

FLORIDA A&M UNIVERSITY

THE POLITICAL AND POLICY BASIS OF EMERGENCY MANAGEMENT

COURSE ORIENTATION AND INTRODUCTIONS

1. Background
2. Student interests and goals
3. Course overview

COURSE OBJECTIVES:

- To introduce concepts of the politics of disaster and emergencies.
- To analyze the political dimensions of emergency management
- To understand the linkages of representative government and the development of disaster policy
- **To develop a life long interest in learning and responding to issues of public affairs**

CLASS REQUIREMENTS:

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| 1. Read one book and write a report on emergency management | 25% |
| 2. Volunteer service in a disaster assistance organization | 25% |
| 3. Class presentation | 25% |
| 4. Examination | 25% |

COURSE PHILOSOPHY AND THEME:

The philosophy of the course is based on the principle of “Holistic Total Quality.” The pedagogical orientation of “Holistic Total Quality” seeks to capitalize on the life experiences of both the learner and the teacher to enrich the knowledge of both individuals with a positive intellectual encounter.

The primary focus of the didactic style is on the learner as a person with a unique learning style and personality, and a special learning interest. Repetition, creative dramatics, interactive learning—are all methods that are characteristic of my didactic style. A heavy emphasis is placed on the expressive dimensions, both oral and written, that are designed to provide both an educationally enriching as well as an entertaining experience. An assumption is that the learner wants to improve his/her knowledge base and is willing to assiduously devote himself/herself to do, that which is required in order to perform at the acme level. The orientation session is designed to give the students input and knowledge into the development of specific goals and timetables, procedures and protocols, appropriate to produce an intellectually rewarding and enriching experience.

A readiness on the part of the learner is assumed, but prudence and experiences inform the endeavor that strong motivational strategies are also needed to stimulate interest and sustain the desire to acquire new knowledge and to understand old knowledge better. The didactic style utilizes positive sanctions, incentives, and caring for the learner as a human being in order to assist in accomplishing specific instructional goals.

The learner is given great independence and autonomy with respect to reading assignments. Broad latitude is allowed within a specific curriculum area to allow for specific interest knowledge enhancement along with the analytical tools to demonstrate useful techniques of applying theory to practice. Assignments are given from the perspective that all life experiences are pregnant with the possibility of giving life to new knowledge. The concept of serendipity is frequently used as an instructional tool as we traverse the life long educational journey. As we ruminate and cogitate with our pontifical deliberations, we are constantly mindful of the possibilities of finding valuable or agreeable knowledge not purposefully sought.

Our scholastic endeavors are galvanized by a fundamental mission to strengthen the student's overall knowledge and awareness of the fundamental principles of a democratic political system; while at the same time endeavoring to understand the fundamental logic of scientific investigations of political phenomenon. We assiduously seek to develop a higher competence in our intellectual, analytical, practical, personal and professional leadership abilities.

As we study the concepts of specific subject areas, we seek to define, explore and understand the many uses and nuances of these tools for building greater explanatory significance. Our inquiry requires that we scrutinize how these concepts relate to wider belief systems that affect the behavior of decision-makers and the specific impact on the policy making process. As policies, movements, and issues develop from beliefs, we seek to gain intellectual understanding of these events from the standpoint of leaders, thinkers, and actors of the world community.

We ruminate and cogitate with the principles and practices, beliefs, thinkers of the world community; and we are mindful that we bring our own intellectual baggage couched in our beliefs and actions; and the subsequent actions we are willing to take based on these beliefs. Finally, an attempt is made, where appropriate, to inculcate values and principles that we live by or die by—depending on the circumstances of our existence. After the allotted time, we come away with the knowledge that “we shall not pass this way again;” but with a better knowledge of both our discipline and ourselves, and driving philosophy to continue learning and being proactive.

Purpose

The purpose of this course is two-fold: to introduce concepts and basic descriptive information about the political system within the context of disaster policy and to demonstrate how political factors play a role in all phases of emergency management—regardless of the type or nature of the disaster event.

To achieve these goals the course provides practical information drawn from disaster policy studies and case studies. This information is (wherever possible) reviewed for findings that can be generalized, that is, for lessons that are applicable to future disasters and emergencies.

