UNIVERSITY OF DELAWARE
(DEPARTMENT OF POLITICAL
SCIENCE)
PSC 456, Spring 1993

Disaster and Politics
Studies in U.S. Emergency Management

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308 Smith Hall, Office Phone 831-2355 or 831-1943
Office Hours: Mon & Fri. 1-3:30 pm

Overview
This is a course I designed myself and I have wanted to teach it for a long time. In the spring of 1988 the Special Sessions Office faculty advisory committee approved this as an experimental course because it represented in their view an example of innovative course development. It was only one of three courses approved for a planning grant. The first time the course was offered was in the Winter session of 1989. Since then I have taught it in Winter session 1990, and in the Springs of 1991, 1992, and now 1993.

You might ask yourself, why disaster policy? What is emergency management? What’s important about disaster policy? What is a “disaster”? Can I get a job if I know this stuff? Doing what? Why does government care about disaster? Which levels of government prepare for and respond to disaster? How is disaster policy the same (or different from) say, housing policy? energy policy? environmental policy? transportation policy? etc. Has there really been academic study of disasters? If so by whom and why did they do it? Can governments avert disasters or make them less destructive? Who pays for disaster response and recovery? Why should the nation care about a disaster that only affects a tiny fraction of the land area of the country? Why does government care about disasters that occur outside the United States? Are major disasters increasing or decreasing in frequency? “Lotsa” questions. I will, helped by you answer most if not all of these questions in this course. Academically this course for most of you is like the key precept of “Star Trek”—It takes you “where no one has gone before.”

We will spend the first few classes answering these questions. Besides their newsworthiness and spectacular character, disasters pose political and administrative challenges. Disasters and emergencies involved many questions, among them?

- Why and how did the disaster or emergency occur?
- Were government officials adequately prepared for it?
- Was the public adequately forewarned about it?
- How did the authorities respond before, during, and after the disaster event?
- Could loss of life and property damage been averted?
- Can we prevent it from happening again or reduce the likelihood it will happen again?
- Can we mitigate (reduce or alleviate) the scale of damage in the next comparable disaster?
• Who pays for restoration and repair after a disaster?
• How are federal, state, and local governments organized to address and prevent disasters and emergencies?
• What laws are directed to disaster preparedness and recovery?
• What are the political ramifications of disasters?
• Which agencies handle disasters inside the U.S.? Which agencies address disasters happening outside the U.S.?
• What special interest groups are involved in disaster policy making and emergency management?

Many of these questions may not seem to be of an academic nature, but I will show you that they very much are. There is an emerging body of scholarship on disasters and emergency management. In this very class there may be people who will embark on careers as emergency managers. The entire profession of emergency management is growing. Why? Because it is very much needed. People want to know how organizations, public and private, function under the stress that disasters and emergencies pose. Insurance companies want to help minimize their payout of claims by helping and encouraging their policyholders (private corporations, homeowners, and municipal/special district governments) to prepare for, and mitigate the effects of, disaster. Many new federal, state, and local laws require corporations, utilities, and homeowners to take specific precautions against disaster threat. Liability and negligence law and cases, as well as huge court settlements, have made public and private authorities aware of the need to prepare for and if possible avert disasters and emergencies.

More than this, disasters and major emergencies require a governmental response. Public warning, search & rescue, evacuation, sheltering, in-kind or cash relief assistance, emergency public works restoration, disaster loans for reconstruction of private facilities or home repair, unemployment assistance, medical aid, and extraordinary interorganizational cooperation are a few essentials of post-disaster aid.

I hope this course makes you as fascinated with the field as I am. The earthquake near San Francisco, the crash of Pan Am flight 103 over Scotland, the eruption of Mt. St. Helens in Washington State, a never-ending underground mine fire in Centralia, Pennsylvania, the collapse of the Hyatt Skywalk in Kansas City, Missouri, and major building collapse in New York City all seem quite different, but each has common elements visible through the study of emergency management. This course will draw heavily on “highly readable” case studies. We will attack one or two case studies in most class sessions. I will not always lecture on each case, but will instead pose leading questions about your views and observations on each case. There is a general core of conceptual information in this course, but it will be re-enforced through case study analysis. Also, students will be assigned case study readings and will be expected to lead discussion on those readings.
**Requirements**

There will be two tests, a final [third] exam, a 10-15 page research paper, and several quizzes in this course. Each test, including the final exam, focuses on work covered since the previous test. No single test or exam is comprehensive for the entire course.

