Community Risk Reduction: A Policy Approach

CRR: PA-Student Manual

1st Edition, 3rd Printing-October 2019



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ACKNOWLEDGMENTS

The development of any National Fire Academy course is a complex process aimed at providing students the best possible learning opportunity we can deliver.

There are many players involved in the course development, each of whom plays an equally important part in its success. We want to acknowledge their participation and contribution to this effort and extend our heartfelt thanks for making this quality product.

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COURSE GOAL

The goal of "Community Risk Reduction: A Policy Approach" (CRR: PA) is to empower students with the ability to create, evaluate and defend public policy in their home community.

AUDIENCE, SCOPE AND COURSE PURPOSE

The potential target audiences for the CRR: PA course include: fire marshals, inspectors, code practitioners, plans reviewers, building officials, public education officers, Emergency Medical Services (EMS) officers, company officers and fire chiefs.

The scope of CRR: PA is to facilitate an understanding of how public policy can be used as an effective component of community risk reduction.

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SCHEDULE

TIME	DAY 1	DAY 2
8:00 - 9:00	Introduction	Unit 2: Problem Identification and Agenda Setting (cont'd)
9:00 - 9:10	*Break*	*Break*
9:10 - 10:20	Unit 1: Public Policy 101	Unit 2: Problem Identification and Agenda Setting (cont'd) Activity 2.2: Selecting a Priority Risk Issue or Situation — Grady County
10:20 - 10:30	*Break*	*Break*
10:30 - 12:00	Unit 1: Public Policy 101 (cont'd) Activity 1.1: Application of Public Policy	Unit 2: Problem Identification and Agenda Setting (cont'd) Activity 2.2: Selecting a Priority Risk Issue or Situation — Grady County (cont'd) Activity 2.3: Developing a Problem Statement — Grady County Risk Issue Activity 2.4: Strategic Approach to Reducing Risk
12:00 - 1:00	*Lunch Break*	*Lunch Break*
1:00 - 2:15	Unit 1: Public Policy 101 (cont'd) Activity 1.2: Review of the Vision 20/20 Initiative	Unit 2: Problem Identification and Agenda Setting (cont'd) Activity 2.4: Strategic Approach to Reducing Risk (cont'd)
2:15 - 2:30	*Break*	*Break*
2:30 - 5:00	Unit 2: Problem Identification and Agenda Setting Activity 2.1: Comparison of Pre-course Assignment Findings Assign roles	Unit 2: Problem Identification and Agenda Setting (cont'd) Activity 2.5: Intervention Strategy — Grady County Risk
Evening Graded Assignment 1		Activity 2.6: Intervention Strategy — Selected Home Community Risk — graded assignment due Wednesday morning.

Note: This schedule is subject to modification by the instructors and approved by the training specialist.

TIME	DAY 3	DAY 4
8:00 - 9:00	Unit 3: Policy Development Activity 3.1: Stakeholders — Grady County Risk	Unit 4: The Issue Resolution Process
9:00 - 9:10	*Break*	*Break*
9:10 - 10:20	Unit 3: Policy Development (cont'd) Activity 3.1: Stakeholders — Grady County Risk (cont'd) Activity 3.2: Selecting the Policy Planning Group — Grady County Risk Activity 3.3: Selecting a Public Policy — Grady County Risk	Unit 4: The Issue Resolution Process (cont'd) Activity 4.1: Understanding the Reality of Opposing Views
10:20 - 10:30	*Break*	*Break*
10:30 - 12:00	Unit 3: Policy Development (cont'd) Activity 3.3: Selecting a Public Policy — Grady County Risk (cont'd)	Unit 4: The Issue Resolution Process (cont'd) Activity 4.2: Preparing for the Issue Resolution Process — Grady County
12:00 - 1:00	*Lunch Break*	*Lunch Break*
1:00 - 2:15	Activity 3.3: Selecting a Public Policy — Grady County Risk (cont'd) Activity 3.4: Drafting a Public Policy — Grady County Risk	Unit 4: The Issue Resolution Process (cont'd) Activity 4.3: Issue Resolution Process — Grady County
2:15 - 2:30	*Break*	*Break*
2:30 - 5:00	Unit 3: Policy Development (cont'd)	Unit 4: The Issue Resolution Process (cont'd) Activity 4.3: Issue Resolution Process — Grady County (cont'd)
Evening Graded Assignment 2	Activity 3.5: Public Policy Considerations — Home Community Risk — graded assignment due Thursday morning.	

Day 3 Homework:
Read Unit 4

Day 4 Homework:
Read Unit 5

TIME	DAY 5	DAY 6
8:00 - 9:00	Unit 4: The Issue Resolution Process (cont'd) Activity 4.4: Negotiation and Compromise — Grady County	Unit 5: Policy Implementation and Application (cont'd)
9:00 - 9:10	*Break*	*Break*
9:10 - 10:20	Unit 4: The Issue Resolution Process (cont'd) Unit 5: Policy Implementation and Application	Unit 6: Evaluating the Effectiveness of Public Policy Activity 6.1: Evaluation Strategy for Public Policy — Grady County
10:20 - 10:30	*Break*	*Break*
10:30 - 12:00	Unit 5: Policy Implementation and Application (cont'd)	Unit 6: Evaluating the Effectiveness of Public Policy (cont'd) Activity 6.1: Evaluation Strategy for Public Policy — Grady County (cont'd)
12:00 - 1:00	*Lunch Break*	*Lunch Break*
1:00 - 2:15	Activity 5.1: Analysis of an Implementation and Application Process Activity 5.2: Create an Implementation and Application Plan — Grady County Public Policy	Unit 6: Evaluating the Effectiveness of Public Policy (cont'd) Activity 6.2: Evaluation Strategy for Public Policy — Home Community Risk Unit 7: Course Recap Final Examination Course Evaluation
2:15 - 2:30	*Break*	*Break*
2:30 - 5:00	Unit 5: Policy Implementation and Application (cont'd) Activity 5.2: Create an Implementation and Application Plan — Grady County Public Policy (cont'd)	Graduation
Evening Assignment 3	Activity 4.5: Preparing for the Issue Resolution Process — Home Community — graded assignment due Friday morning.	

Day 5 Homework:
Read Unit 6

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FIREFIGHTER CODE OF ETHICS

Background

The Fire Service is a noble calling, one which is founded on mutual respect and trust between firefighters and the citizens they serve. To ensure the continuing integrity of the Fire Service, the highest standards of ethical conduct must be maintained at all times.

Developed in response to the publication of the Fire Service Reputation Management White Paper, the purpose of this National Firefighter Code of Ethics is to establish criteria that encourages fire service personnel to promote a culture of ethical integrity and high standards of professionalism in our field. The broad scope of this recommended Code of Ethics is intended to mitigate and negate situations that may result in embarrassment and waning of public support for what has historically been a highly respected profession.

Ethics comes from the Greek word ethos, meaning character. Character is not necessarily defined by how a person behaves when conditions are optimal and life is good. It is easy to take the high road when the path is paved and obstacles are few or non-existent. Character is also defined by decisions made under pressure, when no one is looking, when the road contains land mines, and the way is obscured. As members of the Fire Service, we share a responsibility to project an ethical character of professionalism, integrity, compassion, loyalty and honesty in all that we do, all of the time.

We need to accept this ethics challenge and be truly willing to maintain a culture that is consistent with the expectations outlined in this document. By doing so, we can create a legacy that validates and sustains the distinguished Fire Service institution, and at the same time ensure that we leave the Fire Service in better condition than when we arrived.



FIREFIGHTER CODE OF ETHICS

I understand that I have the responsibility to conduct myself in a manner that reflects proper ethical behavior and integrity. In so doing, I will help foster a continuing positive public perception of the fire service. Therefore, I pledge the following…

- Always conduct myself, on and off duty, in a manner that reflects positively on myself, my department and the fire service in general.
- Accept responsibility for my actions and for the consequences of my actions.
- Support the concept of fairness and the value of diverse thoughts and opinions.
- Avoid situations that would adversely affect the credibility or public perception of the fire service profession.
- Be truthful and honest at all times and report instances of cheating or other dishonest acts that compromise the integrity of the fire service.
- Conduct my personal affairs in a manner that does not improperly influence the performance of my duties, or bring discredit to my organization.
- Be respectful and conscious of each member's safety and welfare.
- Recognize that I serve in a position of public trust that requires stewardship in the honest and efficient use of publicly owned resources, including uniforms, facilities, vehicles and equipment and that these are protected from misuse and theft.
- Exercise professionalism, competence, respect and loyalty in the performance of my duties and use information, confidential or otherwise, gained by virtue of my position, only to benefit those I am entrusted to serve.
- Avoid financial investments, outside employment, outside business interests or activities that conflict with or are enhanced by my official position or have the potential to create the perception of impropriety.
- Never propose or accept personal rewards, special privileges, benefits, advancement, honors or gifts that may create a conflict of interest, or the appearance thereof.
- Never engage in activities involving alcohol or other substance use or abuse that can impair my mental state or the performance of my duties and compromise safety.
- Never discriminate on the basis of race, religion, color, creed, age, marital status, national origin, ancestry, gender, sexual preference, medical condition or handicap.
- Never harass, intimidate or threaten fellow members of the service or the public and stop or report the actions of other firefighters who engage in such behaviors.
- Responsibly use social networking, electronic communications, or other media technology opportunities in a manner that does not discredit, dishonor or embarrass my organization, the fire service and the public. I also understand that failure to resolve or report inappropriate use of this media equates to condoning this behavior.

Developed by the National Society of Executive Fire Officers

STUDENT SCORING DIMENSIONS GUIDE

Activity 2.6: Intervention Strategy — Selected Home Community Risk (100 Points)

Date: _____

Student Name: _____

Student Score (0 to 100 points): _____

Purpose

To propose a risk-reduction strategy (that includes a public policy component) for a risk occurring in their home community.

Directions

1. The Student Scoring Dimensions Guide is a graded student activity evaluation instrument and uses three categories that are worth a maximum total of 100 points. The written student activity should demonstrate that the student successfully selected a local risk and developed a potential intervention strategy.

2. The instructors will use the Student Scoring Dimensions Guide to evaluate the student-written documented responses based on the elements included in each of the identified scoring dimensions. The Student Scoring Dimensions Guide will identify the student and be given to the Training Specialist at the conclusion of the course along with completed answer sheets and course grade sheets.

Instructor Comments:

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STUDENT SCORING DIMENSIONS GUIDE

Graded Assignment 1

Activity 2.6: Intervention Strategy — Selected Home Community Risk (100 points)

Assessment Area	Poor (0-11 points)	Good (12-22 points)	Excellent (23-33 or 34 points)	Points
Identify and justify a priority risk from your home community.	Failed to identify and justify a priority risk from home community.	Identified and justified a priority risk from home community.	Developed problem statement and fully developed justification for why risk was chosen.	_____/33
Develop a problem statement for the priority risk selected.	Weak problem statement, not fully developed.	Developed problem statement but not clear and concise.	Developed problem statement that was clear and concise.	_____/33
Develop a strategy of proposed solutions for the risk issue integrating prevention interventions — the 5 E's and feasibility of using public policy.	Partial development of strategy. Prevention interventions not fully developed, three or more of the 5 E's not considered. Feasibility of public policy not fully developed.	Developed a strategy. Did not incorporate all prevention interventions — the 5 E's. Feasibility of using public policy development.	Developed a strategy. Incorporated all prevention interventions — 5 E's. Developed a comprehensive strategy addressing the feasibility of using public policy.	_____/34

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STUDENT SCORING DIMENSIONS GUIDE

Activity 3.5: Public Policy Considerations — Home Community Risk (100 Points)

Date: _____

Student Name: _____

Student Score (0 to 100 points): _____

Purpose

To develop a draft version of a public policy proposal for their home community risk.

Directions

1. The Student Scoring Dimensions Guide is a graded student activity evaluation instrument and uses four categories that are worth a maximum of 100 points. The written documentation should demonstrate that the student identified his or her policy community, proposed members for a planning team, and developed an outline of a proposed policy.

2. The instructors will use the Student Scoring Dimensions Guide to evaluate the student-written documented responses based on the elements included in each of the identified scoring dimensions. The Student Scoring Dimensions Guide will identify the student and be given to the Training Specialist at the conclusion of the course along with completed answer sheets and course grade sheets.

Instructor Comments:

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STUDENT SCORING DIMENSIONS GUIDE

Graded Assignment 2

Activity 3.5: Public Policy Considerations — Home Community Risk (100 points)

Assessment Area	Poor (0-11 points)	Good (12-22 points)	Excellent (23-33 or 34 points)	Points
Identify stakeholders you would recruit and why you would recruit them to serve on planning team.	Failed to identify stakeholders and why they are being recruited to serve on planning team.	Identified stakeholders. Developed adequate rationale for why they were recruited to serve on planning team.	Identified stakeholders. Rationale fully developed for why they were recruited to serve on planning team.	_____/33
Describe the role, impact and agendas of key stakeholders who could comprise the policy.	Failed to describe the role, impact and agendas of key stakeholders who could comprise the policy.	Described the role, impact and agendas of key stakeholders who could comprise the policy.	Fully addressed the role, impact and agendas of key stakeholders who could comprise the policy.	_____/33
Create a draft proposal for identified risk.	Failed to develop a draft proposal for identified risk.	Developed a draft proposal but not fully developed.	Developed a comprehensive draft proposal.	_____/34

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STUDENT SCORING DIMENSIONS GUIDE

Activity 4.5: Preparing for the Issue Resolution Process — Home Community (100 Points)

Date: _____

Student Name: _____

Student Score (0 to 100 points): _____

Purpose

To develop a strategy to address stakeholder concerns that may challenge the resolution process for the policy proposed for their home community.

Directions

1. The Student Scoring Dimensions Guide is a graded student activity evaluation instrument and uses three categories that are worth a maximum total of 100 points. The official written documentation should demonstrate that the student successfully researched, communicated and collaborated in determining his or her ability to develop a strategy to address concerns that may challenge the resolution process for the proposed policy.

2. The instructors will use the Student Scoring Dimensions Guide to evaluate the student-written documented responses based on the elements included in each of the identified scoring dimensions. The Student Scoring Dimensions Guide will identify the student and be given to the Training Specialist at the conclusion of the course along with completed answer sheets and course grade sheets.

Instructor Comments:

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STUDENT SCORING DIMENSIONS GUIDE

Graded Assignment 3

Activity 4.5: Preparing for the Issue Resolution Process — Home Community (100 Points)

Assessment Area	Poor (0-11 points)	Good (12-22 points)	Excellent (23-33 or 34 points)	Points
Identify stakeholders, including elected officials, who may have concerns that could challenge the resolution process for the proposed policy.	Failed to identify stakeholders who may have concerns for the proposed policy.	Identified some stakeholders who may have concerns for the proposed policy.	Identified stakeholders, including elected officials, who may have concerns for the proposed policy.	_____/33
Describe what concerns stakeholders' might have toward the proposed policy.	Failed to describe concerns stakeholders' might have toward the proposed policy.	Described concerns stakeholders' might have toward the proposed policy.	Fully described concerns, including those of elected officials, toward the proposed policy.	_____/33
Prepare a strategy for how stakeholders' concerns could be address.	Failed to develop a strategy for how stakeholders' concerns could be addressed.	Developed a strategy for how stakeholders' concerns could be addressed.	Developed a comprehensive strategy to address concerns, including those of elected officials.	_____/34

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A Student Guide to End-of-course Evaluations

Say What You Mean ...



