#### COURSE OUTLINE

#### Required Texts:

- (1) Natural Hazards and Public Choice: The State and Local Politics of Hazard Mitigation. Peter Rossi, James Wright, Eleanor Weber-Burdin, Academic Press, New York, 1982.
- (2) Natural Hazard Risk Assessment and Public Policy: Anticipating The Unexpected. William Petak and Arthur Atkisson, Springer-Verlag, New York.
- (3) Reconstruction Following Disaster. Eugene Haas, Robert Kates, Martyn Bowden, University of Colorado (IBS #6), Boulder, CO, 1977.
- (4) General Accounting Office, "National Flood Insurance," (GAO/RCED-82-105), August, 1980.
- (5) General Accounting Office, "National Flood Insurance," (GAO/RCED-83-53), January, 1983.
- (6) General Accounting Office, "Improved Administration of Federal Public Disaster Assistance Can Reduce Costs and Increase Effectiveness," 1982.
- (7) Economics of Natural Disasters: Implications for Federal Policy.

  Douglas Dacy and Howard Kunreuther, Free Press, New York, 1979.
- (8) Will Local Government Be Liable for Earthquake Losses? Berkeley, CA, Association of Bay Area Governments, 1979.

#### Recommended Readings:

- (1) American Land Planning Law: Cases and Materials. N. Williams, 1979.
- (2) Disaster Planning for Local Government. Roger E. Herman, Universe Books, New York, 1982.
- (3) Geological Hazards, Resources and Environmental Planning. Gary Griggs and John Gilchrist, Wadsworth Publishing Co., 1983.
- (4) Conquering Disaster. Thomas Drabek and William Key, 1984.
- (5) Organizations and Environments. Howard Aldrich, Prentice Hall, New York, 1979.
- (6) Alternatives to Regulation: Managing Risks to Health, Safety and the Environment. Michael Baram, Lexington Books, Lexington, MA, 1981.

- (7) Environment, Pitfalls of Hazard Management." Thomas Bick and Roger Kasperson, 1978.
- (8) "Patterns of Interorganizational Relationships." Richard Hall, et al., Administrative Science Quarterly, 22 (Sept. 1977), pp. 457-474.
- (9) Disaster Insurance Protection. Howard Kunreuther, et. al., Wiley Interscience, New York, 1978.
- (10) "Disaster Planning. Small and Large." E. L. Quarantelli, Disaster Research Center, Ohio State University, Columbus, OH, 1981.
- (11) "Managing the Recovery from a Natural Disaster." Claire Rubin, Washington, D.C.: Management Information Service Report, Vol. 14, No. 2, International City Management Association, (Feb. 1982).
- (12) A Primer for Preparedness for Acute Chemical Emergencies, K.J. Tierney, Disaster Research Center, Ohio State University, Columbus, OH.

PUBLIC MANAGEMENT, FINANCE AND LIABILITY ISSUES IN EMERGENCY MANAGEMENT

#### 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 course can be modified as appropriate to complement undergraduate programs in public administration.

Intended as a course designed to provide an understanding of financial and liability issues in emergency management, the purpose of this course is to provide a point of departure for understanding the issues and policy decisions that are associated with major natural and technological disasters.

As a graduate-level course, an appropriately thorough examination of research relevant to financial and liability management strategies in emergency management is expected.

The required and recommended readings are intended to provide an understanding of:

- 1. Key elements in financial management;
- 2. Legal issues and liability consequences of decisions and policies;
- 3. Case studies on litigation involving emergency management; and,
- 4. Understanding financial management and cost recovery in disasters.

#### Objectives:

The primary course objectives are to (1) identify the key managerial strategies used successfully by emergency managers to maintain agency integrity and improve preparedness; (2) examine the similarities and differences in strategies used by emergency managers in urban and rural areas; (3) review the communication, cooperation and coordination mechanisms used among agencies; (4) compare strategies that are found to be most successful; (5) examine the legal consequences of disasters; (6) assess the economic outcome of disaster-impacted communities; and, (7) analyze selected case studies which illustrate the key concepts and effective strategies. Knowledge of the above would improve the administrative response by governments during emergencies and reduce the subsequent loss of life and property.

#### Format:

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

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

A comprehensive bibliography citing relevant literature which addresses major policy issues and decisions surrounding intergovernmental relations and 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 emerging intergovernmental relations policy issues or specific policy 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 required 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 requirements, each seminar member is required to develop a fifteen-to-twenty page comprehensive research paper on either an emerging policy issue or a specific policy decision. 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;
- Provide an outline of the alternatives and consequences of the policy issue/decision;
- 4. Contain an assessment of decisions made; and,
- 5. Assess critically the degree of success in implementing the policy 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 presentations 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 I. Introduction of Public Management and Emergency Management

Readings: Rossi, et al.: Chapter 1: Policy, Politics and Natu-

ral Hazards

Chapter 2: The Study Design

Petak and

Atkisson: Chapter 1: Anticipating the Unexpec-

ted and Public Policy Pro-

blems

Chapter 2: Natural Hazards Character-

istics and Mitigation

Film: Countdown to Disaster

Assignment: Using the bibliography provided or other recommended read-

ings, describe the various approaches the authors you select have taken in describing emergency management policy or identify a major policy issue in emergency management using the bibliography as a point of departure. In examining these issues discuss (1) history of the issue; (2) who is affected; (3) what existing policy is relevant and what alternatives are taken; and (4) what tradeoffs are reflected in the policies made and what assumptions about the premises are made, such as what is the "proper role of government."

