

# 2

## EMERGENCY MANAGEMENT STAKEHOLDERS

### Influencing the Decision-Making Process

#### Learning Objectives

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*Upon reading this chapter, students should be able to:*

- Compare and contrast stakeholders from social, economic, and governmental groups.
- Network with appropriate stakeholders to improve emergency planning.
- Evaluate how to involve communities in emergency management.
- Implement and evaluate an emergency management policy process.

#### Chapter Summary

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As this chapter illustrated, we are all stakeholders. Your job and the decisions you make as an emergency manager affects stakeholders. In turn, stakeholder and policy makers can affect how you do your job. Everyone has a voice, and that voice is often seen in the power we hold over each other. This chapter discussed stakeholders, the power relationships you develop with them, and the roles they play in emergency management. It also looked at how you can involve stakeholders (including your neighbors) in emergency management planning and processes. To do this, emergency managers must practice negotiation skills and understand how policies are influenced. Emergency managers need to obtain resources from local, regional, or federal sources, in order to try to influence policy, and prepare communities for emergencies.

This chapter also listed the important elements of an emergency management policy: how to formulate, adopt, implement, and evaluate one.

#### Key Terms

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<b>Business interruption</b>	The loss of revenue due to disruption of a business's normal production of goods and services in exchange for money.
<b>Capacity</b>	A measurement of an organization's ability to implement policy that includes budget allocations, staffing levels, and staff members' knowledge and skills.

<b>CERTs (Community Emergency Response Teams)</b>	Homeowners organized as groups to perform emergency management tasks in their neighborhoods. CERTs may also be known as Neighborhood Emergency Response Teams, or other similar names, but they all organize and train neighborhood volunteers to perform basic emergency response tasks such as search and rescue, and first aid.
<b>Economic groups</b>	Business stakeholders that organize the flow of goods and services and who are affected anytime there is an interruption to business caused by a disaster.
<b>Expert power</b>	Power that is based on someone's expertise on a particular topic. A physician has expert power.
<b>Focusing event</b>	A natural or technological disaster that draws public attention to the need for local disaster planning and hazard mitigation.
<b>Governmental groups</b>	Stakeholders who are part of the government's structure. The foundation of the government structure is the town or the city. The next layer is the county. The third level is the state. Cities and counties have varying levels of power from one state to another because states differ in the powers they grant. Most emergency management policies are set at the federal and state levels.
<b>Hazard adjustments</b>	Actions that can reduce vulnerability to disasters. These include actions such as purchasing hazard insurance, living in safer locations, and renting or buying homes that are resistant to disaster.
<b>Homeland Security Act</b>	Signed in November of 2002, the Homeland Security Act (HSA) restructured emergency management by integrating many agencies having emergency- or security-related functions into the Department of Homeland Security.
<b>Information power</b>	Power that involves true, new, and relevant facts or arguments. Information power can be exercised by either introducing or withholding information.
<b>Legitimate power</b>	Power that arises from one person's relationship to another and can come from a formal position. For example, any official elected by a fair voting process has legitimate power.
<b>Referent power</b>	Power that is based on a person's desire to be like the power holder. For example, many want to look like a glamorous celebrity. That celebrity therefore has referent power, especially in the area of beauty.
<b>Reward and coercive power</b>	Power frequently referred to as the "carrot and the stick" approach. Coercive power can produce deception to avoid punishment. Moreover, punishment typically produces continuing hostility.
<b>Stakeholder</b>	Someone who has, or thinks they have, something to lose or gain in a situation. An emergency management stakeholder is affected by the decisions made (or not made) by emergency managers and policy makers.
<b>Social groups</b>	Stakeholders that are primarily defined by households, who control a substantial amount of the assets (buildings and their contents) that

are at risk from disasters. Social groups also including neighborhood, service, and environmental organizations.

### **Window of opportunity**

The time during which local emergency managers are most likely to be able to influence policy. A window of opportunity usually opens immediately after a focusing event has drawn attention to hazard and closes after attention moves on to other public issues.

