

**UNIVERSITY OF HOUSTON
(DEPARTMENT OF POLITICAL
SCIENCE)**

Seminar in Emergency Management
POLS 6378/GENB 7397

Professor Hugh W. Stephens
447 PGH

Office Hours: 5:00 Mon; 2-3 Thurs
or by appointment
Telephone (713) 743-3892

“The Smart Thing is to Prepare
for the unexpected”*

PURPOSE

This seminar is designed to acquaint you with the nature of emergencies/disasters/catastrophes and how governmental and corporate entities deal with such events. In terms of cause or origin, these events can be classified as natural, technological, or man-made. Hurricanes, floods, tornadoes, and earthquakes are prominent instances of natural events. Toxic emissions, oil spills, release of radioactive material, or explosions and fires belong to the second category. The third category is dominated by deliberately malevolent acts of persons--sabotage, product tampering, and terrorism--designed to inflict widespread disruption and human suffering.

Disasters are not new to human society. But their incidence and impact has grown markedly in recent decades because population concentrations are larger and as the power, sophistication, and interactive scale of production and distribution have increased. One has only to recall the EXXON VALDEZ oil spill, Bophal, or the Tylenol case to realize that managing disasters or crises are now important elements of corporate as well as public policy.

Nonetheless, both theoretical and practical aspects of emergency or crisis management are embryonic. This places limits on our ability to understand, predict, and cope successfully with serious emergencies. The field is in the process of defining its parameters as an area of political science and management.

* Found in a Chinese fortune cookie by Clare Stephens, 1990.

SUBSTANTIVE AND ANALYTICAL OBJECTIVES

1. Why disasters and crises are increasingly likely in contemporary times.
2. Theoretical and analytical aspects of emergency/crisis management in the context of public and corporate policy.
3. Differences between “ordinary” policy problems and crises and the impact of the latter upon public and private sector operations.
4. The interplay of public perceptions of danger and vulnerability and government and corporate efforts.
5. The emergency management cycle and integrated emergency management principles.

TEXTS

Charles, M.T. and Kim, J.C. eds., *Crisis Management: A Casebook* (Charles Thomas, 1988)

Comfort, Louise, ed., *Managing Disaster* (Duke Univ. Press, 1988)

Mitroff, I. and Kilmann, R., *Corporate Tragedies* (Praeger, 1984)

Perrow, Charles, *Normal Accidents* (Basic Books, 1984)

PERFORMANCE REQUIREMENTS

Seminars are designed for participants to present and argue ideas and to ask questions, both of the Professor and other students. Therefore, participation in seminar discussions is quite important. Frequency is one element, but so is the relevance and profundity of questions and observations.

This seminar has two written requirements. The first is a series of three essays, drawn from material covered during the first five weeks. These will be “open-ended” questions, each requiring about three type-written pages for a satisfactory answer. As presently scheduled, this assignment is due on 18 October. The second is an open-book, take-home final examination. It will include at least one obligatory question describing a situation and an emergency, requiring you to provide an outline of response actions and recommendations to mitigate similar events in the future.

Attendance: graduate school is a serious business. Should you miss more than two meetings for any reason, you will be dropped from the rolls.

OUTLINE AND ASSIGNMENTS

I. Coping with Crises, Disasters, Emergencies: An Overview
(30 August)

II. Why Disasters and Crises?
(13 September)

A. Structural elements:

Hohenemser and Kates, "Our Hazardous Environment" (Xerox)

Orr, "Catastrophe and Social Order" (Xerox)

Perrow, Introduction

Mitroff and Kilmann, chs.1-3

Shrivastava, et al. "The Evolution of Crises" (Xerox)

FEMA, "Hazardous and Risk Descriptive Definitions for Hazards and Hazard Source Matrix" (Xerox)

B. Cultural and psychological elements:

Perrow, ch. 9 "Living with High Risk Systems"

Slovic, Fischhoff, Lichtenstein, "Facts versus fears:

Understanding perceived risk" (Xerox)

Kasperson et al, "Social Amplification of Risk" (Xerox)

Tierney, "Community and Organizational Awareness of and Preparedness for Acute Chemical Emergencies (Xerox)

Mitroff and Kilmann, ch.5

III. Parameters of Emergency Management
(20 September)

Charles and Kim, chs. 3, 6-8 , 9-11, 13

Swanson, "A State in Emergency" (Xerox)

McLoughlin, "A Framework for Integrated Emergency Management" (Xerox)

Comfort, ch. 1

Drabek, "Managing the Emergency Response"(Xerox)

"Preparing for Emergencies in Office Buildings" (Xerox)

Setzel and Meade, "The Day the Lights went out on Wall Street" (Xerox)

IV. Policy-Making amidst Uncertainty
(27 September)

Comfort, ch 2

Perrow, chs. 1 and 3

Mitroff and Kilmann, chs. 6 & 7

Covello and Mumpower, "Risk Analysis and Risk Management: An Historical Perspective" (Xerox)

Jones, *Introduction to Public Policy*, (3d.ed) ch. 10 (Library Reserve)

Kates, "Success, Strain, and Surprise" (Xerox)

V. The Structure of Emergency Management Responsibilities
(4 October)

FEMA, "Local Jurisdiction Planning Guidelines"

Sylves, "Federal Preparedness for Hazardous and Toxic Waste Disaster" in Comfort, ed.