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<th>ITEM</th>
<th>RELEVANT DATE</th>
<th>COVERS ASSIGNMENTS</th>
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<tr>
<td>20%</td>
<td>TEST 1</td>
<td>WED. MARCH 3</td>
<td>FEB. 10 TO MAR. 1</td>
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<td>20%</td>
<td>TEST 2</td>
<td>FRI. APRIL 9</td>
<td>MAR. 5 TO APR. 7</td>
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<tr>
<td>25%</td>
<td>FINAL EXAM</td>
<td>FRI.*, MAY 21 1:00-3:00 PM</td>
<td>APR. 12 TO MAY. 19</td>
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<td>8%</td>
<td>STUDENT PRESENTATION</td>
<td>TBA</td>
<td>CASE ASSIGNMENT</td>
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<td>6%</td>
<td>QUIZZES</td>
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<td>PARTICIPATION &amp; ATTENDANCE</td>
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<tr>
<td>15%</td>
<td>RESEARCH PAPER</td>
<td>DUE MAY 4 BY 5 PM</td>
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*The University scheduled us for a last class on Wed., May 19.

**Each quiz will contain short answer questions.
Instructor Policies

Research Paper

To clarify some of the above and to be more explicit about grading policy, note the following. One research paper is required in the course. Please make it a point to meet with me to discuss the topic of your paper BEFORE 5 p.m. March 1. We can meet in office hours any time between the start of the course and Monday, March 1 at 5 p.m. If you miss meeting with me at my office to arrange a topic, I will supply one for you on class meeting of March 3. We must get the topic worked out by March 1 so that you can feasibly get your paper researched, organized, written, edited (by you or a friend), and submitted on or before Tuesday, May 4 at 5 PM. You are welcome to show me draft copies, outlines, research notes, etc. before you turn in your paper. I only grade the finished paper, and my advice on your preliminary work may help you do a better paper. I will have a handout for you advising you on paper preparation, organization, footnoting, etc.

Take-Home Essay Option

In the three previous times I taught this course, I have given students the option of doing the essay portion of each test on a take-home essay basis if they wish. Here’s how it works.

I give you each a different take-home essay question a week before each test. At the test you turn in your typed (double spaced) take-home essay, documented [means with sources endnoted or footnoted with quotes, text superscripted numbers] and complete, then it will count the 25-35 points that the essay portion of the test counts, and you need only answer the short answer (non-essay) portion of the test. If you choose not to do the take-home essay or if you cannot get it done on time, then you merely answer the essay portion of the test. This policy applies for all tests including the final exam. In the past students have liked this option and I would like to try it again. Since this class runs in 50-minute periods, doing a take-home essay will free up your time to concentrate on the short-answer portion of the test.

Student Presentations

You will be asked to make at several 20-25 minute in-class presentations, paired with one or more other students, at some time in the semester. The survey you completed the first day will help me make assignments. The point of this is to give you a chance to present the major points of a particular disaster case study or studies. You will have most, if not all, of the 50-minute period to present. You are free to use overhead transparencies, the blackboard, charts, figures, handouts, and sparingly a videotape (if you wish and if you scheduled the VCR and monitor in advance of your talk by letting me know a week before). You can ask the class questions and they can ask you questions too.
Missing a Test

You might ask yourself, what if I miss a test? If you miss the first or second test, you must complete a make-up test to be given at 2:30 p.m. Saturday, May 22 [The Reading Day]. You are advised that the make-up test is always more difficult than the original missed test and is never point curved.

What if I miss the final exam? I will consider an incomplete only if you have an excused absence. Then, you will have to complete a make-up exam some time in the fall semester. I don’t mean to appear harsh in making these policies so explicit, but in the past students have told me that they appreciate having requirements and test absence policy clearly explained from the start of the course.

Attendance and Participation Policy

What is the instructor’s attendance policy? I would appreciate it if you could attend all classes, but I understand that there may be reasons why you miss a few sessions. Class participation is 6% of your grade, but this is based on what you do when you attend class; it is not a reward for merely being there. This is a small class that I would like to handle as a seminar. I win be calling the roll until I know you. If you miss three classes or less, I will add two points to your final course grade. The scale below depicts attendance credits and debits. Note, deduction is not made from the participation grade but is instead deducted from the numeric value of your ultimate course grade.

Below is my scale of attendance credit and debits.