The course begins by defining what disasters actually are, how they pose a “problem,” (in particular a “public problem”), and how the political system addresses the problem. Students are introduced to the “policy process” and are provided policy analytical tools that they can use to examine cases and incidents. Early portions of the course will also refresh the student’s knowledge of the American governmental system, political history, Federalism, and intergovernmental relations. Also reviewed are collective aggregate interests, public opinion, interest groups, political parties, voter choice, the Presidency, instruments of political leadership, Congress and the legislative process, and executive functions.

COURSE TOPICS:

1. The American Political System and Disasters
2. American Hazards and Disaster Agents
3. The Fundamentals of Emergency Management
4. Executive Political Issues and Disasters
5. Legislative Political Issues and Disasters
6. Disaster Laws
7. Disaster Budgeting
8. The Federal Organization and Policy
9. State and Political and Organizational Issues
10. Local Political and Organizational Issues
11. Intergovernmental Relations
12. The Public, Interest Groups, and Disasters
13. Non-profit Organizations
14. The American Fire Community
15. The Media
16. Natural Disasters: Earthquakes
17. Natural Disasters: Hurricanes
18. Natural Disasters: Floods
19. Natural Disasters: Tornadoes and Severe Storms
20. Technological Disasters: Nuclear Power
21. Technological Disasters: Structural Collapse and Failure
22. Wildfire Disasters
23. Hazardous Materials Emergency Management
24. Big City Emergency Management
25. Professionalization of All Hazards Emergency Management
26. International Disasters: The Internationalization of American Emergency Management

RATIONALE:

As Americans, we have the privilege of living in a representative democracy. Our form of government affords individuals certain “inalienable” rights and our Government is accountable to the people. When disasters and emergencies occur in the United States, our government responds. It is a basic tenet of political legitimacy that democratic governments must respond to public needs. Elected representatives, in particular, take it upon them to set forth and mobilize governmental programs, policies, and resources on behalf of disaster victims.

The Presidential Declaration process justifiably affords the President considerable latitude in responding to any Governor’s request for a Federal declaration of a major disaster or emergency, regardless of the nature of the incident. Governors themselves have powers to proclaim State disasters and emergencies, and many mayors, city managers, and county executives have the authority to declare local emergencies. This executive authority is “political” in the most positive sense of the term and reflects the responsibilities that these officials assume as public servants.

Similarly, National, State and local legislators are both “states people” and “delegates.” As statesmen and stateswomen, they are expected to act in a manner, which protects and serves the Nation as a whole. They must consider the National impact of disasters and emergencies and do their best to equitably promote and re-establish damaged or vulnerable National interests and resources. Legislators, as delegates, represent specific sub-areas of the Nation: States, Congressional districts, State Senate or State representative districts, municipal wards or councilmanic districts. They have a special obligation to protect, serve, and advance the interests of their constituents, especially in the aftermath of disaster.

The politics, policies, and laws of American disaster management are fascinating and important, but neither well understood nor broadly investigated. This course, *The Political and Policy Basis of Emergency Management*, addresses in a fundamental way the political dynamics of American disaster management. It aims to provide the tools to better understand, interpret, and analyze governmental decision making before, during and after disasters.

PAD 4394: Public Administration and Emergency Management

COURSE ORIENTATION:

1. Background
2. Student interests and goals
3. Review course objectives and content
4. Discuss assignments and requirements
5. Philosophy and didactic considerations

COURSE OBJECTIVES:

1. To understand the complexity of the American federal system and how it affects policymaking, fiscal relations, and policy management.
2. To understand the complexity of government programs in terms of the participation of agencies and actors from all three levels of government, the nonprofit sector, and the private sector.
3. To understand bureaucratic politics and how politics affects policy design, decision making, program implementation, and administration
4. To understand the current debate over the role of government in American society and the importance of individual responsibility.
5. To understand the administrative processes involved in managing major environmental hazards and disasters.
- 6. To develop a life long interest in learning and responding to issues of public affairs**

CLASS REQUIREMENTS:

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| 1. Take home midterm examination | 25% |
| 2. Disaster case and organization analysis | 25% |
| 3. Disaster position paper/volunteer activity | 25% |
| 4. Second Examination | 25% |

DISASTER CASE ANALYSIS:

1. Select a major U.S. or international disaster and prepare a written analysis, not to exceed 12 double-spaced, typed pages, including bibliography.
2. The Analysis should include:
 - a. A brief (1-2 page) description of the disaster and the emergency management effort;
 - b. The nature of the disaster (i.e., natural or technological/manmade);
 - c. The number of human casualties and amount of property loss;
 - d. The government(s) having jurisdictional responsibility and involved in the disaster response and recovery effort;
 - e. The involvement of nonprofit and for-profit actors in the response and recovery effort;
 - f. The major policy issues raised—e.g., lack of mitigation effort, inadequacy of preparedness, response failure, recovery problems; and
 - g. What disaster planning the community had done prior to the incident?
3. Professor approval of topics is required.

ORGANIZATIONAL CASE ANALYSIS:

1. Select a government, nonprofit, or for-profit organization involved in disaster mitigation, preparedness, response, and/or recovery and prepare a written analysis not to exceed 12 double-spaced, typed pages in length.
2. The analyses should include:
 - a. The overall mission of the organization;
 - b. The nature and extent of the organization's involvement in recent disasters;
 - c. How the organization fits into the regional and national emergency management systems;
 - d. The sources of the organization's funding;
 - e. An evaluation of the historical preparedness, mitigation, response, and recovery roles of the organization; and
 - f. An assessment of possible relationships between how the organization's activities are funded and the roles it serves or policy positions it takes.
 - g. Professor approval of topics is required.

DISASTER POLICY POSITION PAPERS:

1. Select a significant policy issue in emergency management, such as risk communication, disaster insurance, or evacuation of special populations, and prepare a position paper not to exceed 12 double-spaced typed pages in length.
2. The position paper must include:
 - a. A concise description of the policy issue (no more than two pages in length);
 - b. An overview of the policy debate, including the major actors and their positions on the issue and/or the technical issues involved;
 - c. A statement concerning the significance of the issue for emergency managers and/or the public; and
 - d. Your position on the issue specifying why you support the position
3. Professor approval of topics is required.

TERM QUESTIONS:

These questions are to be answered and typed using 12-point font times roman, double-spaced and turned in on the last day of class. You might use the time when class does not formally meet to work on these questions. You should also use the time when class does not meet to work on volunteer hours or attend the American Red Cross courses which ever is most convenient for you. If you are enrolled for both emergency management courses, you should answer all 100 questions; if you are enrolled for one of the classes, you may answer any 50 questions. **Note:** All answers can be found at the FEMA Higher Education Project on line in either the course *The Political and Policy Basis of Emergency Management*, or *Public Administration and Emergency Management*.

THE POLITICAL AND POLICY BASIS OF EMERGENCY MANAGEMENT

1. What is meant by the expression, the politics of disasters?
2. What do politics have to do with emergency management?
3. What does representative democracy mean?
4. How do disasters produce political impacts?
5. What role do elected leaders play in all phases of emergency management?
6. Why do government officials care about disasters?
7. How do governments prepare for and respond to disasters?
8. How is disaster policy the same (or different from) housing policy?
9. How is it different from transportation policy or environmental policy?
10. How do governments decide on matters of disaster mitigation and recovery?
11. How do the President and the Congress contribute to disaster policymaking and implementation?
12. How do Governors and State Legislatures or municipal executives and local legislatures contribute to disaster policy and implementation?
13. Why do American governmental leaders care about disasters that occur outside the United States?
14. What role does the Electoral College play in the political process?
15. What are the qualifications for serving as the President of the United States?
16. What are the term limits of the President of the United States?
17. What are political Parties?
18. What are interest groups?
19. What role does political parties and interest group play in developing disaster policy?
20. How is Congress organized?
21. What are the rules of Congress, both the House of Representatives and the Senate?