Ten Things You Can Do to Improve the National Fire Academy

The National Fire Academy takes its course evaluations very seriously. Your comments and suggestions enable us to improve your learning experience.

Unfortunately, we often get end-of-course comments like these that are vague and, therefore, not actionable. We know you are trying to keep your answers short, but the more specific you can be, the better we can respond.

Actual quotes from student evaluations:	Examples of specific, actionable comments that would help us improve the course:
1 "Update the materials."	• The (ABC) fire video is out-of-date because of the dangerous tactics it demonstrates. The available (XYZ) video shows current practices. • The student manual references building codes that are 12 years old.
2 "We want an advanced class in (fill in the blank)."	• We would like a class that enables us to calculate energy transfer rates resulting from exposure fires. • We would like a class that provides one-on-one workplace harassment counseling practice exercises.
3 "More activities."	• An activity where students can physically measure the area of sprinkler coverage would improve understanding of the concept. • Not all students were able to fill all ICS positions in the exercises. Add more exercises so all students can participate.
4 "A longer course."	• The class should be increased by one hour per day to enable all students to participate in exercises. • The class should be increased by two days so that all group presentations can be peer evaluated and have written abstracts.
5 "Readable plans."	• The plans should be enlarged to 11 by 17 and provided with an accurate scale. • My plan set was blurry, which caused the dotted lines to be interpreted as solid lines.
6 "Better student guide organization," "manual did not coincide with slides."	• The slide sequence in Unit 4 did not align with the content in the student manual from slides 4-16 through 4-21. • The instructor added slides in Unit 4 that were not in my student manual.
7 "Dry in spots."	• The instructor/activity should have used student group activities rather than lecture to explain Maslow's Hierarchy. • Create a pre-course reading on symbiotic personal relationships rather than trying to lecture on them in class.
8 "More visual aids."	• The text description of V-patterns did not provide three-dimensional views. More photographs or drawings would help me imagine the pattern. • There was a video clip on NBC News (date) that summarized the topic very well.
9 "Re-evaluate pre-course assignments."	• The pre-course assignments were not discussed or referenced in class. Either connect them to the course content or delete them. • The pre-course assignments on ICS could be reduced to a one-page job aid rather than a 25-page reading.
10 "A better understanding of NIMS."	• The instructor did not explain the connection between NIMS and ICS. • The student manual needs an illustrated guide to NIMS.

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UNIT 1: PUBLIC POLICY 101

TERMINAL OBJECTIVE

The students will be able to:

1.1 Describe how public policy can be used as a component of community risk reduction.

ENABLING OBJECTIVES

The students will be able to:

1.1 Describe the concept and classification of public policy.

1.2 Explain the differences between codes, standards, recommended practices, state statutes and local ordinances.

1.3 Compare and contrast the difference between prescriptive- and performance-based public policy.

1.4 Describe the origins of public policy.

1.5 Explain the impact that can be created through the use of public policy.

1.6 Summarize the development cycle of a public policy.

1.7 Describe the purpose of evaluating public policy.

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UNIT 1:
PUBLIC POLICY 101

Slide 1-1

TERMINAL OBJECTIVE

Describe how public policy can be used as a component of community risk reduction.

Slide 1-2

ENABLING OBJECTIVES

- Describe the concept and classification of public policy.
- Explain the differences between codes, standards, recommended practices, state statutes and local ordinances.
- Compare and contrast the difference between prescriptive- and performance-based public policy.

Slide 1-3

ENABLING OBJECTIVES (cont'd)

- Describe the origins of public policy.
- Explain the impact that can be created through the use of public policy.
- Summarize the development cycle of a public policy.
- Describe the purpose of evaluating public policy.

Slide 1-4

I. THE CONCEPT OF PUBLIC POLICY

THE CONCEPT OF PUBLIC POLICY

- Defining public policy is not easy.
- Refer to the actions of government.
- Requires choosing between goals and alternatives.
- Everyone has policies based on their interests and values.

Slide 1-5

A. Defining public policy is not easy, even for political scientists.

B. "Public policy refers to actions of government." (Cochran, Mayer, Carr, Cayer, 2009, p. 1.)

C. "Making policy requires choosing between goals and alternatives." (Cochran et al., 2009, p. 1.)

D. Everyone has policies based on interests and values that influence how we act in specific circumstances.

1. Individuals have policies.

a. "I do not pick up hitchhikers." Interests — personal safety.

b. "I always shop locally." Value — support one's own community.

2. Families have policies.

a. "We reserve Sundays for family time." Value — quality of life.

b. "We do not answer the telephone during meal times." Value — respect for the needs of others.

3. Organizations have policies.

a. Personnel policies — hiring, personal and sick leave, disciplinary.

b. Operational policies.

4. Governments have policies.

a. Known as public policies.

b. Public policies guide decisions and actions that relate to society as a whole.

c. Public policies are developed by federal, state and municipal levels of government. (Smith, 2003, p. 9.)

THE CONCEPT OF PUBLIC POLICY (cont'd)

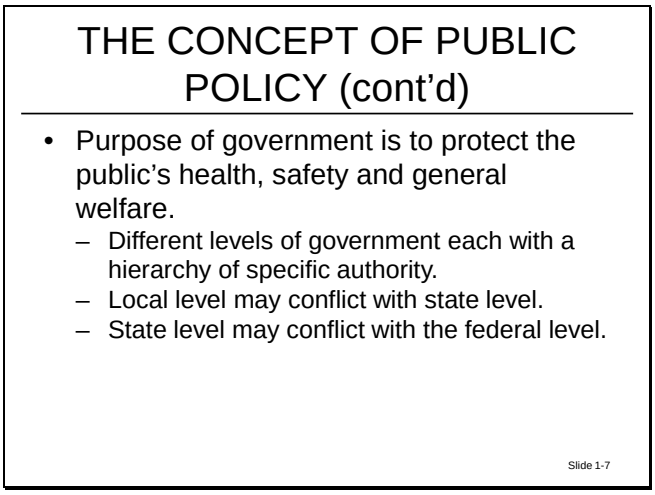
- System of laws, regulatory measures, courses of action and funding priorities.
  - Includes the declared state objectives relating to the health, safety, well-being and morals of the citizenry.
  - Legislatures and courts will attempt to invalidate any action by a person or organization, or between people or organizations, that goes against stated public policy interests even if no law explicitly prohibits such actions.

Slide 1-6

E. Public policy is a system of laws, regulatory measures, courses of action and funding priorities concerning a given topic promulgated by a governmental entity or subunit of government such as a special district.

1. Public policy includes the declared state objectives relating to the health, safety, well-being and in some regards, the morals of the citizenry.

2. Legislatures and courts will attempt to invalidate any action by a person or organization, or between people or organizations, that goes against stated public policy interests even if no law explicitly prohibits such actions.



F. The purpose of government is to protect the public's health, safety and general welfare. This is accomplished through the adoption and enforcement of public policies.

1. There are different levels of government each with a hierarchy of specific authority.

   a. Federal government.

   b. State government.

   c. Local government (city, county, township, borough, parish, municipality, etc.).

2. Public policies developed at the local level may conflict with those developed at the state level.

3. Additionally, public policies developed at the state level may conflict with those developed at the federal level.

THE CONCEPT OF PUBLIC POLICY (cont'd)

– Regulatory authority of government is exercised through a series of public policies issued at the appropriate level of government.

Slide 1-8

4. The regulatory authority of government is exercised through a series of public policies issued at the appropriate level of government in the form of a:

   a. Law.

   b. Statute.

   c. Rule (includes those by special districts).

   d. Executive order (issued at all levels of government).

   e. Ordinance.

THE CONCEPT OF PUBLIC POLICY (cont'd)

- Evolution of public policy goes back to the beginning of civilization, which emerged from hunter-gatherer societies.
  - Chinese were regarded as the originators of using salt for food preservation.
  - Chinese **did not** have policies regulating the production and use of salt.

Slide 1-9

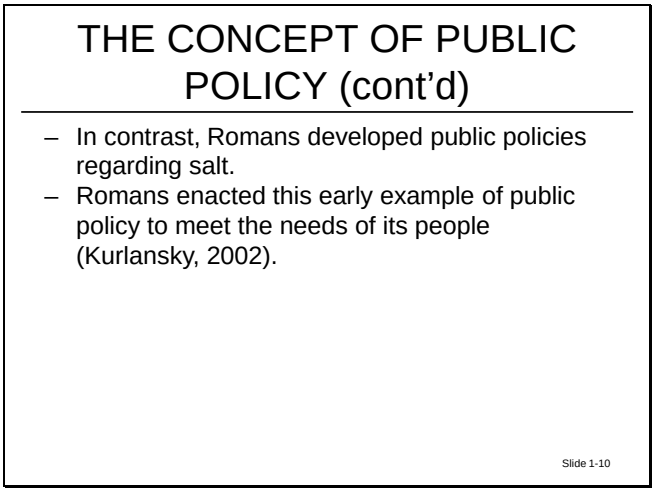
G. The evolution of public policy goes back to the beginning of civilization, which emerged from hunter-gatherer societies.

1. In ancient times, the Chinese were regarded as the originators of a process of using salt for food preservation.

2. It was obvious that all citizens could benefit from the preservation of their nation's food supply.

3. As countries went to war, salt became a precious commodity used to preserve food for the troops during periods of extended battle.

4. Even though salt was a precious commodity, the Chinese **did not** have policies regulating the production and use of salt.



5. In contrast, the Romans developed public policies that:

   a. Regulated salt sales and price.

   b. Controlled private salt works facilities.

   c. Subsidized the price of salt.

6. The Romans enacted this early example of public policy to meet the needs of its people. (Kurlansky, 2002.)

THE CONCEPT OF PUBLIC POLICY (cont'd)

- Most public policies will have some degree of a fiscal obligation attached. There are many sources available to fund fiscals.
  - Ad valorem tax increase: least preferred.
  - Sin tax: nonpopular vices.
  - User fees: most popular.
  - Tourism-related fees.

Slide 1-11

H. Most public policies will attach some degree of a fiscal obligation. There are many sources available to fund fiscals that are required to implement a new policy. A few of the frequently considered sources include:

1. The least preferred is an ad valorem tax increase which imposes a tax based on the value of real property. It typically is paid by all taxpayers, except nonprofits. Examples include property tax and sales tax.

2. Another medium, the sin tax on nonpopular vices such as cigarettes and alcohol, often creates industry-specific resistance.

3. The most popular tax is a user fee because you only pay if you use the service. This works on many, but it may not be feasible on all policies.

4. Tourism-related fees can be exercised to generate revenue from visitors to the community. A hotel bed tax is an example, so is commuter tax.

II. TYPES OF PUBLIC POLICY SPECIFIC TO COMMUNITY RISK REDUCTION

TYPES OF PUBLIC POLICY — RISK REDUCTION

- Public policy can be a powerful component.
- Types of policy that are specific to risk reduction:
  - Statute.
    - -- Laws established by a legislative body.
    - -- Process involves participating in the legislature through the house and senate committees.
    - -- State statutes are comprehensive.

Slide 1-12

A. Public policy can be a powerful component of a risk reduction strategy because it can require specific actions or prohibit behaviors such as fireworks or arson.

B. The following represent types of policy that are specific to risk reduction:

1. Statute.

a. Statutes are laws established by a legislative body. State statutes are laws that are adopted through a process established by the individual state.

b. Statutes governing the process for developing, proposing and adopting a statute are found on individual state websites. This process involves participating in the legislature through the house and senate committees.

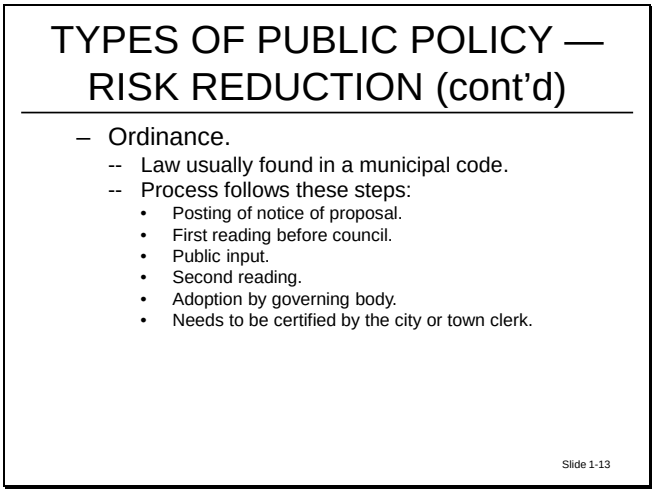
c. State statutes are typically comprehensive and may contain sections such as:

- Definitions of terms.

- Description of government branches and their responsibilities.

- Explanations of intergovernmental relationships.

- Regulations relating to special subjects such as public lands, motor vehicles, public transportation and public health.



2. Ordinance.

a. An ordinance is a law usually found in a municipal code. It can be administrative or regulatory.

- Administrative legislation creates positions or departments of government and defines administrative functions, powers and duties.

- Regulatory legislation affects the behavior of the general public in some way.

b. The process for adopting an ordinance is set out in individual state statutes and may include the following steps:

- Posting of a notice of proposal.

- First reading before a council.

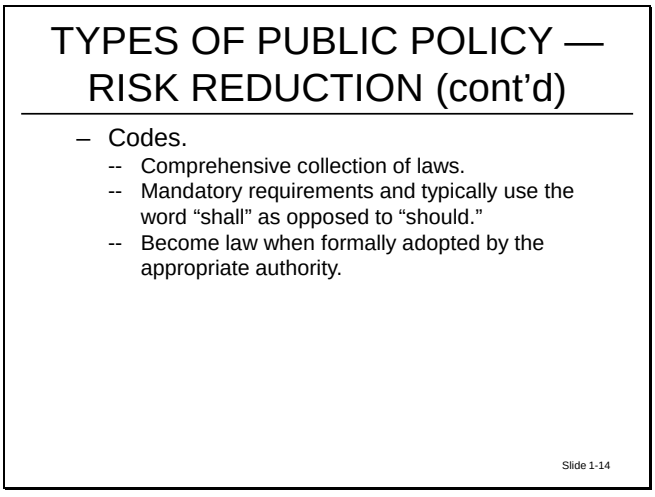
- Public input.

- Second reading before council.

- Adoption by the governing body.

- Once an ordinance is adopted, it needs to be certified by the city or town clerk.