May, "FEMA's Role in Emergency Management" (Xerox)

Mushkatel and Weschler, "Emergency Management and the Intergovernmental System"
(Xerox)

Stephens, "Barriers to Post Security" (Xerox)

May, "Addressing Public Risks: Federal Earthquake Policy Design" (Xerox)

U.S. National Response Team, *Annual Report*, 1989 pp. 1-21

VI. First Written Assignment (no meeting)
(11 October)

VII. State Emergency Management Activities
(18 October)

Guest: Mr. Tom Ryan, Region II Coordinator, Texas Department of Emergency
Management

"Texas Emergency Management" materials: On Library Reserve

VIII Pre-Event Functions
(25 October)

Dissmeyer, "Are You Ready to Meet a Disaster?" (Xerox)
Waugh, "Current Policy and Implementation in Disaster Preparedness" in Comfort, ed.
Grollmes, "Air-disaster-response planning: the getting ready" (Xerox)
Dynes, "Problems in Emergency Planning" (Xerox)
Rogalin, "Developing a Risk Management Program for the Ports" (Xerox)
Keeney, et al, "Assessing Risk of LNG Terminals" (Xerox)

IX. Post-Event Functions
(1 November)

Lewis, "Management Issues in Emergency Response" in Comfort, ed.
May, "Disaster Recovery and Reconstruction" in Comfort, ed.
LaPlante, "Recovery Following Disaster" in Comfort, ed.
Buck, "The Federal Disaster Relief Organization for the Mt. St. Helen's Eruption" (Xerox)

X. Visit to Emergency Operations Center
(8 November)

Guest Lecturer: Mrs. Corina Love, Emergency Management Coordinator, City of Houston

Materials package on Library Reserve

XI. Natural Disasters
(15 November)

Review: Ch 10, 11 in Charles and Kim
Review, Swanson article (section III)

Driever and Vaughn, "Flood Hazards in Kansas City since 1880" (Xerox)
Perry/Greene, "Mt. St. Helens" (Xerox)
Rubin, "Report on Trip to Charleston County, SC after Hurricane Hugo" (Xerox)

XII. Technological Disasters
(22 November)

Guest: Mr. James Kachtick, Occidental Chemical

Review: ch. 3 in Charles and Kim

Harrald/Wallace, "An analytical approach to planning the response to technological disasters" (Xerox)

Perrow, chs. 2, 4, 5

XIII. Man-Made Disasters
(29 November)

Guest: Mr. Mark Stern, Contingency Planning Associates

Schwartau, "Computer Terrorism in a Networked Society" (Xerox)

Badolato, "Terrorism and the U.S. Energy Infrastructure" (Xerox)

Olin, "An Evaluation of the United States Counter-Terrorism Response Capability"
(Xerox)

Macnair, "Incident Management: The Defensive Strategy" (Xerox)

XIV. Review and Final Exam Handout
(6 December)

CASE STUDY PRESENTATIONS
PH 729

SUBJECT: INSTRUCTIONS TO CASE STUDY PARTICIPANTS

1. Case studies provide the framework for understanding and learning from disaster management operations both domestically and internationally.
2. Depending on class size, case study panels may vary from 3 to 5 students. Panels will work as a team to develop a case study worthy of presentation and documentation for future reference.
3. Case studies may review any previous domestic or international disaster. Panels may develop the study from the standpoint of any public health organization, humanitarian relief organization, UN agency, donor country, etc.
4. Case studies must include, as presentation topics the following:
 - A. What were the mission objectives (why your organization became involved)?
 - B. What assessment, survey, and/or surveillance techniques were utilized and why? Data must be presented in appropriate epidemiologic format.
 - C. What were the characteristics of relief components (what did your organization provide)?
 - D. What major problems were encountered? What lessons were learned that should be carried over to the next relief effort?
 - E. Define the major public health problems and how they were addressed by your organization.
 - F. Critique of your organization's mission.
5. Panels will acquire and utilize all available documents, agency assessments, case studies, etc., to prepare their presentation and written report.
6. Sixty percent of the course grade will be determined by the case study project, ten percent of which will be the panel's ability to work as a public health team.
7. Ingenuity, creativeness, and professionalism will be recognized and rewarded.

F.M. Burkle, Jr., MPH, MD

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RECOMMENDED TEXTS AND REFERENCES:

Auf Der Heide, E: *Disaster Response. Principles of Preparation and Coordination* C.V. Mosby Company 1989.

Burkle, FM, Sanner, P, Wolcott, B: *Disaster Medicine. Application for the Immediate Management and Triage of Civilian and Military Disaster Victims*. Medical Examination Publishing Co. New York 1984.

Boyd, RD, Edlich, RF, Micik, S, *Systems Approach to Emergency Medical Care*. Appleton-Century-Crofts, Norwalk, Conn. 1983.

PAHO. *A Guide to Emergency Health Management After Natural Disaster*. Scientific Publication #407. 1981.

PAHO. *Health Services Organization in the Event of Disaster*. Scientific Publication #443. 1983.

Gunn, Swa: *Multilingual Dictionary of Disaster Medicine and International Relief*. Kluwer Academic Publishers, Boston, 1990.

Austin, Linda S.: *Responding to Disaster: A Guide for Mental Health Professionals*. American Psychiatric Press, Inc., Washington, 1992.