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

# Session 2. Setting Priorities, Perceptions and Approaches to Emergency Management

Readings: Rossi, et al.: Chapter 3: How Important are Hazard

Problems

Chapter 4: Elite Support Levels for

Federal Disaster Policy

Alternatives

Public Policy Approaches Chapter 3: Petak and Atkisson: to Management of Hazards

"Federal Disaster Assis-General Accounting Office:

tance: What Should the

Policy Be?"

The National Emergency Training Center Film:

Select an emergency plan that exists in your community or Assignment: another community and describe its format, content, alternatives and management strategies. How successful do you think its management strategies are and how is it integrated with other levels of government?

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

### Session 3. Risk Assessment and Public Reaction

Assessments Chapter 5: Popular of Readings: Rossi, et al.:

Hazard Policy: The Case of California's Nine Com-

munities

Methodologies for Hazard Petak and Atkisson: Chapter 4:

Analysis

Haas, Kates and

Chapter 2: Policy Issues Influencing Bowen:

Reconstruction

Film: The Case of Love Canal and FEMA

Review the literature and write a paper on what the public Assignment: reaction is to planning for emergencies, responding to emergencies and opinions about emergency plans.

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

#### Session 4. Economic Considerations in Emergency Management

Readings: Rossi, et al.: Chapter 6: Elite Appraisal of the

> National Flood Insurance Act of 1968. (State vs.

Local Interests)

Petak and Atkisson: Chapter 5: Hazard Exposure and Loss

Analysis--Cost Escalations in Catastrophic Losses

Chapter 6: Hazard Mitigation Costs

and Impacts (Loss Reduction Analysis, Cost Analysis, Economic Payoffs)

General Accounting Office: "National Flood Insurance,

1982"

General Accounting Office: "National Flood Insurance,

1983"

General Accounting Office: "Improved Administration

of Federal Public Disaster Assistance Can Reduce Costs and Increase Effec-

tiveness, 1982"

Assignment: Option 1: Write a paper outlining the costs of emergency management or loss analysis and describe the methodology of

arriving at your calculations.

Option 2: Review the operations of the Federal Insurance Administration (National Flood Insurance Act of 1968) and the economic impact it has on communities experiencing an emergency. One of the issues you may want to address is should an entire county or region be declared a disaster area because one part of it suffers some type of loss? What implications does this have on the federal and state governments? What impact does this have on the future of federal matching funds or state-local contribution for sharing the costs of reconstruction?

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

## Session 5. Economics of Disaster and Cost Recovery

Readings: Dacy and Kunreuther: Economics of Natural Dis-

asters: Implications for

Federal Policy

Petak and Atkisson: Chapter 7: Catastrophic Hazard Occurrences

Film: The Killing Ground

Assignment: With the assistance of your instructor, review the cost consequences of a major disaster and apply the use of national flood insurance as an example. Describe how the program works, and how it could be improved.

Session 6. <u>Interest Groups Impact on Management and State-Local Legislative Policies</u>

Readings: Rossi, et al.: Chapter 7: Patterns of Interest and
Power in Nonstructural

Hazard Mitigation Politics

in Local Communities

Chapter 8: Patterns of Group Activity

and Power in State Hazard Mitigation Legislation

Petak and Atkisson: Chapter 8: Policy Makers, Stakehold-

ers, and Candidate Policy

Problems

Assignment: Identify the key interest groups in your community that have been, or are likely to be key participants(s) in policy making in emergency management or responders to emergencies that may take place in your community. You may wish to select a community emergency response plan and review it along with whom the key participants were in its development and application.

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

Session 7. <u>Legal Aspects of Emergency Management and Constraints in Management Policy</u>

Readings: Petak and Atkisson: Chapter 9: Constraints on Public Man-

agement

Margerum: All: Will Local Government Be

Liable for Earthquake

Losses?

Recommended: Griggs and

Gilchrist: Chapter 14: Environmental Law and

Impact Analysis

Williams: American Planning Law

Assignment: Review case litigation (and cost consequences if available) of government entities and individual policy makers impacted by lawsuits over the handling of an emergency. You may want to use a case format for presentation of the title and citation and year, facts or background, legal questions(s), court decision or holding, opinion of the court and summary comment. Select at least four cases. Be prepared to discuss the policy consequences during the presentation.

Session 8. Management Alternatives and Policy Alternatives

Readings: Petak and Atkisson: Chapter 10: Policy Alternatives

Assignment: Dividing the members in the seminar, each two or group select a case or review a policy alternative at the (1) federal, (2) state, (3) local government, or (4) private

sector as to handling of emergencies and options.

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

the next scheduled seminar session.

Session 9. Reconstruction Management

Readings: Haas, Kates and

Bowen: Chapter 1: The Pace of Reconstruction

Chapter 2: Issues in Reconstruction Chapter 3: Re-establishing Homes and

Jobs

Chapter 5: Alternatives

Chapter 6: Summary and Recommendations

Assignment: Prepare for presentation of final research paper.

Session 10.

Assignment:

Activity:

Presentation of final research papers with findings.

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