3. Consensus code vs. statutory code.

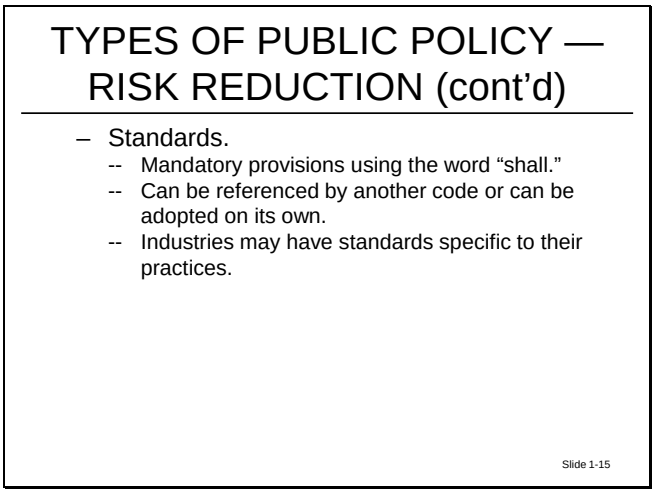


4. Codes.

a. A code is a systematically arranged and comprehensive collection of laws.

b. Codes contain mandatory requirements and typically use the word "shall" as opposed to "should."

c. Codes become law when formally adopted by the appropriate authority.



5. Standards.

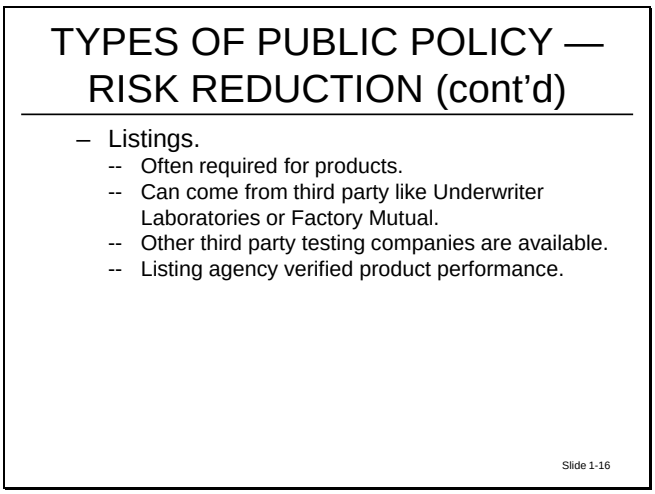
a. The National Fire Protection Association (NFPA) defines a standard as a document where the main body of the text contains mandatory provisions using the word "shall."

b. Standards are written in a format that is generally suitable for reference by another code or can be adopted on its own.

c. An industry may have a standard specific to their practices.

- Example: NFPA 72, *National Fire Alarm and Signaling Code*.

- NFPA 72 is a standard developed by various stakeholders in the fire alarm industry to guide the development of uniform equipment for use by the fire service for display of information on a panel during an emergency.



6. Listings.

   a. Many manufacturers and jurisdictions require specific listings for products used and installed in various occupancies.

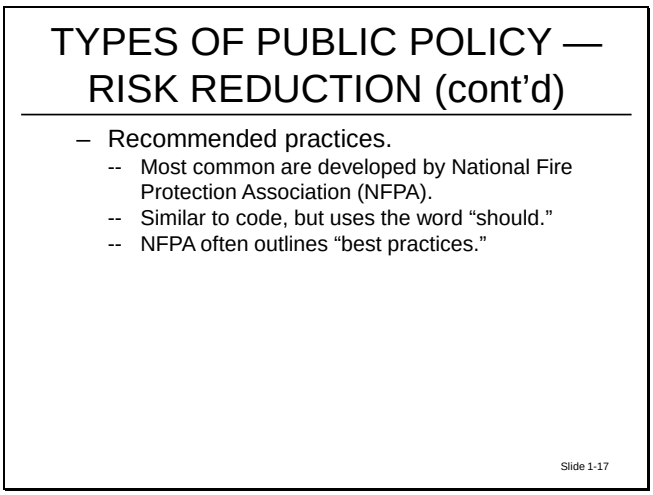
   b. Listings can come from third party testing organizations such as Underwriters Laboratories (UL) and Factory Mutual (FM) which are two of the more recognized in the United States.

   c. Other third party testing companies are available to jurisdictions to use in verification of performance-based design and code compliance.

   d. A listing agency will test a product to verify that it performs as expected. Examples of listings include:

      - Fire rated doors — Fire doors typically have an hourly rating from 1/3 to 4 hours. Doors are tested in accordance with NFPA 252, *Standard Methods of Fire Tests of Door Assemblies* and ASTME-152. Doors are exposed to heat by means of a furnace and must meet specific criteria with regard to warping or flame passage.

      - Smoke alarms — Smoke alarms must be able to provide a specific decibel level, sensitivity, insect guards and enclosure among other requirements.



7. Recommended practices.

   a. The most common recommended practices are found in the NFPA's manuals.

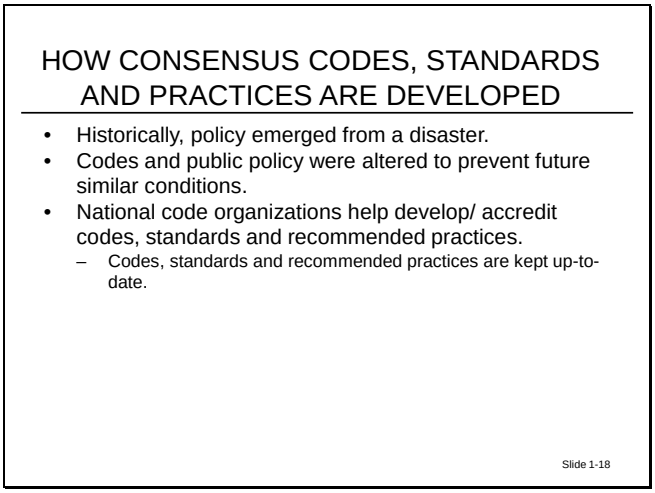
   b. A recommended practice is a document that is similar to a code or standard but contains only nonmandatory provisions. The word "should" is used to provide guidance.

   c. An example could be the implementation of an NFPA document outlining a "best practice."

      - NFPA 1250, *Recommended Practice in Fire and Emergency Service Organization Risk Management*, outlines a fundamental step-by-step process to create a safer environment for firefighters.

      - It coincides with NFPA 1500, *Standard on Fire Department Occupational Safety and Health Program*, and mirrors Occupational Safety and Health Administration (OSHA) requirements. While it is not a code, statute, or a standard, it is recognized as a "best practice" and could be used as a baseline for establishing policy.

III. HOW CONSENSUS CODES, STANDARDS AND RECOMMENDED PRACTICES ARE DEVELOPED

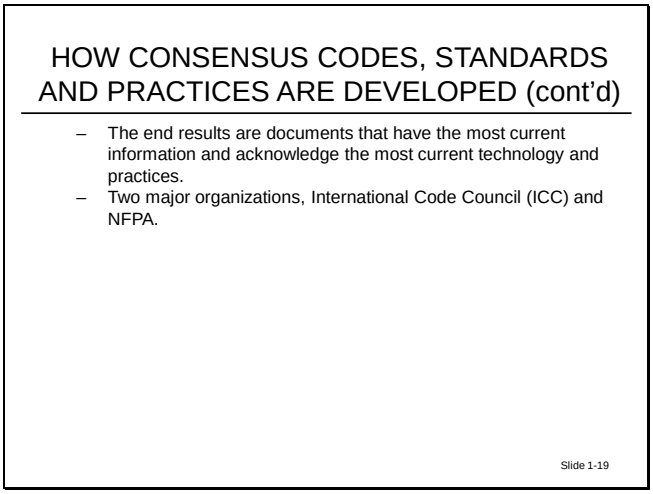


A. Historically, public policy has emerged in response to a disaster.

B. As fires occurred and investigators identified deficiencies, codes and public policy were altered to prevent future similar conditions.

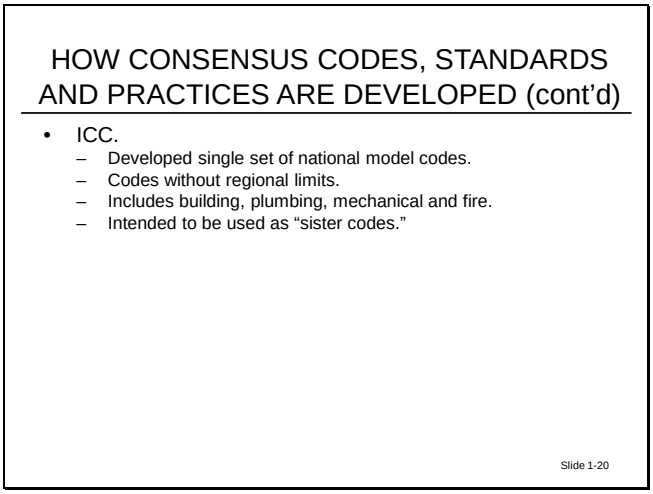
C. National code organizations exist to help develop and accredit codes, standards and recommended practices (subject to political pressures brought by special interest groups).

1. Codes, standards and recommended practices are kept up-to-date through a review and development process.



2. While organizations may have different processes and timeframes, the end results are documents that have the most current information and acknowledge the most current technology and practices.

3. There are two major code organizations: The International Code Council (ICC) and the NFPA.

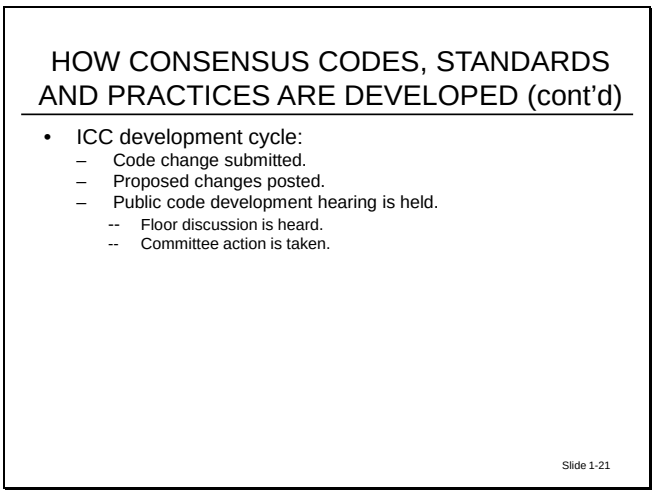


D. ICC was established in 1994 as a nonprofit organization dedicated to developing a single set of comprehensive and coordinated national model codes. The founders of the Code Council are the Building Officials and Code Administrators International, Inc., the International Council of Building Officials and the Southern Building Code Congress International, Inc.

1. Since the early 1900s, these nonprofit organizations developed three separate sets of model codes used throughout the U.S. Although regional code development had been effective and responsive to the needs, the time came for a single set. The three model code groups responded by creating the ICC and by developing codes without regional limits.

2. ICC has fourteen codes with one in development, and they include basic codes such as building, plumbing, mechanical and fire. In response to national trends and industry needs, the International Energy Conservation Code and International Green Construction Code were also developed.

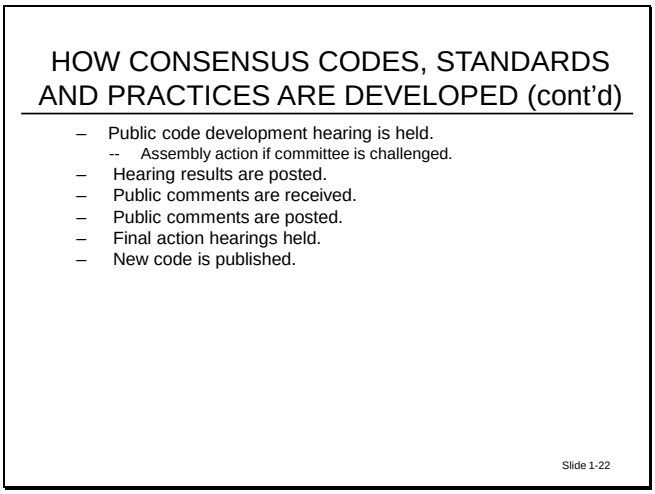
3. ICC codes are intended to be used as "sister codes," referencing each other. The International Building Code may require the installation of a fire sprinkler system in a building, but it references the International Fire Code (IFC) for specific requirements. In turn, the IFC references several NFPA standards for specific requirements addressing design, installation, testing and maintenance.



E. The ICC development cycle consists of eight steps resulting in new editions of the codes published every three years. The cycle includes:

1. Code change is submitted.

2. Code changes are posted.



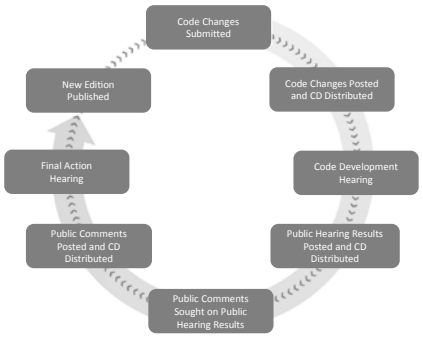
3. Code development hearing is held.

   a. Floor discussion is heard.

   b. Committee action is taken.

   c. Assembly action is taken if the committee action is challenged.

INTERNATIONAL CODE COUNCIL CODE DEVELOPMENT CYCLE



Slide 1-23

4. Hearing results are posted.

5. Public comments are received.

6. Public comments are posted.

7. Final action hearings are held.

8. New code is published.

HOW CONSENSUS CODES, STANDARDS AND PRACTICES ARE DEVELOPED (cont'd)

- NFPA.
  - Codes and standards designed to work together.
  - NFPA oversees over 300 codes/standards.
  - When the development of a new or revised code or standard begins, it enters one of two revision cycles available each year.

Slide 1-24

F. The NFPA was formed in 1896 by a group of insurance firm representatives for the purpose of standardizing the new and growing market of fire sprinkler systems. Its scope of influence grew to include electrical systems and all aspects of building design and construction.

1. NFPA codes and standards are designed to work together, referencing each other as well as industry standards.

2. NFPA oversees the development and maintenance of over 300 codes and standards.

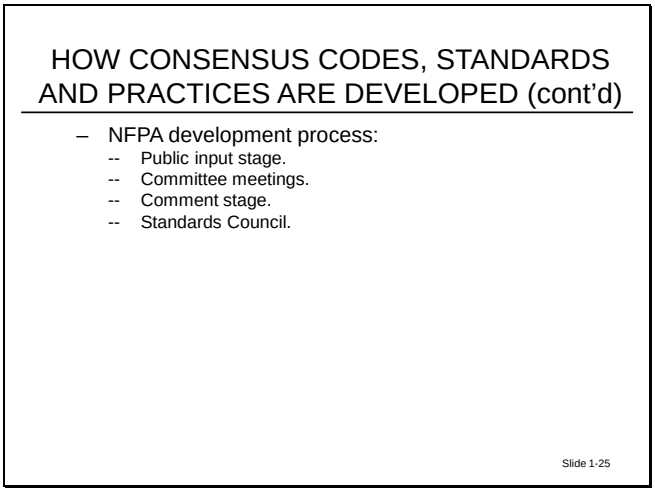
3. When the development of a new or revised code or standard begins, it enters one of two revision cycles available each year.