## **Lecture Notes**

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1. Ask students for examples of local stakeholders.
2. Ask a local emergency manager to come in and discuss policy adoption and implementation.
3. Ask a local political official to come into class and discuss how emergency managers can effectively get their issues on the agenda of the local government.

## **Suggestions for Learning Activities**

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1. Take 9/11 as an example of a focusing event and take the students through the standard policy process stages as outlined on page 35 of the book.
2. Take Hurricane Katrina as an example of a focusing event and take the students through the standard policy process stages as outlined on page 35 of the book.
3. Divide students into three groups. Ask each one of them to list three windows of opportunity that have occurred in recent years in either their home state or in other states. After fifteen minutes, ask each group for their examples.

## **Suggestions for Additional Resources**

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1. Visit the United States Geological Survey website at [www.usgs.gov](http://www.usgs.gov).
2. Visit the following website: <http://www.9-11pdp.org/> for information on the September 11, 2001 terrorist attacks.
3. Watch the documentary, "When the Levees Broke: A Requiem in Four Acts," a documentary about Hurricane Katrina by Spike Lee.

## **Answers to Self-Check Questions**

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### **Answers to Self-Check questions immediately following section 2.1**

1. **Define stakeholder.** Stakeholders are people who have, or think they have, something to lose or gain.
2. **How can households reduce their vulnerability to disasters (name three ways)?**  
Households can take actions, called hazard adjustments, which can reduce their vulnerability to disasters by:
  - Living in less hazard-prone locations
  - Renting or buying residences that are more resistant to wind, water and ground-shaking

- Taking precautions (such as boarding up their house) to lessen the impact of the disaster
  - Purchasing hazard insurance
3. **What are three private sector groups?**  
Private sector groups include:
- religious organizations
  - non-governmental organizations (NGOs)
  - non-profit organizations (NPOs)
  - community based organizations (CBOs)
  - businesses
4. **Define CERT.** Community Emergency Response Teams train emergency response volunteers at the neighborhood level, and organize them in groups capable of providing basic services such as triage, first aid, urban search and rescue, fire suppression, and damage and casualty estimates at the neighborhood level

**Answers to Self-Check questions immediately following section 2.2**

1. **Define business interruption.** **Business interruption** is the loss of revenue due to a disruption. Disasters cause business interruption.
2. **What are utility stakeholders (name three)?**  
A critical business stakeholder is public utilities, including:
- electricity
  - water
  - sewer services
  - solid waste management
  - telephone
  - television
  - internet access
3. **What role does the media play in disasters?** The media are important to the success of emergency management programs. The media cover all phases of emergency management. The media warn the public of coming natural disasters. The media also educate the public about hazards. The media both consume and create the news. They consume “hard news” by describing disasters. They also create “soft news” by reporting about emergency preparation measures. This “soft news” builds support for emergency management. Emergency managers should know their local news media and create relationships with reporters and producers.
4. **Name some businesses that are active supporters of emergency management.** Virtually all utilities, facilities that contain hazardous materials, and businesses on the coastline that are located in hazard prone areas.

**Answers to Self-Check questions immediately following section 2.3**

1. **What are three regional stakeholders?** Regional and state-level stakeholder agencies include:
- city and county councils
  - flood control districts
  - state-level coastal zone agencies

- geological services agencies, and
  - soil conservation agencies
2. **What are three national stakeholders?** National stakeholders agencies include:
    - US Geological Survey
    - Army Corps of Engineers
    - National Weather Service
    - Environmental Protection Agency
  3. **What is the function of state and federal government in disasters?** State governments have a number of important functions. State governments pass legislation that affects the decisions the local governments can make. For example, some states require local governments to engage in land use planning where other states do not (Burby, 1998). Moreover, state support for local emergency managers varies in terms of technical resources and funding.
 

