

PLANNING AND EMERGENCY MANAGEMENT

COURSE OUTLINE

Required Texts:

- (1) Disaster Planning: The Preservation of Life and Property. Harold D. Foster, Springer - Verlag, New York, 1980.
- (2) Natural Hazards and Public Choice: The State and Local Politics of Hazard Mitigation. Peter Rossi, James Wright and Eleanor Weber-Burdin, Academic Press, New York, 1982.
- (3) Geological Hazards, Resources and Environmental Planning. Gary Griggs and John A. Gilchrist, Second Edition, Wadsworth Publishing Co., 1983.
- (4) Reconstruction Following Disaster. J. Eugene Haas, Robert Kates, Martyn Bowden, University of Colorado (IBS #6), Boulder, CO, 1977.
- (5) Land Use Management and Regulation in Hazardous Areas. Earl J. Baker and Joe Gordon McPhee, University of Colorado (IBS #6), Boulder CO, 1975.
- (6) General Accounting Office. "National Flood Insurance; Marginal Impact on Flood Plain Development." Washington, D.C., 1980.

Recommended Readings:

- (1) "Jackson Flood 1979: Public Policy Disaster," Rutherford H. Platt, American Planning Association Journal, (Spring 1982), pp. 219-231.
- (2) "How Prepared is Your Community for its Next Emergency: A Manager's Checklist," Local Government Emergency Management: A Practitioner's Workbook. Handbook Series No.3, International City Management Association and the Federal Emergency Management Agency, 1980.
- (3) "Coping with Floods: The Land Use Management Paradox" Journal of American Planning Association. R. J. Burby and S. P. French, (July 1981).
- (4) "What an Emergency Plan Should Cover: The Key Planning Issues." Atlantic Richfield Co., Los Angeles, CA, A. Prud'Homme, 1982.
- (5) Interorganizational Coordination. David Rogers, Iowa State University, Ames, IA, 1982.
- (6) A Primer for Preparedness for Acute Chemical Emergencies. Kathleen J. Tierney, Disaster Research Center, Ohio State University, Columbus, OH, 1980.

- (7) Seismic Hazards and Land-Use Planning, D. R. Nichols and J. M. Buchanan-Banks, Geological Survey Circular 690, 1980.
- (8) Natural Hazard Risk Assessment and Public Policy: Anticipating the Unexpected. W. J. Petak and A. A. Atkisson, Springer - Verlag, New York, 1982.
- (9) Disaster Planning for Local Government. Roger E. Herman, Universe Books, New York, 1982
- (10) "Coping with Floods: The Land Use Management Paradox". Journal of The American Planning Association, (July 1981).

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Introduction:

This course is designed for graduate-level study leading towards a masters degree in public administration (MPA). Although designed for graduate-level study, this material can be modified to complement undergraduate programs in public administration.

The purpose of this course is to provide an understanding of how the planning process, both administrative and land use planning, can be used to help government prepare and respond to natural and technological disasters.

The required and recommended readings focus on providing an understanding of:

1. The stages of planning for disaster mitigation, preparedness and response.
2. The importance of land-use planning in communities.
3. Case studies.

Objectives:

Public management that is highly responsive to emergencies can save lives and property. The importance of a proper planning program and control over land-use planning will aid communities in receiving disaster relief and in marshalling resources for reconstruction. Administrative planning can also avoid jurisdictional "turf wars" between agencies during disasters.

This course is designed as a graduate level seminar. Material will be presented on determining relevant planning strategies in emergency management. Also, material on prevention, warning, evacuation, rescue and recovery planning will be covered. The planning function is part of an integrated emergency response system involving other agencies and management systems in dealing with disasters.

Format:

This course can be used separately or as a part of a series of classes with appropriate modification.

Nine intensive seminar sessions of two-to-four hours' duration comprise this course.

A comprehensive bibliography citing relevant literature which addresses major policy issues in emergency management is provided to assist seminar participants in the development of written assignments. Also, the bibliography provides a basic point of departure for further research on emergency management policy issues or specific planning decisions. The on-going identification and assessment

of new literature is encouraged.

Prior to each seminar session, participants are required to complete all assigned readings. Additionally, participants are expected to prepare a two-to-five page summary of the assigned readings which either the individual or the instructor selects from the relevant bibliography. These papers are to be duplicated and disseminated to both seminar participants and the instructor. Each participant is expected to present an overview of relevant findings and be prepared to defend salient points addressed.

In addition to the above requirement(s), each seminar member is required to develop a ten-to-twenty page comprehensive research paper on either an emerging planning issue or a specific planning decision (such as the location of hazardous material storage facilities). The specific focus of the research paper will be determined by the instructor. The paper is to be analytical and not solely narrative or speculative. As a minimum, the final research paper should:

1. Contain a clear problem statement;
2. Identify key actors (e.g. proponents and opponents) and their positions;
3. Provide an outline of the alternatives and consequences of the planning decisions;
4. Contain an assessment of decisions made; and,
5. Critically assess the degree of success in implementing the planning issue or decision.

After initial lectures, the instructor serves primarily as a discussion leader and resource person. Depending on appropriateness and availability of resources, films, guest speakers, simulations, case studies and field trips may be used to complement instruction.