4. NFPA introduced a new development process in 2010. (The following is taken from an NFPA article, Code Process 2.0: Rest in peace, ROPs and ROCs — NFPA's new standards-development process is simpler, faster, and easier to use than ever, May/June 2013).

   a. The Report on Proposals (ROPs) and Report on Comments (ROCs) are no longer used.

   b. Replaced by First Draft and Second Draft Reports.

   c. Process re-engineered to take advantage of online technology and to make it easier for the public to participate in the code-making process.



5. NFPA development process.

   a. Public input stage: Public is invited to propose revisions, including those who are not association members. Preferred method is online.

   b. Committee meetings are used to make an integrated draft of the revised standard. This is posted online at nfpa.org as the First Draft.

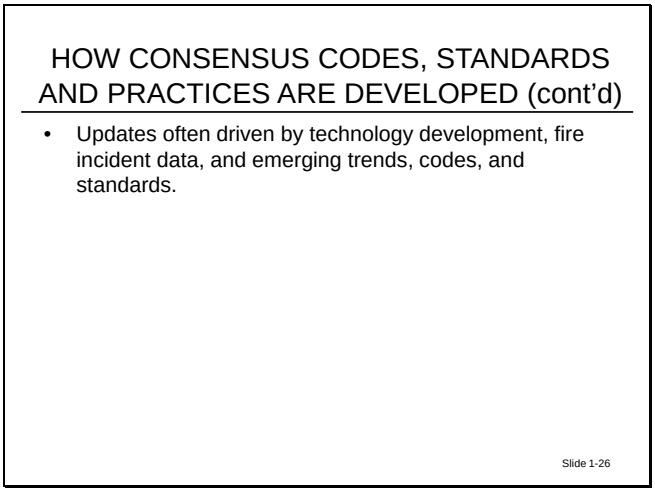
   c. Comment stage: Public can comment on proposed revisions by reviewing draft online.

d. If proposed document receives no public comments, it goes straight to the Standards Council as a consent standard.

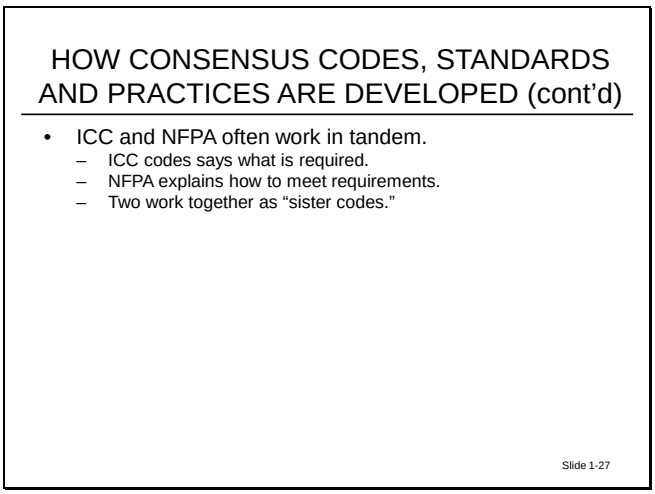
e. If proposed document receives public comments on the First Draft, the committee holds a Second Draft meeting to review, respond to, and vote on those comments and make second revisions.

f. Revisions are used to make a Second Draft of the revised standard, which is again posted online for public review. If proposed document receives no public comments, it goes straight to the Standards Council as a consent standard.

g. Anyone who feels that concerns raised during the comment stage were not adequately addressed can file a notice of intent to make an amending motion at the NFPA's Technical Meeting. This allows the public to plead its case in front of the broad NFPA membership.



G. Based on technological development, fire incident data, and emerging trends, codes, and standards are updated and revised at different intervals.

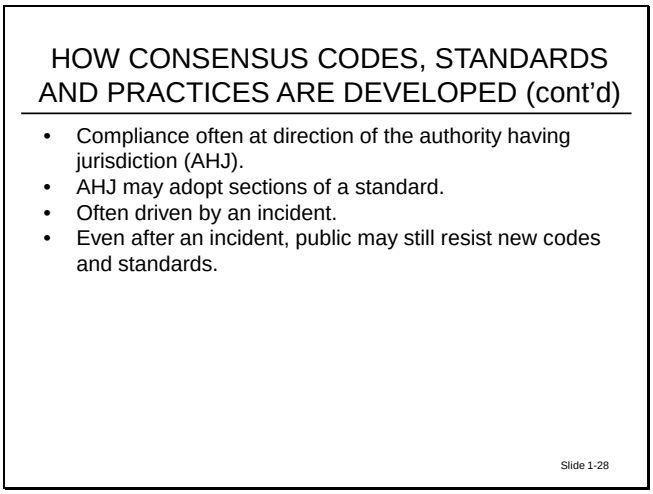


H. In many cases, ICC and NFPA documents work in tandem to support one another.

1. The ICC code explains what is required.

2. NFPA explains how to meet requirements.

3. The two are meant to work together and are often referred to as "sister codes."



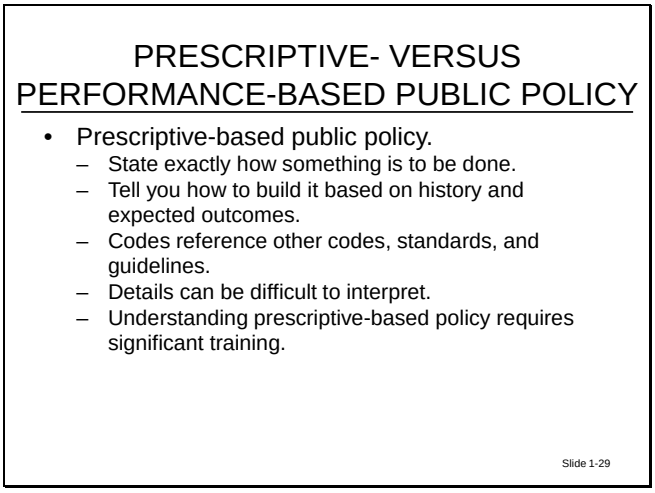
I. Compliance with a code or standards is often at the direction of the authority having jurisdiction (AHJ).

J. Sometimes an AHJ will adopt only sections of an NFPA standard.

K. Often, a code or standard is adopted after a major incident. Without public outcry, implementation of more stringent codes would not take place.

L. On the contrary, even after large incidents occur and changes are implemented, a percentage of the public often resists new codes and standards based on a belief that they infringe on personal liberties.

IV. PRESCRIPTIVE- VERSUS PERFORMANCE-BASED PUBLIC POLICY



A. Prescriptive-based public policy.

1. Prescriptive requirements in a public policy state exactly how something is to be done or what is required.

2. Prescriptive codes tell you how to build it based on history and expected outcomes.

3. The codes reference other codes, standards, and guidelines that provide specific detail in design, testing, and good engineering practice.

4. Unfortunately, these details are sometimes difficult to interpret and can restrict change and innovation.

5. Having a thorough understanding of prescriptive-based policy requires significant training.

PRESCRIPTIVE- VERSUS PERFORMANCE-BASED PUBLIC POLICY (cont'd)

- Benefit is that the requirements are clear with supporting history and experience.
- Historically, most fire protection designs have been developed to meet prescriptive code requirements.

Slide 1-30

6. The benefit to using a prescriptive code is that the requirements are clear with supporting history and experience.

7. Historically, most fire protection designs have been developed to meet prescriptive code requirements.

PRESCRIPTIVE- VERSUS PERFORMANCE-BASED PUBLIC POLICY (cont'd)

- Examples of prescriptive requirements include:
  -- Maximum allowable travel distances.
  -- Minimum fire-resistive requirements.
  -- Maximum smoke alarm spacing.

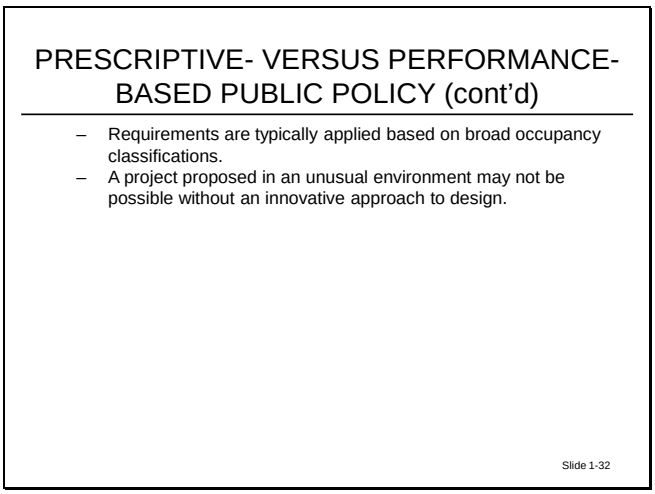
Slide 1-31

8. Examples of prescriptive requirements include:

   a. Maximum allowable travel distances.

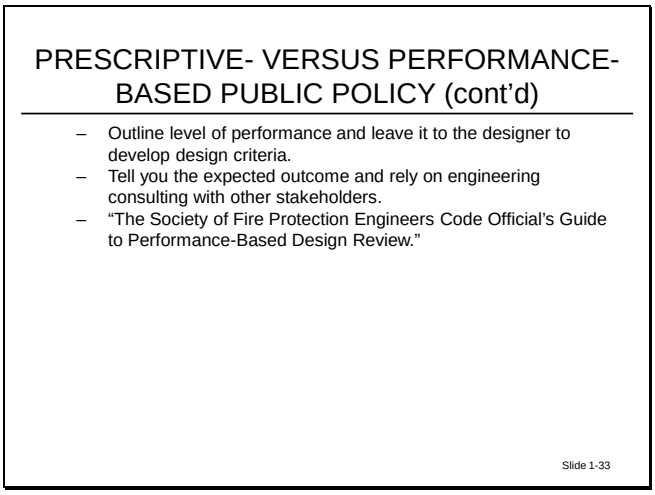
   b. Minimum fire-resistive requirements.

   c. Maximum smoke alarm spacing.



9. These requirements are typically applied based on broad occupancy classifications, which are based on "typical" hazards and risks found within those "occupancies."

10. The limits are that a project proposed in an unusual environment may not be possible without an innovative approach to design.



B. Performance-based public policy.

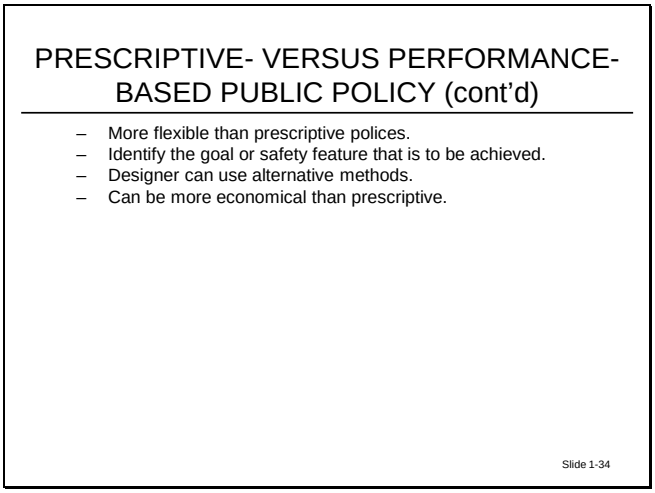
1. Performance-based requirements outline the level of performance and then leave it to the designer to develop the design criteria.

2. Performance-based codes tell you the expected outcome (goal) and rely on engineering consulting with other stakeholders to design the methods to meet the outcome.

3. As stated in "The Society of Fire Protection Engineers Code Official's Guide to Performance-Based Design Review":

   a. "Performance-based design specifically addresses the unique building, occupant, and fire-related characteristics and uses of a building, as well as the specific stakeholder needs, and it considers those of the broader community where appropriate." (Society of Fire Protection Engineers (SFPE), 2004, p. 5.)

   b. "Performance-based codes specify what level of performance is expected should a fire occur, without specifying how it should be accomplished." (SFPE, 2004, p. 4.)



4. Performance-based design is more flexible than prescriptive policies.

5. Performance-based codes identify the goal or safety feature that is to be achieved.

6. The designer has the ability to demonstrate compliance by using alternative methods.

7. One of the benefits of performance-based codes is that it is often times more economical to meet the intent of the code by using performance-based materials.

PRESCRIPTIVE- VERSUS PERFORMANCE-BASED PUBLIC POLICY (cont'd)

- Disadvantages are that a greater level of education is required on the specific issue and a better understanding is needed by the code official.
- Requires good understanding from local AHJ.
- Australia and New Zealand have moved to a more performance-based approach.
- Major benefit is flexibility. Negative impact is the cost.

Slide 1-35

8. Some disadvantages to performance-based design are that a greater level of education on the specific issue and better understanding is needed by the code official to thoroughly evaluate the criteria.

9. Computer modeling can aid in training fire service personnel in performance-based design.

10. There are ways to achieve the intent of a code outside of written prescription that require a professional review by officials from the local AHJ.

11. In recent years, several countries such as Australia and New Zealand have moved to a more performance-based approach.

12. The benefit to using performance-based design is its flexibility. The negative impact is the cost to develop the design and the additional demand on the code official to review and accept the design.

PRESCRIPTIVE- VERSUS PERFORMANCE-BASED PUBLIC POLICY (cont'd)

- Guidance for the code official and requirements are found in several documents.
- Examples of prescriptive- versus performance-based code application are found in the Student Manual.

Slide 1-36

13. Guidance for the code official and requirements of performance-based design is found in several documents:

    a. ICC Performance Code.

    b. Annex B, NFPA 72.

    c. SFPE Guide to Performance-Based Fire Protection.

14. An example of prescriptive versus performance-based code application would be:

    a. An architect designing a seven story resort hotel has requested an inclusion of combustible elements on the exterior of the building.

    b. The current prescriptive code does not allow combustible materials above the 35 foot height of the building. The purpose of this requirement is to limit the vertical spread of fire above the typical reach of a fire department ground ladder.

    c. The suggestion is made to explore performance-based criteria with the goal of meeting the intent of the code to limit vertical spread of fire.

    d. An exterior deluge sprinkler system is designed with specific spray coverage, water supply duration and approval by a registered engineer.

    e. As part of the acceptance requirements, a full field test is conducted, and the results confirm that the system performance meets and exceeds the intent of the code.

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ACTIVITY 1.1

Application of Public Policy

Purpose

To analyze life safety factors that contributed to an incident and recommend potential public policy application that could prevent or mitigate similar situations.

This is a two-part activity.