The Federal Government function - In the case of a major disaster, local governments request aid from the state. If a state believes the response and recovery will require more resources than are available, it requests a Presidential Disaster Declaration for access to federal assistance. Most, but not all, requests for Presidential Disaster Declaration are approved. If a request is denied it is because FEMA may disagree that local and state resources have been exceeded. Between the passage of the Stafford Act in 1988 and 1998, only about one-fourth of the requests were denied (Sylves 1998). The federal government tries to use an objective set of criteria for issuing declarations. However, the process still includes many subjective decision points. Also, there are political considerations that affect the process. Very few Presidents are willing to deny a state resources during a disaster.
  4. **Define social groups, economical groups, and governmental groups.** Social groups are stakeholders that are primarily defined by households, who control a substantial amount of the assets (buildings and their contents) that are at risk from disasters. Social groups also including neighborhood, service, and environmental organizations.
 

Economic groups are business stakeholders that organize the flow of goods and services and who are affected anytime there is an interruption to business caused by a disaster.

Governmental groups are stakeholders who are part of the government's structure. The foundation of the government structure is the town or the city. The next layer is the county. The third level is the state. Cities and counties have varying levels of power from one state to another because states differ in the powers they grant. Most emergency management policies are set at the federal and state levels.

#### **Answers to Self-Check questions immediately following section 2.4**

1. **What are three ways to get stakeholders involved in emergency management?**
  - Encourage relationships among stakeholders to improve the flow of information, services, and supplies
  - Consult with all relevant agencies when making mitigation, response, and recovery plans
  - Coordinate the stakeholders as emergency operations plans are made
  - Coordinate the stakeholders as recovery operations plans are made
  - Coordinate stakeholders during the emergency exercises
  - Stage exercises frequently
  - Ask the State Emergency Management Agency for assistance in evaluating exercises
2. **What are two ways to the get the community involved in hazard prevention?**

- Talk up your work to your friends and neighbors. Discuss potential threats and the emergency management plans. Get informal reactions. Creating buzz about emergency management is an inexpensive and valuable way to get community support.
  - Set up a hazard hotline. Advertise the hotline. This is a useful way to receive information. You can also use the hotline to warn and inform the public of hazards. The FBI, for example, has a hotline for tips on criminals and terrorist activities.
  - Speak at schools, neighborhood and community organizations. Promote your work to people in the community that you don't personally know. Discuss potential threats and the emergency management plans.
  - Form citizen committees to help advise on the emergency management plans and to get volunteers for carrying out the plans. For example, volunteers can fill sandbags, direct traffic, and serve on search-and-rescue teams.
3. **What does LEPC stand for?** Local Emergency Planning Committees
  4. **Why is it good for emergency managers to work with groups?** Emergency managers can work with groups to ensure the adoption of policies that have several purposes. This way, the manager will have a base of support. For example, environmental groups are interested in preserving wetlands or riverine corridors for their scenic value and other reasons. These same lands can perform valuable functions by absorbing floods or by keeping housing out of a floodplain. To be successful, emergency managers must constantly find ways to work with stakeholders.

#### **Answers to Self-Check questions immediately following section 2.5**

1. **Define reward and coercive power. Give an example that relates to emergency management.** Reward and coercive power are frequently referred to as the “carrot and the stick” approach. The Federal Government can use this approach to encourage local emergency management organizations to implement Federal programs. Federal funding can be provided as a reward or withheld as punishment.
2. **Define legitimate power. Give an example that relates to emergency management.** Legitimate power arises from one person’s relationship to another and can come from a formal position. For example, any official elected by a fair voting process has legitimate power. The mayor of a community the power to choose the level of resources allocated to emergency management.
3. **Define expert power. Give an example that relates to emergency management.** Expert power is based on someone’s extensive knowledge of cause and effect relationships in a specific subject area. Physicians have expert power because they can diagnose illnesses from specific symptoms and they know how to treat those illnesses. An emergency management expert from a university may make recommendations to agencies that may be influenced by the expertise
5. **Define referent power. Give an example that relates to emergency management.** Referent power is based on one’s desire to be like the power holder. For example, many want to look like a glamorous celebrity. That celebrity therefore has referent power. Millions of magazines are sold with the headline of “Beauty Secrets from the Stars.” In emergency management, a community may pursue similar resources and organizational structure as a community considered to have a model emergency management organization.