Evaluation:

Performance evaluation of seminar participants shall be based on the quality of: (a) written assignments; (b) weekly presentation summarizing reviews of selected or assigned literature; and (c) the comprehensive research paper and its defense during the final seminar session.

Evaluation criteria for assessing written assignments include: (a) the quality of research design; (b) writing; (c) organization; and (d) presentation/defense of research papers.

A final factor used in assessing performance is the quality of each person's participation in seminar discussions.

Course Content:

Session 1. Introduction and Comprehensive Planning

Readings: Foster:	Chapter 1: Introduction
	Chapter 2: Risk and Comprehensive Planning
Griggs and Gilchrist:	Chapter 1: Preliminary Concepts in Planning
Rossi, Wright and Weber-Burdin:	Chapter 1: Policy, Politics and Natural Hazards
	Chapter 3: How Important are Natural Hazards Problems to State and Community Elites?
	Chapter 4: Elite Support Levels for Federal Disaster Policy Alternatives

Film: Countdown to Disaster

Assignment: From bibliography on Planning and Emergency Management select a reading assignment and prepare a presentation to seminar participants. Papers should meet requirements stated above in the format section.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 2. Risk Assessment and Predicting and Preventing Disaster

Readings: Foster	Chapter 3: Development and Spatial Distribution of Risk
	Chapter 4: Safety by Design
	Chapter 5: Predicting and Preventing Disaster
Griggs and Gilchrist:	Chapter 2: Geologic Hazards Planning and Cases
	Chapter 3: Seismic and Volcanic Cases and Planning

Film: Role of the National Emergency Training Center

Assignment: Make a second selection from the planning bibliography and focus on a policy issue related to planning. Again, papers should cover the five required elements stated above.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 3. Disaster Warning Systems, Preparedness Planning and Public Assessment

Readings: Foster: Chapter 6: Warning Systems

Rossi, Wright and Weber-Burdin Chapter 5: Popular Assessments of Hazards

Chapter 6: Elite Appraisals of NFIP

Chapter 7: Patterns of Interest and Power in Nonstructural Hazard-Mitigation Politics in Local Communities

Assignment: Select a community emergency response plan and critique its content, options, application, prospects for successful use of standard operating procedures, and degree of public support and awareness.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 4. Geological Considerations in Planning and Emergencies

Readings: Griggs and Gilchrist: Chapter 4: External Hazards Soils

Chapter 5: Landslides and Mass Movements

Chapter 6: Subsidence and Collapse

Chapter 7: Coastal Processes

Chapter 8: Surface Hydrology and Flooding

Assignment: Using references from bibliography or from technical studies examine in a short paper what preparations the selected community has made to deal with geologic hazards (such as a seismic safety element in a comprehensive plan).

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 5. Emergency Plans as Operating Instruments and Legal Concerns

Readings: Foster Chapter 7: Disaster Plans

Griggs and Gilchrist: Chapter 13: Environmental Planning
(methods of land use control)

Chapter 14: Environmental Law and Impact Analysis (property rights and land use law, inverse condemnation and local government liability)

Rossi, Wright and Weber-Burdin: Chapter 8: Hazard Mitigation Legislation

Assignment: Review litigation against government entities with reference to court decisions on land use matters in connection with an emergency or a disaster. To what extent can government be held liable for damages as a result of a disaster? Also, can government prohibit land use development in areas of inverse condemnation? Respond to these questions using legal cases or legislation. You may also want to explore the personal liability of government officials (city managers, etc.) with reference to personal property losses by citizens arguing the government was not adequately prepared or should not have developed land subject to hazards.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 6. Planning and Technological Hazards: Nuclear and Chemical Emergencies

Readings: Griggs and Gilchrist: Chapter 9: Groundwater Contamination

Chapter 10: Waste Treatment and Disposal Planning

Chapter 11: Mineral Resource Planning and Regulation

Chapter 12: Nuclear, Coal, Petroleum and Other Energy Resources

Film: The Killing Ground (documentary)

Recommended: General Accounting Office: Areas Around Nuclear Facilities Should Be Prepared for Radiological Emergencies

Assignment: Write a paper using sources in the bibliography or other technical reports and review how government or community land use plans deal with technological hazards.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 7. Land Use Planning and Technological Emergencies

Readings: Baker and McPhee: All: Land Use Management and Regulation in Hazardous Areas

Recommended: Tierney: Primer for Preparedness for Acute Chemical Emergencies

Film: Love Canal (Hooker Chemical Co.) Case and FEMA

Assignment: Review cases or case litigation on chemical spills or other technological emergencies using the five points of content mentioned in the format section of the outline.

Write a brief paper and be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 8. Reconstruction Following Disaster and Planning Implications

Readings: Haas, Kates and Bowden: Chapter 2: Reconstruction (issues, recovery, alternatives)

Foster: Chapter 8: Construction and Reconstruction

Rubin: All: Case Studies of Communities Recovering from Disasters

Recommended: General Accounting Office: Federal Disaster Assistance: What Should the Policy Be?

Assignment: Prepare for presentation of overall course research paper.

Be prepared to discuss and defend significant findings at the next scheduled seminar session.

Session 9.

Assignment:

Activity: Presentation of final course research papers and review of findings.

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