Directions

Part 1

1. Each student group will be assigned a case study.
    a. Group 1 — Rhoads Opera House.
    b. Group 2 — Katie Jane Nursing Home.
    c. Group 3 — Ohio Penitentiary.
    d. Group 4 — Beverly Hills Supper Club.
2. Please read your assigned case study.
3. Respond to the following questions and prepare a summary for presentation to the class at large.
4. You are allotted 20 minutes for preparation and 20 minutes for group presentation (five minutes each).
5. Please respond to the following directives:
    a. Please summarize the incident.
    b. Identify factors that contributed to the loss of life.
    c. Suggest types of public policy that could (or have) been applied to help prevent or mitigate similar incidents.
    d. For each policy that is recommended, please identify if it is a code, standard, listing, recommended practice, statute or local ordinance.

Part 2

1. All students should read the Emergency Medical Services (EMS) Incident-Driven Policy summary.

2. Individually, consider the questions posed at the end of the summary.

3. Discuss your responses as a small group.

4. Students will have 10 minutes for this portion of Part 2.

ACTIVITY 1.1 (cont'd)

Part 1: Group 1 Case Study

Assembly Occupancy — Rhoads Opera House

Jan. 13, 1908

Boyertown, Pa.

171 perished

The Rhoads Opera House was located in Boyertown, Pa. and was a lead attraction to area residents. The evening of Jan. 13, 1908, a kerosene lamp was inadvertently knocked over lighting nearby gasoline and sparking a fire while 400 patrons looked on. The fire enveloped the stage curtain and soon, patrons and cast members alike panicked and fought for their lives to get out of the building. When trying to exit, they found that the doors opened inward preventing their escape. Furthermore, doors were locked shut to prevent people from sneaking in. The performance that night was given to a church whose parishioners exceeded the number of seats available. To accommodate this, the staff provided folding chairs for the excess occupants. Smoke quickly overcame the occupants and 171 lost their lives. No automatic sprinklers or notification systems were installed in the building.

Part 1: Group 2 Case Study

Institutional Occupancy — Katie Jane Nursing Home

Feb. 17, 1957

Warrenton, Mo.

71 of 149 elderly occupants perished

On Feb. 17, 1957, a fire at the Katie Jane Nursing Home in Warrenton, Mo. killed 71 occupants. The building was previously used as part of a college campus and approximately 6,000 square feet brick with wood-joist construction. The heating plant and laundry were removed from the original building and installed in an adjacent building that was connected by an enclosed passageway. Asphalt floor tile was installed over the old oil-soaked floors in both buildings. Exits were provided via two open stairways connecting the first and second floors. Two doublewide doorways and one single door provided exits from the main floor. No fire escapes were present.

At approximately 2:30 p.m., one of the occupants stated they smelled smoke. Although no one heeded his warning, he got dressed and exited the building. A short while later, a passerby noticed smoke and fire coming from the ceiling of the adjacent building. It was reported that it took approximately five minutes for the staff to verify the report and begin the evacuation

process. Within that time, fire spread to the main building and made the conditions within that building untenable.

Three possible causes of the fire were cited: defective wiring, careless smoking and arson. The first is the most probable due to the apparent origin within a concealed space.

The following was extracted from a Feb. 19, 1957, issue of the St. Louis Globe-Democrat:

"Grim inadequacy of the state inspection and safety program for nursing homes was thrust into ghastly highlight by Sunday's holocaust in the Katie Jane Memorial Home in Warrenton. The reason? The state Division of health hasn't nearly enough staff to inspect and to enforce even sketchy provisions of present laws. The director, Dr. James R. Amos, said the statute requires inspection once a year, but he has only 17 employees to supervise conditions in more than 600 nursing homes, caring for in excess of 13,000 old and ill persons. These 17 include 12 inspectors and five nurses; usually a nurse and inspector must go on each investigative trip. These 17 also have a duty to inspect all hotels, motels and similar establishments in the state! Missouri is one of only seven states that have no fire marshal and staff to inspect and enforce fire-hazard regulations!"

Part 1: Group 3 Case Study

Institutional Occupancy — Ohio Penitentiary

April 21, 1930

Columbus, Ohio

320 perished (estimate)

The Ohio State Penitentiary was touted as a "fire proof" building. However, in the evening hours of April 21, 1930, that proved to be false. The campus of the prison was going under a remodeling process and wooden scaffolding had been installed in one portion of the facility. Oil-soaked cloth also covered the ceilings of the cells. Two prisoners, attempting to make an escape, lit a fire in the area under renovation.

The fire quickly became out of control and spread rapidly through the crowded prison. As inmates screamed for help to be released, the main key-holder of the prison was nowhere to be found. The warden, too, had fled the area so guards could not get permission to let the trapped inmates out. Many inmates committed suicide while others took action into their own hands to free their friends.

Five hundred National Guard members assembled on the grounds of the prison and the fire was eventually extinguished. In the end, an estimated 320 inmates and guards lost their lives.

Part 1: Group 4 Case Study

Beverly Hills Supper Club

May 28, 1977

Southgate, Ky.

165 perished, over 200 injured

A fire of electrical origin broke out in the service area of an assembly occupancy while the building was estimated to be occupied by over 1,000 people at the time. While the fire spread, inadequate notification of the occupants occurred. Some occupants attempted to escape via the stage during a performance only to find that there was no rear exit door. As the fire continued, valiant attempts were made to evacuate but the rapidly moving fire ultimately killed 165 occupants. Prior to the incident, the fire department had been plagued with false alarms from this location that may have impacted the initial response.

Part 2: EMS Incident-Driven Policy

Bicycle Helmets

The first recorded bicycle crash fatality occurred in 1932. Since then, more than 47,000 bicyclists have died. In 2002, 662 bicyclists were killed, and approximately 48,000 were injured in traffic-related crashes. Children, ages 14 and under, accounted for 141 (21 percent) of the fatalities. Statistics for more current years included 718 fatalities in 2008 and 630 fatalities in 2009. And each year, an estimated 300,000 children, ages 14 and under, are treated in emergency rooms for bicycle-related injuries.

Despite that nearly 70 percent of all fatal bicycle crashes involve head injuries, only about 20-25 percent of all bicyclists wear helmets. Nationally, bicyclists ages 14 and under are at five times greater risk for injury than older cyclists. Studies indicate that universal bicycle helmets used by children ages 4-15 would prevent 39,000-45,000 head injuries and 18,000-55,000 scalp and face injuries annually. (National Highway Traffic Safety Administration (NHTSA), 2008) *Bicycle Helmet Use Laws*. Retrieved from http://www.nhtsa.gov/Bicycles.

The first bicycle helmet law was passed in California in 1986 and became effective in 1987, and it was later amended to require all bicyclists under the age of 18 to wear a helmet.

As many other states moved to implement helmet laws for bicyclists, the Consumer Product Safety Commission developed a mandatory bicycle helmet standard. This focused on impact protection in a crash, head coverage, chinstrap strength and stability.

But how effective are helmets? It has been shown that bicycle helmets have reduced head injuries by as much as 85 percent and the risk of brain injury by as much as 88 percent. It is also

estimated that 75 percent of bicycle-related fatalities among children could be prevented with a bicycle helmet.

The child's ownership and use of a bicycle helmet, increases with a parent's income and education level, yet decreases with a child's age. Children would be more likely to wear a helmet if riding with others (peers or adults) who are also wearing one. In a national survey of children ages 8-12, 53 percent reported that parental rule for helmet use would persuade them to wear a helmet, and 49 percent would wear a helmet if a state or community law required it.

Discussion Questions

1. Does your community have a law or ordinance that requires children to wear helmets when cycling?

2. If so, what impact has it had on preventing or reducing injuries?

3. If you have a law or ordinance, is it enforced? Why or why not?

4. If you don't have a helmet law, how would you go about determining if one is needed in your community?

V. ORIGINS OF PUBLIC POLICY

ORIGINS OF PUBLIC POLICY

- Policy issues can be divided into two categories:
  - Those already on the public policy agenda.
  - Those that are not.

Slide 1-38

A. Policy issues can be divided into two categories:

1. Those already on the public policy agenda.

2. Those that are not.

ORIGINS OF PUBLIC POLICY (cont'd)

- Issues on the agenda are likely high profile. High profile issues are likely in process of policy adoption.
- Issues not on agenda require stakeholder efforts to raise public awareness.

Slide 1-39

B. If an issue is already on the public-policy agenda, it has a sufficiently high profile, and a formal process is likely being followed for adoption.

C. If an issue is not on the public-policy agenda, the job of the stakeholders and community is to provide information and education, take other steps to raise awareness, and get it on the agenda.

ORIGINS OF PUBLIC POLICY (cont'd)

- To appear and remain on agenda an issue must have one or more:
  - Sufficient scope.
  - Intensity.
  - Existed over time.

Slide 1-40

D. Gerston (1997) suggests that an issue will appear and remain on the public policy agenda when it meets one or more of three criteria.

1. It must have sufficient **scope**.

   A significant number of people or communities are affected.

2. There must be **intensity**.

   The magnitude of the impact is high.

3. It must have existed over **time**.

   It has been an issue over a long period.

ORIGINS OF PUBLIC POLICY (cont'd)

- The need or trigger for public policy development may come from a number of sources.
- Policy response as either reactive or proactive.

Slide 1-41

E. The need or trigger for public policy development may come from a number of sources.

F. It is helpful to think of a policy response to these sources as being either reactive or proactive.

ORIGINS OF PUBLIC POLICY (cont'd)

- Reactive policy development responds to:
  - Resolving problems/issues.
  - Meeting stakeholder/public concerns.
  - Reacting to decisions of government.
  - Allocation of fiscal/natural resources.
  - Media attention.
  - Reaction to crises or emergencies.

Slide 1-42

G. Policy development is **reactive** when it responds to issues and factors that emerge, sometimes with little warning, from the internal or external environments by:

1. Resolving problems and issues.

2. Meeting stakeholder and public concerns.

3. Reacting to decisions by other governments, other levels of government, or other departments with intersecting or interrelated mandates.

4. Allocating fiscal resources, natural resources, etc.

5. Reacting to media attention (generally adverse).

6. Reacting to crises or emergencies.

ORIGINS OF PUBLIC POLICY (cont'd)

- Incident-driven policy is reactive.
  - Results from incidents which receive media attention.
    -- How can we prevent this from happening again?
  - Policymakers analyzing the who, what, when and how of an incident.
  - End response is usually a change in policy.

Slide 1-43

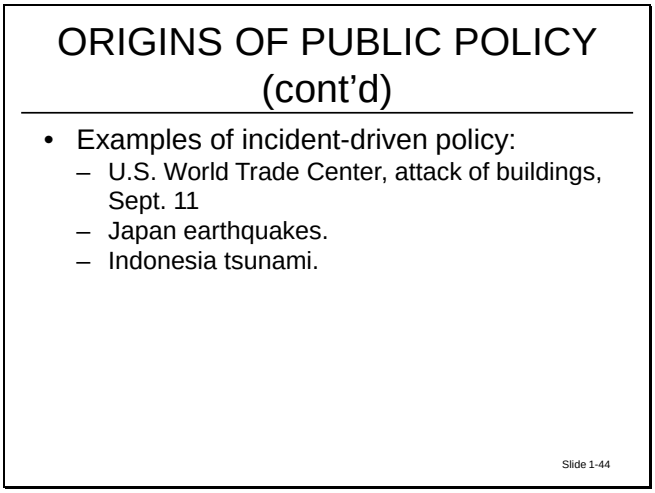
H. Incident-driven public policy is an example of reactive.

1. Often, the creation of public policy results from incidents which receive media attention and conclude with the question:

   "How can we prevent this from happening again?"

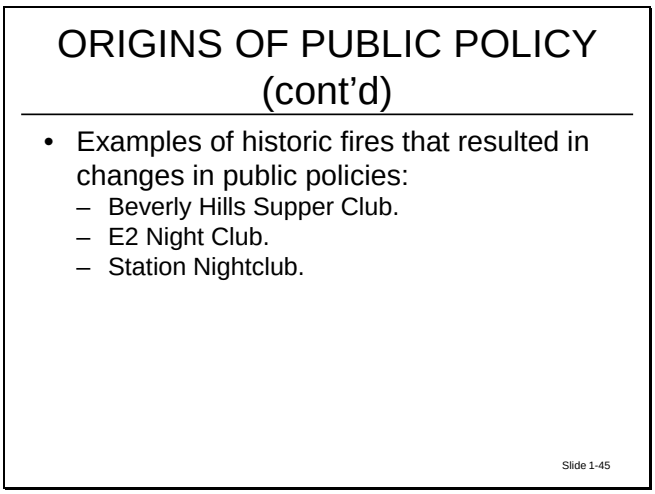
2. Motivated by an emergent sense of urgency (and often public outcry) public policymakers then begin to analyze the **who, what, when** and **how** of the incident.

3. End response is usually a change in policy.



I. Recent policy changes initiated by a significant public safety incident include some of the following examples:

U.S. World Trade Center, attack of buildings, Sept. 11	Changes in stairway design in high-rise buildings.
Japan earthquakes	Complete review of all nuclear power plants in the U.S.
Indonesia tsunami	Improvements to warning systems of impending weather emergency.



J. Examples of historic fires that resulted in changes in public policies:

1. Beverly Hills Supper Club in Southgate, Ky. — Which touted itself as the showplace of the nation, captured attention the night of May 28, 1977, as a fire destroyed it and eventually killed 165 people.

   Factors contributing to this tragedy:

   a. Egress availability.

   b. Swinging doors.

2. E2 Night Club in Chicago, Ill. — Feb. 18, 2003, a night of revelry turns into a stampede when panic ensued from the use of pepper spray by security guards to break up a fight, leaving 21 dead in a packed night club.

   Factors contributing to this tragedy:

   a. Egress availability.

   b. Number of exits.

   c. Overcrowding.

   d. Failure to comply with local code.

   e. Illegal occupancy.

3. The Station Nightclub in West Warwick, R.I. — The fire occurred on Feb. 20, 2003, and is a more recent fire-related example of how public policy can be quickly modified as a result of an incident.

a. The nightclub was a 4,484 square foot wood-frame building.

b. The building was provided with an occupant notification alarm system (fire alarm system).

c. No other fixed fire suppression equipment was provided on the stage or area of public assembly.

d. The interior walls and ceiling of the building were lined with polyurethane foam as a sound deadening material.

e. A band used pyrotechnics as part of their act that ignited nearby foam lining.

f. Fire developed and in approximately 30 seconds the stage exit door was impassable.

g. Within 1 minute and 42 seconds, the main exit became impassable due to a bottleneck of occupants attempting to escape.

h. Of the approximate 350 patrons, 248 were able to escape the fire.