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<tr>
<th>Missing</th>
<th>Points</th>
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<tr>
<td>3 classes or less</td>
<td>2 pts ADDED to final grade</td>
</tr>
<tr>
<td>4 classes</td>
<td>2 pts DEDUCTED from grade</td>
</tr>
<tr>
<td>5 classes</td>
<td>5 pts DEDUCTED</td>
</tr>
<tr>
<td>6 classes</td>
<td>10 pts DEDUCTED</td>
</tr>
<tr>
<td>7 classes</td>
<td>15 pts DEDUCTED</td>
</tr>
<tr>
<td>8 or more classes</td>
<td>25 pts DEDUCTED</td>
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</tbody>
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I want you to know that I appreciate your class participation. The better prepared you are for each session, the more interesting the course will be for all of us. Participation points amount to 6% of course grade.

Please note that the last class in the course is MAY 19, and the final exam is to be given on MAY 21 here, 1st university exam day.

Instruction Methods

This course makes use of transparencies. Some copies of the transparencies may be made available at the start of class as handouts, but previous experience has proven it to be inadvisable to sell paper copies of transparencies at Kinko’s. You will sometimes have to take extensive notes. However, I will make a concerted effort to slow down, turnoff the projector, and converse
with you. If I go too fast ask me to slow down. There will be about 6-7 sessions when we will view videotape relevant to the case study disaster we are examining at the time.

**Books**

All four books below are required reading and are available in the University Bookstore. If any sell out let me know immediately, however, 20+ copies of each were on the shelf Feb. 6. My book and the Charles/Kim book are also on library reserve under this course number.


Charles, Michael T. and Kim, John Choon K. *Crisis Management: A Casebook*. 1988. This too is expensive but I will put two copies on reserve. However, we have extensive reading assignments from this book so it may be more advisable to purchase it than to try to read a reserve room copy.


I regret the high book costs but there is not much more I can do to shield you from this.

There will be some items placed on two-hour library reserve. You are advised not to wait until the last minute to read reserve room items because they may be lent to someone else when you want them.

Also, owing to the high cost of books, I did not ask you to buy one by Louise K. Comfort called *Managing Disaster*. There are a few reading assignments in it. This book is on reserve in the library reserve room.
Reading Assignments and Key Dates

Feb. 10 (Wed.):
Handout of course outline discussion of course plan and policies.

Feb. 12 (Fri.): What is Emergency Management?

Feb. 15 (Mon.):
What is a Presidential Disaster Declaration?

Feb. 17 (Wed.):
What is the Federal Emergency Management Agency?

Feb. 18 (Fri.):
Why Are Disasters of Local importance?
Videotape screening of CBS “60 Minutes” segment, “Is New York Falling Apart?”
EARTHQUAKE WEEK

Feb. 22 (Mon.): U.S. Earthquake Policy


Feb. 24 (Wed.): Earthquake Disaster Politics


Feb. 26 (Fri.):
San Francisco/Loma Prieta Earthquake of 1989

Viewing of next-day TV coverage. Open class discussion.

See Podesta & Olson, “Science and the State in Latin America: Decisionmaking in Uncertainty,” 296-312, in Comfort’s Managing Disaster, on reserve.

March 1, 5 PM is deadline for working out paper topic with the instructor

Mar. 1 (Mon.): Planning and Disasters
See Auf der Heide, Chs. 3-4 (pp. 33-78)

Mar. 3 (Wed.):
Test 1. No bluebooks necessary.

HURRICANE, TORNADO, and VOLCANO WEEK

Mar. 5 (Fri.): Hurricane Disaster


Tape, “Rebuilding After Hurricane Andrew”.

Mar. 8 (Mon.): Mt. St Helen’s Volcanic Eruption


Mar. 10 (Wed.): Tornado Disaster Recovery
[Test 1 returned, hopefully.]

March 12 (Fri.): Organization & Resources

Auf der Heide, “Resource Management” Ch. 6 (pp. 103-32) See Kreps, “Organizing for Emergency Management,” Ch. 2, pp. 30-54 in Drabek & Hoetmer on reserve.

**FLOOD DISASTER CLASS**

March 15 (Mon.):
Flood Disaster as State & Local Disaster


March 17 (Wed.):
Flood Disaster Continued from Monday


**TOXIC AND HAZARDOUS SUBSTANCE DISASTER & EMERGENCY**

March 19 (Fri.):
Toxics as Technological Disaster


Tape “Chemical Emergency” short VCR tape.

