
FULLERTON**

## **Emergency Management Political Science 580**

Spring, 1995  
Sandra Sutphen

Office: UH 510  
Office Phone: 714-773-3521  
FAX: 714-773-3524

email: sutphen@fullerton.edu

Office hours: M: 5:30-6:45 p.m.  
MW: 9-noon

Texts: Louise K. Comfort, ed.: *Managing Disaster: Strategies and Policy Perspectives* (Durham, N.C.: Duke University Press, 1988).

Thomas E. Drabek and Gerard J. Hoetmer, eds. *Emergency Management: Principles and Practice for Local Government* (Washington, D. C.: International City Management Association, 1991).

Package "Emergency Management" at the copy center in the bookstore.

Introduction: This course is an "overview" and analysis of a broad range of issues confronted by public administrators involved in emergency management. A basic assumption underlying academic and professional concepts in much of the field of public administration assumes normality, that is, patterns of order, stability (even to the point of rigidity) and expectations of familiarity. The concept of "emergency" is an inherent contradiction of normality: things are out of order, unfamiliar, and unstable. So, we have introduced the concept of "emergency management" in an attempt to reassure ourselves that even the unpredictable may be somehow "managed;" that we can find patterns in random events; that we can plan for the unexpected. This oxymoronic aspect of emergency management should not go unnoticed by us. Be ready to smile and accept the irony of what we are about to do.

The pattern of the course is as follows: we will read "theoretical" material discussing important issues in the field and case studies which attempt to elaborate those theories and concepts. We are also fortunate to have a number of experts in the field consent to give guest lectures on their own experiences. The important points to be covered by the readings include policy issues related to intergovernmental relations, risk analysis, planning and crisis management. Please regard this syllabus as a tentative outline for the class. We are prepared to reorder and introduce new or other materials dependent on the needs of the class.

On February 27 we will take a field trip to the Orange County Emergency Operations Center (EOC). Because parking is limited, we will need to carpool, and we will arrange that in class. A consent form is attached for your signature. Please be sure to return it to me on the first night of class.

## Course Assignments:

Grades for the class will be based on short papers, a major research paper and its presentation to the class, a critique of a colleague's paper, and class participation.

### Specifically:

1. Short papers: Short papers should be your integration of the readings focusing on how the theoretical material is elaborated by the case studies (when assigned), *or*, important issues raised by the readings. Papers should be one to two pages in length, and are worth 40% of the grade. *Papers will be used as the basis for class discussions.* Make sure your papers raise points suitable for class discussion on the assigned topic. *Keep copies of all your papers*, as I may ask for revisions and will want **both** versions of the paper resubmitted for another grade. Papers are assigned for the first eight weeks of the semester (see schedule).

2. Research Paper: The research paper should focus on some aspect of emergency management which either interests you or is relevant to your own personal experience and background. The paper should be about 15-20 pages in length and contain appropriate footnotes, bibliography, and so forth. You will also lead a class discussion based on your paper. These are scheduled for the last seven weeks of the semester (three presentations per class).

Your research paper should aim for publishable quality. That is, it should include original research, based on data you collect yourself. It should have a clearly stated and researchable hypothesis, incorporate a theoretical model or framework, and use the data to support or disprove the hypothesis. The research paper and presentation are worth 40% of your grade.

Collaboration on a research paper is encouraged, if you and a colleague are both interested in the same topic. Research topics must be decided by February 13. Broadly, topics may include research into a current disaster (the recent—and perhaps forthcoming—rains, for example, the earthquakes in Northridge or Kobe), models for management, issues of legal liability, decision making strategies, and so forth. As you think of ideas, prior to the 13th, e-mail me about them and we can discuss sources, appropriateness, and so forth.

First drafts of the papers are due on the night they are presented. Prepare a copy for me and for your critiquing colleague. We will return comments to you within one week. Final drafts of the research paper are due on **May 22** by 7 p.m.

3. Research paper critique: You will write a critique of a colleague's draft paper. A rough draft of your critique should be given to your colleague within one week of your colleague's presentation. (Those presenting during the last week are obviously at a disadvantage; on the other hand, they have had that much longer to prepare their paper. Your colleague and I will email our comments to you within 48 hours after you have delivered your paper.) Final drafts of the critique, worth 10 percent of your grade, are due on **May 22**.

4. Class participation is worth 10% of your grade.

Some general guidelines: papers, are of course, to be printed or typed, double-spaced and, *please*, do not encase them in those plastic folders, especially the ones with the little plastic slide clips which invariably fall off and wind up in the bottom of my briefcase. A simple staple at the top will do. Late papers are penalized one full grade. Please respect the university's guidelines on academic honesty (e.g., no plagiarism).

### Using the Internet

If you do not yet have an e-mail account, please arrange with Carlene Nelson at the computer center (X-2857) to set one up. Carlene's office is in the basement of McCarthy Hall (down the Hall from the SSRC, the former home of the Women's Center). You will want to be on e-mail, because you will be joining two bulletin boards with information that is both interesting and topical. One is the bulletin board from the Governor's Office of Emergency Services. The other is the Hazards Research Center at the University of Colorado. (See the attached "how-to" sheet for more details.)