- Ninety-one occupants left from the main entrance/exit.
- Forty-one escaped through door in the bar area.
- Thirty-two got out through a side platform door and 79 climbed through windows.
- Fifty-eight of the 102 fatalities were discovered at the main entrance/exit.

i. Factors contributing to the incident:

- A lack of a fixed fire suppression system allowed for rapid fire development.
- Use of nonfire retardant interior finish components.
- Use of pyrotechnics inside the building not in accordance with NFPA 1126, *Standard for the Use of Pyrotechnics Before a Proximate Audience*.
- Inadequately placed portable fire extinguishers and employee lack of knowledge on usage.

- Lack of egress access and inadequate exit signage.

j. Results of The Station Nightclub fire included:

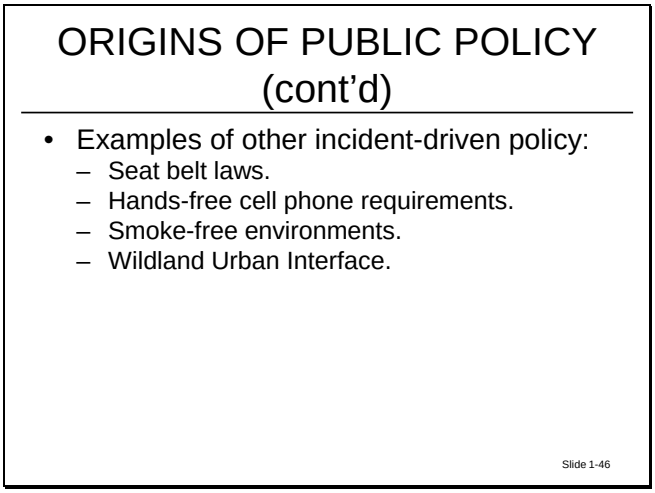
- Immediate call for an emergency meeting of the NFPA 101, *Life Safety Code*®, committee to examine the minimum number of occupants required for a sprinkler system.

- Change in policy to require sprinkler protection in public occupancies serving over 100 people. The original number had been 300 people.

- More stringent occupant load control efforts by local jurisdictions.

- More stringent interior finish requirements.

- Expanded and advanced fire inspector training.



K. Other public policy shifts driven by incidents resulting in losses to property or injury include:

1. Mandatory use of seat belts.

2. Hands-free cell phone requirements in motor vehicles.

3. Smoke-free environment in commercial establishments.

4. Wildfires and residential developments.

ORIGINS OF PUBLIC POLICY (cont'd)

- Policy development is proactive when it responds to triggers that are recognized because we are scanning the operating environment, identifying potential issues and factors that could affect us, and predicting and preparing for mitigation and/or contingency through the following:
  - Planning.
  - Strategic.
  - Risk management.

Slide 1-47

L. Policy development is **proactive** when it responds to triggers that are recognized because we are scanning the operating environment, identifying potential issues and factors that could affect us, and predicting and preparing for mitigation and/or contingency through:

1. Planning.
2. Strategic choice.
3. Risk management.

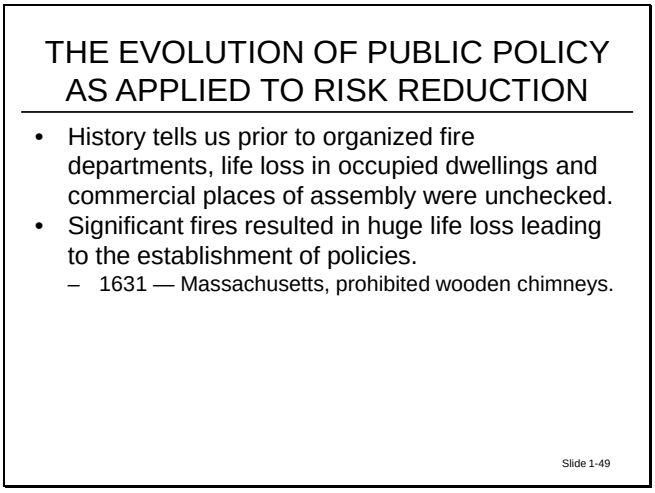
ORIGINS OF PUBLIC POLICY (cont'd)

- Criteria determination.
- Priority setting.
- Establishing partnerships.

Slide 1-48

4. Criteria determination.
5. Priority setting.
6. Establishing partnerships.

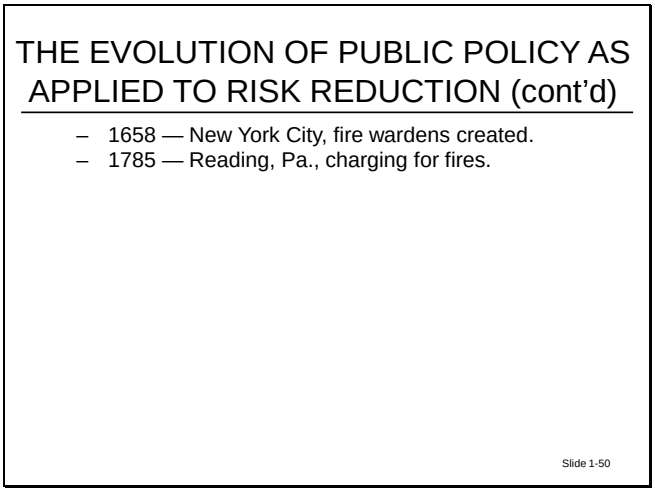
VI. THE EVOLUTION OF PUBLIC POLICY AS APPLIED TO RISK REDUCTION



A. History tells us that prior to organized fire departments, life loss in occupied dwellings and commercial places of assembly were unchecked.

B. Significant fires resulted in huge life loss leading to the establishment of policies thought to reduce the possibility of a repeat incident.

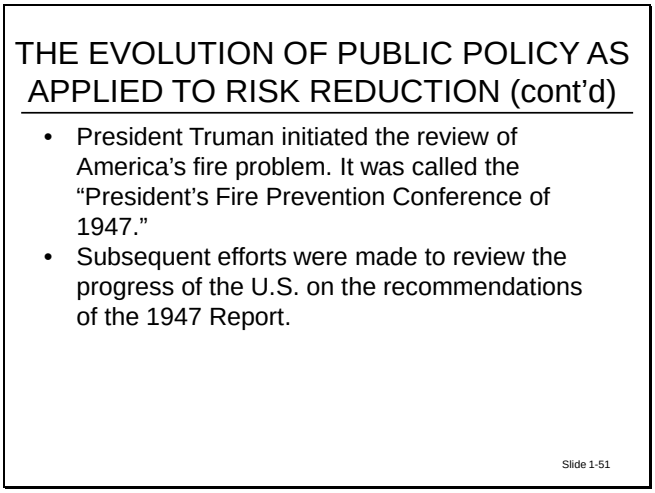
1. In 1631, Massachusetts Governor John Winthrop prohibited the construction of wooden chimneys and covering rooftops and housing components with thatch (a form of straw) due to a fire that occurred in Boston, Mass.



2. Fire inspections in the new world date to 1658 when Governor Peter Stuyvesant appointed four fire wardens to inspect wooden chimneys of thatched roof houses in New Amsterdam (now New York City). Wardens were empowered to impose fines for improperly swept chimneys.

3. In 1785, a city ordinance in Reading, Pa. imposed a fine of 15 shillings on property owners for each chimney fire that occurred. The fine was collected by the city and turned over to the fire department that responded to the alarm.

4. In 1807, an ordinance in Reading, Pa. prohibited the smoking of cigars in the street after sunset.



C. President Truman initiated the review of America's fire problem by assembling hundreds of public and private organization officials in what was called the "President's Fire Prevention Conference of 1947."

The objective of the conference was twofold:

1. Determine the root cause and degree of America's fire problem.

2. Develop a plan to prevent and mitigate fire loss.

D. Subsequent efforts were made to review the progress of the U.S. on the recommendations of the 1947 Report.

1. In 1973, "America Burning" was issued, revealing that many of the 1947 Report's findings still existed.

2. In 1987, "America Burning Revisited" was completed reaffirming that America has a long way to go to solve its fire problem, and it revealed that a shift toward EMS was imminent and growing.

3. In 1995, "America At-Risk" was completed and again reaffirmed that America still had one of the most significant fire problems of all developed countries.

ACTIVITY 1.2

Review of the Vision 20/20 Initiative

Purpose

To explore components of the Vision 20/20 initiative that are designed to reduce the U.S. fire problem.

Directions

1. The instructor will display the Vision 20/20 web page at http://www.strategicfire.org.

2. The instructor will explain the background of Vision 20/20:

    a. National initiative to reduce America's fire problem.

    b. Led by former Vancouver, Wash., Fire Marshal Jim Crawford.

    c. Promotes a strategic approach to addressing the U.S. fire problem through the use of combined prevention interventions (five E's).

    d. Builds on the recommendations of the 1947 "President's Report" and "America Burning" series.

    e. Promotes actions that we as an industry need to take to better use public policy as a component of prevention and mitigation strategies at the national, state, and local level.

    f. The initiative is supported by hundreds of leaders from today's emergency services.

3. Read the executive summary of the "National Strategies for Fire Loss Prevention" document located in the appendix of your Student Manual (SM). You will have five minutes for reading.

4. You will see a short video presentation on community risk reduction from the Vision 20/20 site. Upon completion of the video, you will be asked the following questions.

    a. How can the use of policy be demonstrated as a cost effective approach to addressing fire or preventable injury?

    b. Why is public policy often an underused component of prevention?

c. Reflecting on what you just reviewed from the Vision 20/20 initiative (particularly the outcome indicators), how well has public policy been used as a component of prevention in your community?

VII. THE DEVELOPMENT CYCLE OF A PUBLIC POLICY

THE DEVELOPMENT CYCLE OF A PUBLIC POLICY

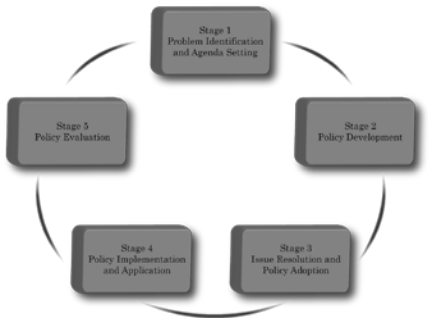
- Requires good planning, organization and communication skills.
- Some public policies are developed or modified in response to a catastrophic event; others originate because an individual or a group organizes to lead the process to address an important issue.

Slide 1-54

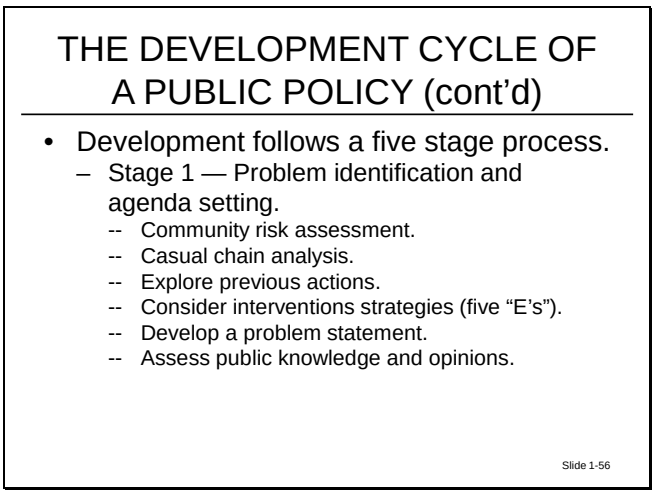
A. The development cycle of a public policy is a process that requires good planning, organization and communication skills.

B. While some public policies are developed or modified in response to a catastrophic event, many others originate because an individual or a group organizes to lead the process in an effort to address an important issue.

THE DEVELOPMENT CYCLE OF A PUBLIC POLICY (cont'd)



Slide 1-55



C. The development process for public policy follows a five stage process.

1. Stage 1 — Problem identification and agenda setting.

The following actions occur during the problem identification and agenda setting phase:

a. Perform a community risk assessment to determine and prioritize local risks.

b. Conduct casual chain analysis to learn how prioritized risks develop and occur.

c. Explore previous actions to address the risk(s).

d. Consider possible intervention strategies (five E's) that include public policy as a potential option.

- Education.

- Engineering.

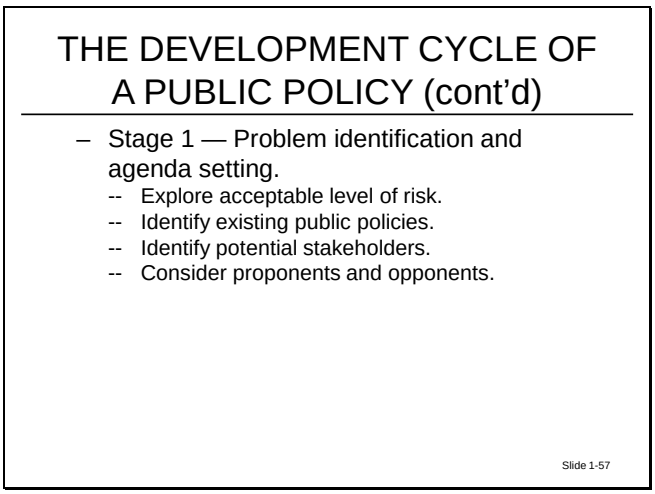
- Enforcement.

- Economic incentives.

- Emergency response.

e. Develop a problem statement.

f. Assess public knowledge and opinions about the problem.

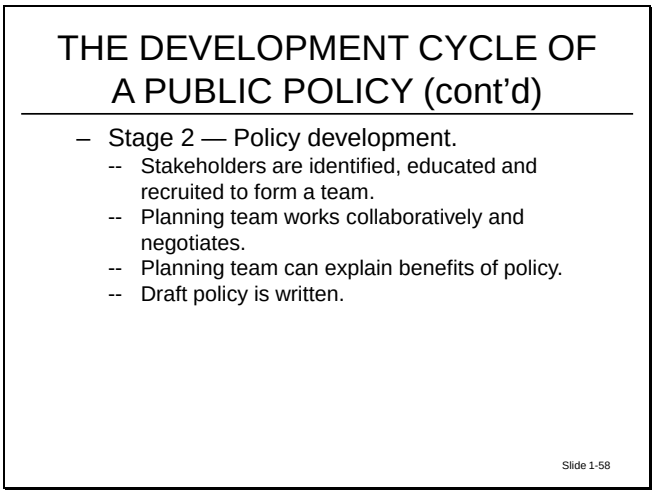


g. Explore the community's acceptable level of risk regarding the problem. Not in my backyard or the reverse. It may be wanted.

h. Identify any existing public policies already in place that address the issue.

i. Identify potential stakeholders. Relationship should be pre-existing.

j. Consider proponents and potential opponents to a public policy on risk reduction.