March 22 (Mon.):
More Hazardous and Toxic Disaster Policy


Note Monday, March 22 is last day to drop a course without academic penalty.
OIL SPILLS

March 24 (Wed.):
Oil Spills as Technological Disaster

Read Sylves’ paper circulated as a handout “Emergency Preparedness and Response in the Delaware Estuary.”

March 26 (Fri.): Valdez Oil Spill

Viewing of Cousteau Society PBS program “Outrage at Valdez.”

March 29, March 31, April 2:
NO CLASS MEETINGS DUE TO SPRING RECESS.

AVIATION DISASTER

April 5 (Mon.):
Commercial Aviation Disaster: Federal Policy

In Handbook see Baty “Air Disasters” Ch. 12, pp. 219-32.

April 7 (Wed.):
Commercial Aviation Disaster: Counter-Terrorism

Read Waugh’s “International Law and the 1985 TWA Hijacking,” Ch. 8 131-147, in Charles & Kim.

Tape “Frontline’s PanAm Lockerbie Disaster.”

April 9 (Fri):
Commercial Aviation Disaster: Ground Response Aviation Crashes.


Tape of 20/20’s investigation of the Gander crash.

April 12 (Mon.):
Test 2. No blue books needed.

April 14 (Wed.):
Interagency Communication

Auf der Heide, “Inter-Agency Communication” Ch. 5, (pp. 79-102).
April 16 (Fri.):


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**HIGH-RISE BUILDING DISASTER**

April 19 (Mon.):
MGM Grand and Hyatt-Regency Incidents

Read, Ruchelman, “The MGM Grand Hotel Fire,” Ch. 6., 101-114, and In Handbook, see Hy’s “Structural Failures,” Ch. 11, pp. 233-254.

April 21 (Wed.): Structural Failures
Waugh, “The Hyatt Skywalk Disaster,” Ch. 7, pp. 115-130, both in Charles & Kim. (Test 2 returned, hopefully).

**LOCAL TECHNOLOGICAL DISASTER CASES**

April 23 (Fri.): Emergency Services Work


April 26 (Mon.):
Long-term Community Disaster


April 28 (Wed.): Nuclear Emergencies


April 30 (Fri.): Nuclear Waste Env./Health Threat

Tape, “NOVA Nuclear Waste and Hanford Washington.”

May 3 (Mon.):
Local Disaster Planning Activity
Sutphen & Bott, “Issue Salience and Preparedness as Perceived by City Manager,” VII 133-153

See Gillespie, “Coordinating Community Resources,” Ch. 3, pp. 55-78 in Drabek & Hoetmer on reserve.

[Your Research Paper is due by 5 p.m. May 4 a Tuesday in 308 Smith, you can turn it in at the May 3 class if you wish.]

May 5 (Wed.):
Local Disaster Planning vs. Disaster Response


May 7 (Fri.):
Disaster Mitigation Politics

See Godschalk, “Disaster Mitigation and Hazard Management,” Ch. 6, pp. 131-160 in Drabek & Hoetmer book on library reserve.

In Handbook, see Moskow-Mckenzie & Freemuth, “Wildfire Hazards,” Ch. 8, 129-47.

Short video on Oakland Hills California fire of 1991.

May 10 (Mon.):
Managing Disaster Response

Auf der Heide, “Triage,” Ch. 8, (pp. 165-194)

See Perry, “Managing Disaster Response Operations,” Ch. 8, pp. 201-223 in Drabek & Hoetmer on reserve.

May 12 (Wed.): Media and Public Communications/Recovery From Disaster


May 14 (Fri.):
All Hazards Approach to Emergency Management
In Handbook, see Waugh & Hy’s “The Utility of All Hazards Programs,” Ch. 16, pp. 293-302.

May 17 (Mon.):
Government’s Emergency Management Capacity


**FINAL TEST PERIOD**

May 19 (Wed.):
Closing points and review for final.

May 21 (Fri.):
Final Exam (no bluebooks needed)
1:00-3:00 pm in our classroom.

May 22 (Sat.):
READING DAY MAKE-UP TEST at 2:30 be at my office at 308 Smith Hall if you missed test 1 or 2.