You DO NOT have to have a computer and modem at home to use this service. Machines are connected to the campus network in the computer center and the Social Science Research Center Lab (H-512). The computer center's machines are "open access" but the ones in the SSRC require you to "buy" access for the semester (\$15.00). This fee covers the cost of printing.

Please give me and your colleagues your e-mail address by February 6. I will give your names to Carlene by Tuesday, Jan. 31, and she will have your accounts ready, probably that day. (You may be able to call her on the phone to get your account number.)

Access to the internet gives you access to all kinds of gopher servers (including the Federal Emergency Management Agency) and universities around the world. You will want to check out SALEMDUG (state and local emergency management data users group). Through the computer center, one of the first places you should check is on the World Wide Web. The address is: <http://www.oes.ca.gov:8001/> (or, <http://www.fema.gov/>). There you will find a "Times" button and it will give you the most recent information about California flooding.

Please also subscribe (it's free) to the *Natural Hazards Observer*. The address is:  
Natural Hazards Research and Applications Information Center  
Institute of Behavioral Science # 6  
University of Colorado at Boulder  
Campus Box 482  
Boulder, Colorado 80309-0482

### Course outline:

*Topic:* Emergency Management in Public Administration

**Jan. 30:** Distribution of syllabus, course introduction, etc.

**Note: Short papers are due each of the following eight weeks of assignment.**

**Feb. 6:** An overview of emergency management, tracing the history of federal involvement, organization of FEMA, the structure in California, and major policy issues.

Reading: *Comfort*, pp. 3-38;

*ICMA*, Chs. 1, 2 and 5, pp. 3-55; 101-130.

*Packet*: "City of Los Alamitos, Emergency Operations Plan" which contains the major California legislation.

**Feb. 13:** *Topic*: Coordinating Community Resources

Discussion of the "operational area concept" and the role of county and local governments.

Reading: *ICMA*: Chs. 3-4, pp. 55 to 100; Ch. 10, pp. 263-288;

*Packet*: Francis E. Winslow, "Intergovernmental Partnerships: The Operational Area Concept in California."

Paul Raver: "Orange County Operational Area Emergency Management Organization."

William Waugh: "Regionalizing Emergency Management: Counties as state and local governments."

**Feb. 20:** *Topic*: Mitigation. Campus is closed today, but that doesn't mean we are off the hook. Please do the reading for this week, and share your one-page thoughts with your colleagues through e-mail. We will have exchanged addresses to make this easy to do!!

Mitigation is the first of the anchors for the integrated emergency management system (IEMS). Increasingly, it is the cornerstone of planning.

Readings: *Comfort*: Mitigation, pp. 39 to 107;

*ICMA*, Ch. 6;

*Packet*: Daniel G. Barbee: "Reframing the Dynamics of Hazard Mitigation: A Collaborative Perspective."

**Feb. 27:** Field trip to County of Orange Emergency Operations Center: Loletta Barrett, emergency management director for the County of Orange.

Again, please share your thoughts with your colleagues on the reading assigned below via e-mail. The reading for this week summarizes FEMA's role and raises questions about building successful systems for management.

Readings: *Packet*: Carolyn Lea Clark-Daniels, "FEMA and Federalism: Who is Managing Disasters?"

National Academy of Public Administration, "Coping with Catastrophe."

Marcus Weseman and Avagene Moore, "The Role of Elected/Appointed Officials in Disaster Response"

Sandra Sutphen, "Coping with the Southern California Fires" (to be handed out in class)

**Mar. 6:** *Topic*: Preparedness

In addition to establishing procedures, preparedness involves training, exercises, building skills and communications resources.

Readings: *Comfort*: Preparedness, pp. 111 to 159;

*ICMA*, Ch. 7, pp. 161 to 200;

*Packet:* Nancy K. Grant, “Emergency Management Training Needs for Public Administrators.”

Richard T. Sylves, “How the Exxon Valdez Accident Changed America’s Oil Spill Emergency Preparedness.”

**Mar. 13:** *Topic:* Response

This is the “meat” of the IEMS focus: how do responders coordinate their efforts? How effective is the system working under disaster situations? Using the “Shed load” scenario, we will explore how a decision making scheme based on probabilities may assist response decisions.

Readings: *Comfort:* Response, pp. 163 to 214; Policy Issues in International Context, pp. 255-312.

*ICMA*, Ch. 8, pp. 201-223;

*Packet:* Louis J. Levy and Llewellyn M. Toulmin, “Improving Disaster Planning and Response Efforts: Lessons from Hurricanes Andrew and Iniki.”

Class handout: “The shed load decision.”

**Mar. 20:** *Topic:* Recovery

What happens after the disaster? What about stress debriefing, post-disaster mitigation and providing resources?

Readings: *Comfort:* Recovery, pp. 217 to 314;

*ICMA*, Ch. 9, pp. 224-262.

**Mar. 27-Mar. 31:** Spring break

**Apr. 3:** *Topic:* Legal and Ethical Issues and future directions

Readings: *Comfort*, Integrating Emergency Management, pp. 315-349,

*ICMA*, Chs. 11-12, pp. 289-335.

**Apr. 10-May 15:** Presentation of research papers.

**May 22:** all papers and critiques are due by 7 p.m.