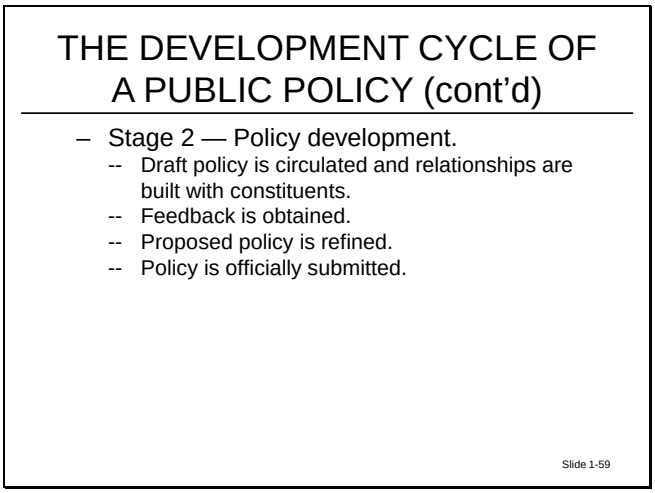
2. Stage 2 — Policy development.

a. Stakeholders are identified, educated about the problem, and recruited to form a policy development planning team.

b. Planning team works collaboratively and negotiates what the public policy should include.

c. Planning team becomes articulate in explaining the benefits of using public policy as part of a prevention strategy.

d. A draft policy is written. The policy's language must be logical and easy to understand.

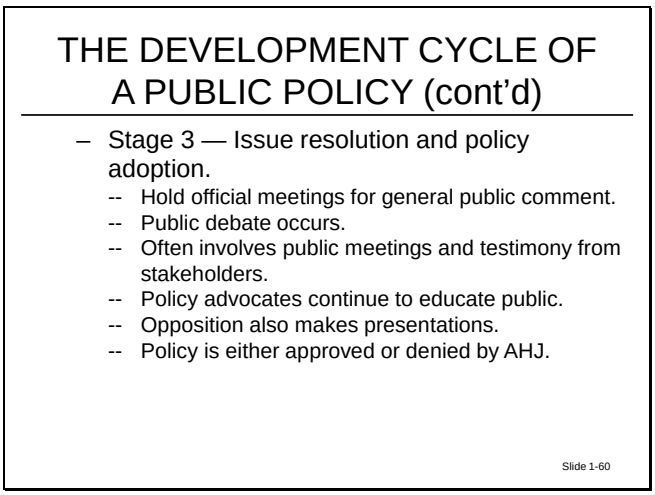


e. The draft policy is circulated to stakeholders for review and comment. Relationships are built with constituents.

f. Feedback is obtained to identify support versus potential opposition.

g. Proposed policy is refined into its final presubmission format.

h. Proposed policy is officially submitted for adoption.



3. Stage 3 — Issue resolution and policy adoption.

a. Policymakers hold official meetings that allow for general public comments on the proposed policy.

b. Public debate occurs on the proposed policy.

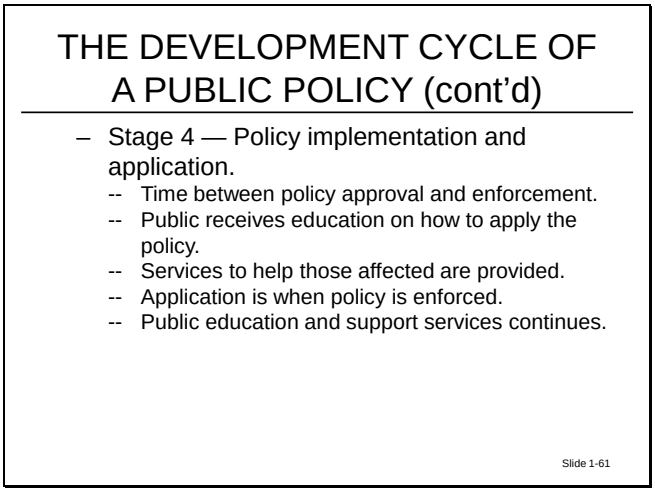
c. This stage often involves public meetings and testimony from stakeholders.

- Testimony can be in support of or against the proposed policy.

d. Policy advocates continue to present educational presentations at various venues to market the benefits of the proposed policy.

e. Opposition to the policy also makes presentations to decision-makers and the public on why the policy should not be adopted.

f. Approval or denial of policy is made by decision makers from the AHJ.



4. Stage 4 — Policy implementation and application.

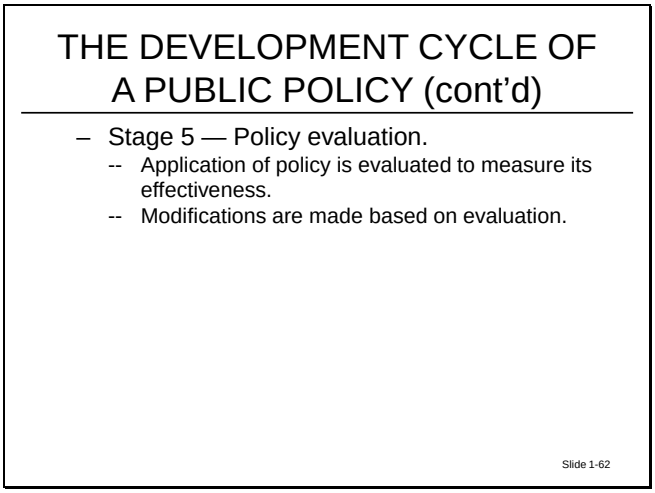
a. Policy implementation is the time period between official approval of the policy and when enforcement begins.

b. Those affected by the policy receive public education on how to apply the policy.

c. Services to help those affected by the policy are often made available.

d. Policy application is the time when the policy starts to be enforced.

e. Public education and support services continue so that voluntary compliance with policy occurs in lieu of enforcement.

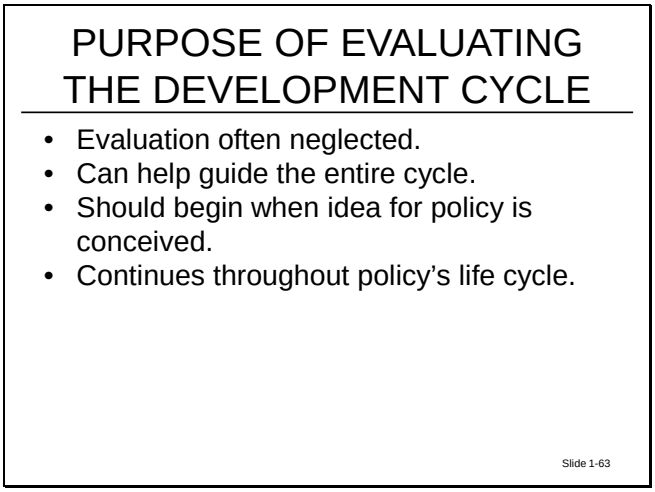


5. Stage 5 — Policy evaluation.

a. Application of the policy is evaluated to measure its effectiveness on the targeted risk issue.

b. Modifications to the policy are made as indicated by evaluation.

VIII. PURPOSE OF EVALUATING THE PUBLIC POLICY DEVELOPMENT CYCLE



A. Evaluation is one of the most important, yet often neglected, underused or misdirected components of community risk reduction.

B. Used appropriately, evaluation can help guide the development, resolution process, implementation and application stages of a policy.

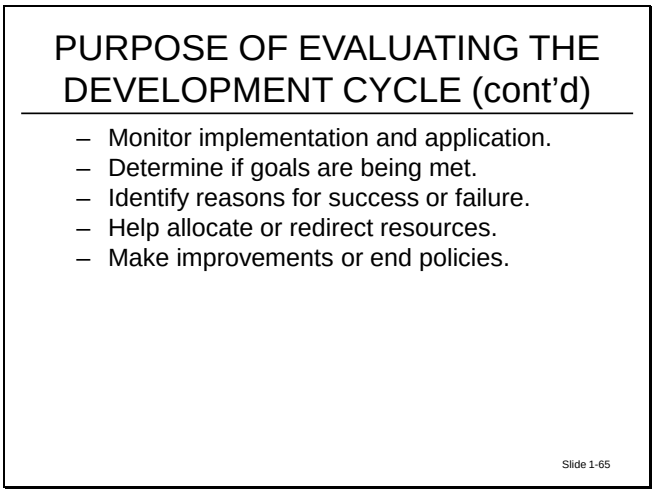
C. Evaluation should begin the minute an idea for a public policy is conceived.

D. Evaluation should continue throughout (and often beyond) the life cycle of a policy.



E. Evaluation can help a public policy planning team:

1. Justify the need for use of public policy as a component of prevention.
2. Identify who should be involved with its development.
3. Guide the process of program policy development.
4. Identify target audience or problem.
5. Expose potential challenges to policy effectiveness.
6. Identify best method of achieving policy objectives.



7. Monitor policy implementation and application.

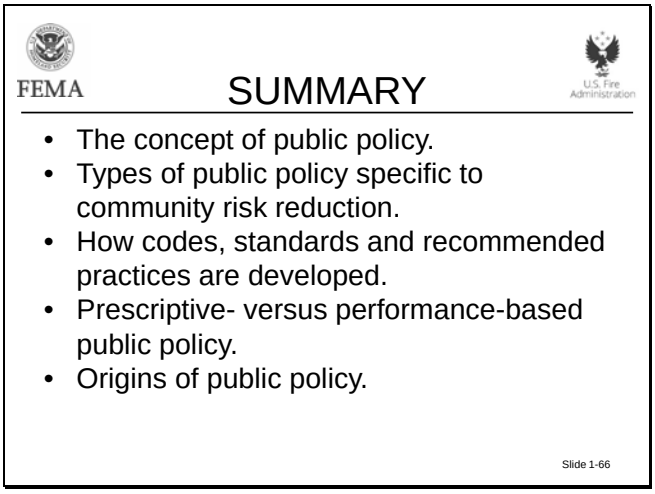
8. Determine which goals are being met and to what degree.

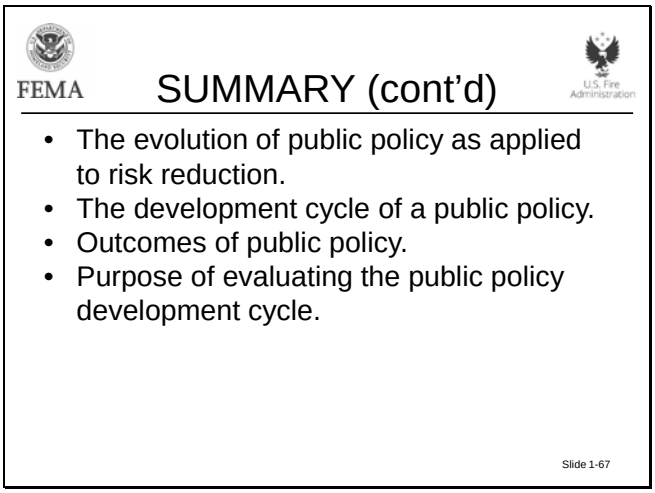
9. Identify reasons for success or failure.

10. Help decision makers allocate or redirect resources.

11. Make changes to improve policies or decide to end policies that are not working.

IX. SUMMARY





APPENDIX

NATIONAL STRATEGIES FOR FIRE LOSS PREVENTION

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Vision 20/20



National Strategies for Fire Loss Prevention

October 6, 2008

Washington DC 2008 Forum Results and Report

To the US Community of Fire Safety Professionals and Advocates:

We all know the devastation from fire that occurs every single day and we are all dedicated to making our nation safer from that devastation. The goal of Vision 20/20 is a simple one - to marshal forces for the development and support of a national strategic agenda for fire loss prevention. In the spring of 2008, the Vision 20/20 National Forum brought some of the brightest minds in fire safety together in Washington DC to help determine how best to achieve this goal. The Forum was an important first step in the continuing Vision 20/20 initiative.

Objectives of the Vision 20/20 initiative include:

- Provide a forum for sustained, collaborative planning to reduce fire loss in the United States
- Involve agencies and organizations with expertise and commitment to fire loss reduction in this collaborative effort
- Focus on actions that are needed to bridge the gap between recommended solutions and the current status of fire prevention activity
- Communicate recommendations and actions clearly with all levels of the fire safety community
- Build on the success and momentum of existing efforts

The report of National Strategies for Fire Loss Prevention presented here is the end-result of the Vision 20/20 National Forum. It is derived from the collective knowledge of experts from across the nation of the fire problem and from experience in the field. These strategies were determined to have a direct impact on the loss of life and property from fire in both the short- and long-term. This report is also an active, growing and evolving document that will serve as a blueprint for continued refinement by task groups working to earn commitment for the recommended actions.

We are grateful for funding from the DHS Assistance to Firefighters Prevention and Safety Grant program and to our sponsor, the Institution of Fire Engineers, USA Branch, for making this project possible. A number of professionals in the fire prevention community have been talking about this effort for some time and, without the leadership of IFE-USA, it would not have been possible. The funding provided by DHS is a key component and the returns on this investment in saving lives will be one that will resonate for years to come.

We appreciate the support of the many volunteers who have stepped up to help including the members of the Steering Committee, the Web Forum Satellite hosts, additional funding support, and participants in the Web and National Forums who took valuable time out of their busy schedules to contribute to this landmark opportunity.

Thank you for your commitment to reducing fire loss in the United States. Let us move forward as a nation, focusing on strategies that have been recommended by our leaders in fire prevention and capitalizing on the strengths of our diversity and shared mission.

Sincerely,

Jim Crawford
Vision 20/20 Project Manager

Bill Kehoe
IFE-USA Branch Treasurer

Vision 20/20 National Strategies for Fire Loss Prevention, October 6, 2008

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Founding Sponsor

Institution of Fire Engineers, United States of America Branch

Steering Committee

Meri-K Appy, Home Safety Council
Mick Ballesteros, Centers for Disease Control
Larry Barr, National Volunteer Fire Council
John Dean, National Association of State Fire Marshals
Sean P. DeCrane, International Association of Fire Fighters
Gary Keith, National Fire Protection Association
Michael Love, Montgomery County Fire Rescue
Dan Madrzykowski, National Institute of Standards and Technology
Ben May, Epcot – Walt Disney World Resort
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Alan W. Perdue, International Association of Fire Chiefs, Fire/Life Safety Section
Wayne Powell, Marriott International, Inc.
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We are grateful to the following for their generous contributions in support of Forum Vision 20/20:

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Web Forum Satellite Hosts and Sponsors

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Tucson, Arizona

The Napa-Solano Fire Prevention Officers Association
The American Canyon Fire Protection District
American Canyon, California

Florida Fire Marshals and Inspectors Association
Martin County Department of Emergency Services
Stuart, Florida

Tallahassee Fire Department
Tallahassee, Florida

The Illinois Fire Inspectors Association
The Allstate Insurance Company
Northbrook, Illinois

Maryland State Fire Marshal's Office, Maryland Fire & Rescue Institute (MFRI), Maryland State Fireman's Association (MSFA), and Maryland Fire Chiefs
MFRI, College Park, Maryland

Michigan Fire Inspector Society
Office of the State Fire Marshal, Lansing, Michigan

North Carolina Fire Marshal's Association
Greensboro Public Safety Training Center

The Cleveland Fire Department
Cleveland Fire Fighters Association, IAFF Local #93
Cleveland Fire Training Academy

Gresham Fire and Emergency Services
Gresham, Oregon

Tennessee Fire Service and Codes Enforcement Academy
Bell Buckle, Tennessee

PARADE Region 6
Garland Fire Department, Garland, Texas

Tacoma Fire Department
Tacoma, Washington

Funding support for the Web Forum was provided by

Arizona Fire Marshal and Inspectors Association

Florida Fire Marshal and Inspectors Association

Illinois Fire Inspectors Association

Maryland State Fireman's Association

Michigan Fire Inspectors Society

Washington State Association of Fire Marshals

Additional underwriting and technical support for the Vision 20/20 Web Forum
Was provided by Firehouse.com

Introduction

Despite significant progress in the last 30 years, the United States still has one of the worst fire loss records of the industrialized world. Fire loss includes the social, environmental and economic impacts, not just fire deaths and injuries. For example, in 2006 the US had 1.6 million fires attended by fire departments, and no one disputes the actual number is higher due to unreported fires. The number of deaths is in the thousands, the number of injuries in the tens of thousands, and the economic losses in the billions.