6. **Define information power. Give an example that relates to emergency management.** **Information power** involves true, new, and relevant facts or arguments about a situation. Information power is exercised by either introducing or withholding information (Mechanic 1963). Information power is, in many respects, the most effective basis of power because it is socially independent. That is, once the new information is understood and accepted, its source becomes inconsequential. Several Federal agencies maintain vital information related to emergency management including the National Weather Service and the U.S. Geological Survey.

### Answers to Self-Check questions immediately following section 2.6

1. **What are three types of political agendas?** The systemic, the governmental, and the institutional.
2. **What are three situations in which the “window of opportunity” of policy setting might be closed?** Windows could close because of any of the following situations:
  - The problem is solved
  - Persistent failure to take any action
  - Another event occurs that shifts the public's attention
  - Key stakeholders, or advocates, for that policy leave, or are pushed out of, their positions in a policy making body
  - No possible course of action seems available
3. **What are three things you must do to formulate a policy?** Policy Formulation Checklist:
  - Identify the hazards.
  - Assess the probability and seriousness of each threat.
  - Design policies with a full awareness of the local politics.
  - Define clearly who are the targets of a policy (for example, what types of households and businesses).
  - Define what activities are to be regulated (for example, land-use practices and building construction practices).
  - Define which influence mechanisms are to be used (for example, technological advances, risk information, economic incentives, and legal penalties). The government has many alternatives. One option is to control lot sizes to limit the population at risk in hazard-prone areas. Also, the government can mandate that streets must be wide enough for large emergency vehicles such as fire trucks. Alternatively, building codes can restrict construction designs and materials.
  - Create public awareness campaigns.
  - Governments can promote the adoption of hazard-resistant land-use and construction practices. Two incentives are low interest loans and tax credits. Poor jurisdictions might not be able to provide these incentives.
  - Governments can require hazard-resistant land-use and building construction practices for construction permits. This requires on-site inspections.
4. **Define focusing event and window of opportunity.** A focusing event is a natural or technological disaster that draws public attention to the need for local disaster planning and hazard mitigation. A window of opportunity is the time during which local emergency managers are most likely to be able to influence policy. A window of opportunity usually opens immediately after a focusing event has drawn attention to hazard and closes after attention moves on to other public issues.

## Answers to Summary Questions

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1. A stakeholder is someone who has nothing to lose. True or **false**?
2. CERTs train emergency response volunteers at the neighborhood level. **True** or false?
3. Which of the following was started by FEMA and is a model that that involves businesses in reducing hazards and preparing for disasters?
  - A. CERTs
  - B. Project Impact**
  - C. Homeland Security
  - D. America's Most Wanted
4. Which of the following is power that involves true, new, and relevant facts or arguments.
  - A. Referent power
  - B. Legitimate power
  - C. Coercive power
  - D. Information power**
5. Which of the following is not an agenda type:
  - A. Economic**
  - B. Governmental
  - C. Institutional
  - D. Systemic
6. If a state believes the response and recovery from a disaster will require more resources than it has available, it does what?
  - A. Requests a Presidential Disaster Declaration**
  - B. Requests access to state funds
  - C. Requests military troops
  - D. Requests local volunteers
7. Zoning changes require public hearings. **True** or false?
8. Only business people can be policy entrepreneurs. True or **false**?

## Answers to Review Questions

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1. **Define stakeholder.** A stakeholder is someone who has something to lose or gain. An emergency management stakeholder is affected by the decisions made (or not made) by emergency managers and policy makers.
2. **Who are stakeholders (name three) you influence to get involved in emergency management?** Social, economical, and governmental stakeholders are the groups you can involve in emergency management.
3. **What types of power do stakeholders have (name three)?** Stakeholders have the following types of power:
  - reward
  - coercive
  - legitimate
  - expert
  - referent
  - information power