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HAZARDS, DISASTERS, AND SOCIETY

Sociology 467

Fall, 1998

Professor Kathleen Tierney Office Hours: Tues. and Thurs. 3-5

Disaster Research Center and by appointment

77 E. Main Street, Room 106 e-mail address: tierney@udel.edu

831-6618; 831-4203

DRC Home Page: http://www.udel.edu/DRC/homepage.htm

COURSE DESCRIPTION: This course provides an introduction to sociological and other social science research on disasters and community-wide emergencies. The course focuses on major theoretical and methodological approaches that are used to study the social aspects of disasters and hazards. Lectures and readings provide an overview of basic concepts and theories that are used in sociological studies of disasters. Course material covers the various phases of the disaster cycle, ranging from the pre-event phase through the post-impact emergency response and longer-term recovery periods. The subjects considered in the course include risk perception and communication; disaster preparedness; individual, organizational, and community response in disaster situations; the ways in which disasters affect households, businesses, and communities; and post-disaster recovery processes.

Required readings for the course consist of 24 book chapters, articles, and research reports. The readings can be found on electronic reserves and in hard-copy in the Morris Library Reserve Room.

A 10-15 page paper and an in-class presentation on the research you conducted for your paper are required. Grades in the course are also based on the midterm and final exams and on class participation. Weekly half-hour class discussions will focus on questions passed out one week in advance. Discussions will consider the assigned readings for the week, your own ideas and experiences, and the research you are conducting for the class.

Course readings should be done in advance; that is, reading assignments for a given week should be completed prior to the class meeting that week.
LECTURE TOPICS AND READING SCHEDULE

Week of August 31:

What is a disaster? Disaster types and phases. Key topics in the sociology of disasters. Relationships to other branches of sociology. The field of disaster research.

Reading: Fritz, “Disaster”

Week of September 7:

Introduction to social science theories of disaster: From social systems to social vulnerability and social constructionism


Week of September 14:

Theories of disaster (Cont’d.) Hazard perception and risk communication

Readings: Oliver-Smith, “Global Changes and the Definition of Disaster;” Cutter, “Scare of the Week: Risk Perception and Behavior;” Flynn, Slovic, and Mertz, “Gender, Race, and Perception of Environmental Health Risks”

Week of September 21:

Hazard perception and risk communication (Cont’d.) Preparedness for and response to disasters among individuals, households, and organizations


Week of September 28:

Individual, household, and organizational response to disasters (Cont’d).


Week of October 5:

Individual, household, and organizational response to disasters (Cont’d.)

Week of October 12:

Midterm exam-in class, October 13

Week of October 19:

Disaster Impacts. Factors affecting social vulnerability to hazards. Disaster recovery


Week of October 26:

Disaster recovery (Cont’d.); The U. S. hazard policy system


Week of November 2:

No class on Tuesday, November 3—Election Day

Week of November 9:

Crises associated with technology. “Natural” and “technological” disasters: How are they similar? How are they different?


Weeks of November 16, 23, and 30:

Student presentations

Week of December 7:
Strategies for assessing disaster vulnerability and reducing disaster losses. Course review.
Papers are due on class on Tuesday, December 8

Take-home final will be handed out in class. Finals are due at Prof. Tierney’s office at DRC no later than 5 pm on Friday, December 11.

COURSE REQUIREMENTS:

Your grade in the course will be based on the following:

Midterm exam...........................................................25%

Final exam .................................................................25%

Paper..........................................................................25%

Class participation and paper presentation ..........25%

The midterm exam will be a combination of objective (multiple-choice) and short-answer essay items. The take-home final exam will be all essay.

Attendance at lectures is strongly encouraged. New material is introduced in the lectures that is not covered in the readings.

Please be sure to complete the assigned readings for the week prior to coming to class that week. You should be familiar with what is contained in the readings and prepared to take part in discussions on the material.

POLICY ON MISSED EXAMS AND LATE PAPERS: Make-up exams will be given only in cases involving a serious medical emergency or a death in a student’s immediate family. Written documentation will be required in all cases. There are no exceptions to this policy.

Late papers will be penalized one-third of a letter grade for each day the paper is late (e.g., a paper that would otherwise be an “A,” but that is three days late, receives a “B”).

POLICY ON INCOMPLETES: The University’s policy is that incomplete are not to be given unless some extreme circumstance occurs that makes it impossible for a student to complete the work on time. Giving incomplete in less severe situations is unfair to other students who work hard to follow the course schedule. I expect all students to finish their assignments and complete their course work on time.