22. What role does the Congress play in the formulation and implementation of disaster policy?
23. What role does business and economic elites play in the development of disaster policy?
24. How does the Supreme Court participate in disaster policy implementation?
25. How are policy decisions made?
26. How is advice delivered to policymakers about how to make policy decisions?
27. What questions did policymakers ask as they prepared to make policy decisions?
28. How was the giving of advice managed?
29. Who had the final say in approving the policy decision(s)?
30. How does one gain access to the formal structure of government?
31. Who gains access?
32. Do some groups or interests have advantages over others when it comes to access?
33. How do decisions get made?
34. What bargains are struck or compromises fashioned?
35. What do decisions look like once they are made? They may be laws, budget decisions, executive orders, administrative rules and regulations, Court decrees or decisions, legislative resolutions, and case decisions by bureau officials, *et cetera*.
36. What are some of the general conditions under which policy decisions are made?
37. What is the difference in an emergency, a mass emergency, a catastrophe, and a disaster?
38. What is a hazard?
39. What are natural hazards?
40. What are technological hazards
41. What are conflict hazards?
42. What is hazard analysis
43. What is hazard risk?
44. What is hazard probability?
45. What is hazard vulnerability?
46. What is risk analysis?
47. What is vulnerability?
48. Explain the evolution of Federal emergency management in the United States highlighting the creation of FEMA.

49. Explain how the initial functions that were transferred to FEMA and the original objectives placed on the agency led to the origin and creation of a number of political issues that continue today.
50. List the specific missions of FEMA and describe the significance and political implications of FEMA's current policy of emphasizing mitigation measures.
51. Describe the organizational structure of FEMA and explain how the current Directorship has attempted to overcome the problems of political appointees.
52. Describe the significance of FEMA's coordinating role with respect to different levels of government and Federal agencies.
53. Define and summarize the essentials of the Federal Response Plan.
54. Discuss the provisions of the Emergency Powers Act of 1976
55. Discuss the provisions of the Stafford Act of 1988
56. What is referred to as the "White House Package" with respect to disaster management?
57. What happens when the President exercises a governmental turndown procedure?
58. What data are collected for a preliminary damage assessment (PDA)?
59. What are the provisions of the Disaster Relief Act of 1970?
60. What are the provisions of the Civil Defense Act of 1950?
61. What are the provisions of the Disaster Relief Act of 1974?
62. What is meant by "Authorization" with respect to disaster relief?
63. Describe the Congressional appropriation process.
64. List the Committees of both the United States House of Representatives and the Senate.
65. Describe the Congressional Budgetary Process.
66. What are the provisions of the Budget Enforcement Act of 1990?
67. What are the functions of the Office of Management and Budget (OMB)?
68. What are the functions of the Government Accounting Office (GAO)?
69. Explain the evolution of emergency management.
70. What are the provisions of Executive Order 12148?
71. What are the provisions of Executive Order 12656?
72. What are the provisions of Executive Order 12919?
73. What are the provisions of the National Security Act of 1947?
74. What are the provisions of the Defense Production Act of 1950?
75. What is the Mission of The Federal Emergency Management Agency (FEMA)?
76. What is Individual Assistance?
77. What is Public Assistance?
78. What are the provisions of the National Flood Insurance Program (NFIP)?
79. Define the term "intergovernmental relations."
80. Explain the essence of multi-agency coordination.

- 81.** Explain how interstate compacts are fashioned and how they work in the domain of disaster policy
- 82.** Explain and provide an example of a memorandum of understanding and a mutual aid agreement.
- 83.** Review the Performance Partnership Agreement program of FEMA.
- 84.** What are Performance Partnership Agreements?
- 85.** Define local governments.
- 86.** What are building codes?
- 87.** What are standards?
- 88.** What are subdivision regulations?
- 89.** Explain the manager-council form of government.
- 90.** What is the National Coordinating Council on Emergency Management?
- 91.** Explain how the Federal Government helped the nuclear power industry enter into commercial production.
- 92.** What are the political reasons behind the “voluntary” aspect of emergency preparedness and response planning for State and local jurisdictions?
- 93.** How did the Three Mile Island nuclear accident generate political debates at all levels of government over emergency preparedness and response planning?
- 94.** Describe the intergovernmental issues surrounding off-site emergency planning, offering examples.
- 95.** Discuss Federal actions taken in nuclear power emergency preparedness planning in response to State and local concerns.
- 96.** What are the provisions of the HUD-Interagency Appropriation Bill (HR 3038)?
- 97.** What are the functions of the Nuclear Regulatory Commission?
- 98.** What are the functions of the Atomic Energy Commission?
- 99.** What are the different types of structural failures?
- 100.** Examine the barriers that exist to effective mitigation mechanisms, focusing on the political aspects of personal freedom and economic growth and development.