4. **What must you consider when formulating a policy?** You should consider the following when formulating a policy:
  - Identify the hazards.
  - Assess the probability and seriousness of each threat.
  - Design policies with a full awareness of the local politics.
  - Define clearly who are the targets of a policy (for example, what types of households and businesses).
  - Define what activities are to be regulated (for example, land-use practices and building construction practices).
  - Define which influence mechanisms are to be used (for example, technological advances, risk information, economic incentives, and legal penalties). The government has many alternatives. One option is to control lot sizes to limit the population at risk in hazard-prone areas. Also, the government can mandate that streets must be wide enough for large emergency vehicles such as fire trucks. Alternatively, building codes can restrict construction designs and materials.
  - Create public awareness campaigns.
  - Governments can promote the adoption of hazard-resistant land-use and construction practices. Two incentives are low interest loans and tax credits. Poor jurisdictions might not be able to provide these incentives.
  - Governments can require hazard-resistant land-use and building construction practices for construction permits. This requires on-site inspections.
  
5. **What factors affect policy implementation?** The following factors affect policy implementation: How easy the problem is to solve. Whether there is a clear link between the solution and the problem (for example, building dams to stop floods)? What level of technology and amount of resources is available to solve the problem?
  
6. **What is important about a focusing event?** It draws public attention to the need for local disaster planning and hazard mitigation.
  
7. **Successful implementation requires the policy to be consistent with the agencies' commitment and what?** Capacity
  
8. **What is one way in which expert power differs from information power?** Expert power is based on someone's expertise; information is based on who has the information. The person with information power can provide or withhold information.
  
9. **What 1968 program did Congress create in response to the rising taxpayer burden for flood victims?** National Flood Insurance Program (NFIP)

## **Answers to Applying this Chapter Questions**

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1. **If you wanted to create a local hazard mitigation program, who would you involve?**  
Sample answer: I would involve the economic, social, and political stakeholders. I would get businesses and individuals involved by educating them on how they can mitigate hazards.

2. **If you were in charge of FEMA, what power base would you have?** Sample answer: You would definitely have expert power and information power. Depending on your relationships with others, you could also have legitimate power. The Director of FEMA could also have reward and coercive power with the stated by rewarding and punishing states based on certain goals and objectives.
3. **How can emergency managers influence policy?** Sample answer: There are various ways to shape the policy agenda. First, use current events. A natural or technological disaster is a focusing event that draws public attention to the need for local disaster planning and hazard mitigation. For example, after the devastating tsunami of 2004, federal officials improved their early warning system. This window of opportunity is not open for long. The challenge for local emergency managers is to use this policy window while it is open. It is unknown how long such a policy window will stay open, or what will close it.
4. **The National Flood Insurance Program has been in place since 1968. You are in charge of evaluating its success. What criteria would you use and why?** Sample answer: Criteria for evaluating hazard management policies include present and future reduction of losses and reduction of expenses.
5. **You are the emergency manager of an area that is home to a nuclear power plant. You have an emergency plan in case there is a major accident at the reactor. However, you want to get the community more involved with the emergency plan. What steps do you take to get the community involved?** Sample answer: There are four simple ways to get the community involved in hazard prevention.
  - Talk up your work to your friends and neighbors. Discuss potential threats and the emergency management plans. Get informal reactions. Creating buzz about emergency management is an inexpensive and valuable way to get community support.
  - Set up a hazard hotline. Advertise the hotline. This is a useful way to receive information. You can also use the hotline to warn and inform the public of hazards. The FBI, for example, has a hotline for tips on criminals and terrorist activities.
  - Speak at schools, neighborhood and community organizations. Promote your work to people in the community that you don't personally know. Discuss potential threats and the emergency management plans.
  - Form citizen committees to help advise on the emergency management plans and to get volunteers for carrying out the plans. For example, volunteers can fill sandbags, direct traffic, and serve on search-and-rescue teams.
6. **You are in charge of coordinating response efforts to a terrorist attack. Your first scenario is a terrorist bombing the local university. First responders must arrive quickly. What agencies, businesses, and teams do you get involved and why?** Sample answer: I would get campus security involved. I would get university administration as well. We would discuss evacuation drills. In addition, I would get nearby businesses involved and let them know of what evacuation routes they would need. I would also practice drills with first responders. Finally, I would ask that students report suspicious behaviors.