An ad-hoc group formed around the concept that it was time to move forward with efforts to further reduce fire losses in the United States. Other industrialized nations have a better safety record than does the US and those members who ultimately ended up forming the steering committee for Vision 20/20 felt we could and should collectively do better, acknowledging that significant progress in fire losses has already been made.

The group came together under the auspices of the Institution of Fire Engineers (US Branch) and applied for grant funds from the Department of Homeland Security to conduct a national strategic planning process which would point to "gaps" in the existing service delivery systems that need emphasis. Doing so would potentially improve fire safety efforts nationally without taking away from existing programs that are already working well. A strategic planning process complete with an updated look at national fire loss data, and information about the current fire prevention "environment" nationally (current prevention efforts, futures research, etc.) was prepared so that funds for collaborative planning on a national level could be solicited.

The successful grant application allowed us to form a steering committee for what ultimately became Vision 20/20. Earnest preparation for a national strategic planning process began in August of 2007. A web-forum was developed and conducted to place the background fire loss information before as wide an audience as possible so that some reference material would be available for a physical planning forum envisioned like no other in recent history. More than 500 people ended up participating in the web-forum at 13 different satellite locations around the nation sponsored by various fire prevention associations. Hundreds of others participated individually. Given the scope of the nation's fire problem as we envisioned it they were charged with developing strategies to reduce fire losses. The results of the web forum were then refined and taken to the physical forum held in Washington DC on March 31 and April 1 of 2008.

This report represents the refined forum results from the meeting where more than 170 fire and other agencies with a stake in the nation's fire problem met to outline the next steps that would lead toward a more fire safe nation. It represents the first steps in filling perceived gaps in the nation's fire prevention efforts. Ultimately the strategies and actions steps listed here must be moved forward collaboratively, and in conjunction with existing efforts.

Executive Summary

Five main strategy areas were identified by participants, with numerous action items listed for each that can help move prevention efforts forward. These strategies and many of the action items have been mentioned in previous reports. They represent the general consensus on issues that need more emphasis in our current environment.

These strategies initiated from a web forum conducted with participants at large and with small groups in 13 satellite locations throughout the nation. There are slight modifications due mostly to formatting. Data collection and analysis, and its importance to fire prevention efforts, was captured as a priority that spreads throughout the five major strategic areas identified for follow up action. Rather than report it as a separate strategy it is given emphasis as relevant to the success of each of the five strategies presented in this report.

Facilitators for each strategy workgroup have been identified. Funding to support continued activity that will keep each strategy working in conjunction with the others and existing programs is being sought.

Each workgroup will be responsible for incorporating the volunteer assistance that was offered at the Forum while they complete the more detailed action plans associated with each strategy. Each workgroup is tasked with maintaining a collaborative environment where partners are welcome, and consensus is attempted for major decisions.

To some extent, each strategy relies on accurate data and analysis of the data, so that the case can be made for increased emphasis on prevention programs. That particular aspect will be part of each working group's deliberations about action steps. It is evident that some modification of the action steps will occur based on the planning efforts of the work groups that form around each strategy. The major strategies with action items as they currently stand follow.

1: INCREASE ADVOCACY FOR FIRE PREVENTION

Theme: A National Agenda: Make America Safe from Fire

Action Items:

- Document and communicate the magnitude of the nation's fire problem and the benefit of prevention activities to decision makers
- Improve and support data collection systems
- Develop a current national fire prevention research agenda
- Advocate for increased focus and leadership of the US Fire Administration
- Develop a clearinghouse for prevention activities, resources, and best practices
- Increase awareness of the economic impact of fire loss

Facilitating Individuals/Organizations: Alan Perdue, IAFC Fire and Life Safety Section

2: CONDUCT A NATIONAL FIRE SAFETY EDUCATION/SOCIAL MARKETING CAMPAIGN

Theme: to be developed by the working group formed to move this strategy forward. This comprehensive theme should represent both the continuum of fire prevention messages from pre to post event. It should be on-going and as recognizable for the prevention mission as is "everyone goes home" for the National Fallen Firefighters Foundation.

Action Items:

- Establish a strong, comprehensive, broad-based integrated marketing communication campaign
- Develop and implement a national campaign to install working smoke alarms in high-risk homes
- Advocate for fire prevention programs that focus on voluntary home inspections
- Enhance and develop strategic relations for fire prevention involving non-traditional partners
- Increase educational outreach through school/youth based programs

Facilitating Individuals/Organizations: Jim Crawford, Institution of Fire Engineers, US Branch; Meri-K. Appy, Home Safety Council; Dr. Mick Ballesteros, Centers for Disease Control and Prevention; Paul Schwartzman, Chair, Public Education Section for the National Fire Protection Association.

3: RAISE THE IMPORTANCE OF FIRE PREVENTION WITHIN THE FIRE SERVICE

Action Items:

- Embed the value of fire prevention within the fire service
- Enhance recruitment, training and education practices in fire departments
- Recognize and reward successful fire prevention activities internally and externally
- Adopt industry standards (relative to professional qualifications) into law
- Make use of the DHS grant process to elevate the value of fire prevention within the fire service
- Develop a comprehensive, strategic master plan for fire prevention that utilizes education, enforcement , engineering, and evaluation methods

Facilitating Individual/Organization: Bill Kehoe, Institution of Fire Engineers, US Branch

4: PROMOTE TECHNOLOGY TO ENHANCE FIRE AND LIFE SAFETY

Action Items:

- Actively explore ways to identify and utilize the latest technology to push the education and code message
- Develop smoke alarm technology that serves needs of broad range of occupants, especially those at highest risk
- Establish a competition to encourage the development of new technologies
- Increase the number of residential occupancies, including modular and manufactured homes, using fire sprinklers
- Fully utilize technology for real time reporting of emergency response data
- Require inherently safer consumer commodities
- Develop complete strategies for introducing new fire and burn prevention technologies to consumers
- Develop technology to improve residential fire/emergency evacuation processes
- Support completion and adoption of integrated building design and construction
- Create a nationally standardized inspection reporting system by utilizing handheld technologies to support the fire inspection process

Facilitating Individual/Organization: Dan Madryzkowski, National Institute of Standards and Technology, Building and Fire Research Laboratory

5: REFINE AND IMPROVE THE APPLICATION OF CODES AND STANDARDS THAT ENHANCE PUBLIC AND FIREFIGHTER SAFETY AND PRESERVE COMMUNITY ASSETS

Action Items:

- Develop a collaborative environment
- Support increased research to enhance the understanding of fire and to identify and justify changes to codes and standards
- Pursue incentives for adoption and enforcement of model codes and standards
- Increase required training in building and fire codes at all levels and ranks within the fire service
- Promote fire codes within sustainable structures and "green buildings"
- Establish accountability for the adoption and enforcement of fire and building codes

Facilitating Individual/Organization: Sean DeCrane, International Association of Fire Fighters

Refined Forum Results

The following more detailed forum results are intended to provide the basis for further planning by working groups that will collaboratively follow up on the strategies and action items. The actions and steps necessary to achieving each strategy will no doubt be further refined as specific working groups move toward meeting the objectives of each.

STRATEGY 1: INCREASE ADVOCACY FOR FIRE PREVENTION

Strategy Statement: Increase the level of advocacy for fire prevention to policymakers, decision makers, and community leaders that supports a balanced approach to reduce the social and economic impact of fire losses by 25% over five years.

Action Item 1: Document and clearly communicate the magnitude of the fire problem and the benefit of prevention activities to policymakers, public educators and the media.

Outcome Indicators: Readership distribution, penetration, influence indicating action (anecdotal evidence)

Steps necessary to achieve:

- Establish relationships with (but not limited to) policymakers, educators, social providers and the media that can aid in promoting fire prevention advocacy
- Create generic aid packages (guidance-framework) to support advocacy campaigns:
  - Template for selecting initiatives
  - Template for using data and other best evidence
  - Template for building and running coalitions
  - Template for communicating key messages and strategies
  - Tools for community leaders to deliver the message/information to their constituency ("trickle down effect)

Action Item 2: Improve and support data collection systems to inform program evaluation, training, technology development and implementation, and system maintenance.

Steps necessary to achieve:

- Identify portions of NFIRS that need to be made more user-friendly. Make improvements to the reporting system to assure increased compliance
- Partner with efforts of the US Fire Administration and other federal agencies such as DOA, DOI, DOD, GSA, HUD,

Outcome Indicators: % of participation; % of completeness of reporting and error rate	HHS, CDC, and CPSA to provide web based reporting system • Mandate participation of NFIRS for federal funding • Promote regular reporting of appropriate fire loss data • Promote thorough real-time data reporting (This needs to be balanced with data quality) • Educate the fire service in the importance of data and data collection
Action Item 3: Develop a current national fire prevention research agenda. **Outcome Indicators:** % of change in participation; increased number of prevention related research projects funded	**Steps necessary to achieve**: • Identify research gaps • Establish research priorities • Link with Action Step 2 for improving data collection and analysis capabilities • Develop guidelines to ensure quality and consistent research (qualitative and quantitative) • Coordinate research with NFFF National Research Agenda • Promote collaboration among allied organizations involved in research activities
Action Item 4: Advocate for increased focus and leadership of the US Fire Administration for fire prevention efforts so that it is positioned to guide, execute and coordinate a defined national prevention agenda on the federal level. **Outcome Indicators:** Increased use and reach of USFA, and other national prevention programs Increased funding for program development and dissemination	**Steps necessary to achieve:** • Support a US Fire Administrator that is the leading advocate for fire prevention in the United States • Review national prevention strategies and programs to better understand effectiveness, impact, gaps, and areas for improvement • Involve national fire prevention experts in the development of prevention programs at the USFA • Advocate for increased funding for USFA national fire prevention efforts

Action Item 5: Develop a clearinghouse for prevention activities, resources, and best practices.
 	
Outcome Indicators: Criteria that defines best practices; accessible to an online clearing house
	Steps necessary to achieve:
	• Select and promote programs that incorporate evidence-based assessment that can establish effectiveness and sustainability
	• Create a national advisory board (e.g. PARADE) to establish criteria for "best practices" and to review programs and key messages for inclusion in the clearing house; successful programs must have evaluation evidence that demonstrates effectiveness and impact
	• Create a national association for fire and life safety educators; this will be a place where advocates can go for information, continuing education, and professional support
	• Regularly review advisory board membership to assure it contains the appropriate participants
	• Share information on successful programs; include data source of best practices, points of contact, references, and easily accessible and affordable programs
	  ○ Confirm that they are ready to participate and that they have the right messages, resources and tools
	  ○ Create a structure to connect them and bring their voices together
	  ○ Develop a system to find and use human resources (individuals and groups with specific expertise that are available as spokespersons, mentors, and advisors for best practices)
	• Include on clearinghouse easily accessible and affordable information that includes the following[1]:
	  ○ AFG-funded success stories
	  ○ Templates for prevention messages and public service announcements
	  ○ Information for public information officers on training
	  ○ Techniques to adapt existing programs to local community needs

[1] Added from report of Strategy 3

	○ Materials and messages for quick response and teachable moments such as "after the fire" programs ○ Templates for community risk assessments ○ Templates for strategic planning ○ Codes and standards ○ Updated trends in fire data and economic impact of fire
Action Item 6: Increase awareness of the economic impact of fire loss. **Outcome Indicators**: Prevention efforts promoted and supported by officials and business leaders	**Steps necessary to achieve:** • Educate local officials and business leaders on consequences of only maintaining minimum protection standards • Promote business continuity through communication • Involve insurance companies in dialog • Hold officials and business leaders accountable for decisions

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STRAGEGY 2: CONDUCT A NATIONAL FIRE SAFETY EDUCATION/SOCIAL MARKETING CAMPAIGN

Theme: This comprehensive theme is to be developed by the working group formed to move this strategy forward. It should represent both the continuum of fire prevention messages from pre to post event and it should be as recognizable for the prevention mission as is "everyone goes home" for the National Fallen Firefighters Foundation. "Get Alarmed America" was offered as an example.

Strategy Statement: Establish a consistent, sustained, multi-faceted education/social marketing campaign to reduce risks and losses from fire by getting people to change their behavior toward fire safety.

Action Item 1: Establish a strong, comprehensive, broad-based integrated marketing communication campaign (This includes advertising, public relations and communication).

Outcome Indicators:
Lives saved: decline in injuries, decline in property loss, decline in home fires; documented measures of risk reduction (e.g. # of smoke alarms installed, # of alarms purchased); documented behavior changes (e.g., number of home fire drills performed); documented increases in knowledge; awareness raised, increases in federal and local funding for prevention; evidence of cost-benefit or cost-effectiveness for prevention; development of new customized tools for special needs audiences; level of fie service participation; documentation of media reports

Steps necessary to achieve[2]:

- Develop a national theme for fire safety education under which specific campaigns may be incorporated that is similar to "everyone goes home" for the National Fallen Firefighters Foundation; make sure the campaigns are consistently supporting a continuum of safety from fire prevention, to safety features like smoke alarms, and residential fire sprinkler systems
- Design a national campaign with options for local application and reinforcement
- Develop common messages within the fire service that are based on social marketing and behavioral theory concepts and that promote personal responsibility
- Expand target audiences and tailor messages to specific high-risk groups such as older adults and ethnic minorities
- Consider language and culture in message development
- Develop and test ad campaigns
- Identify funding sources for support and long-term sustainability
- Utilize most effective mediums (i.e. You-Tube, web-based media, movie trailers)
- Create linkage between a national

[2] Additional notes from the Forum are added to the appendix.

mentioning prevention; measurable shift in suppression emphasis to prevention; institutional changes (e.g. recruitment of non-traditional partners, especially those best positioned to reach those at highest risk).	campaign and local action (FDS) and ancillary organizations • Partner with a quality advertising firm for media expertise • Make use of a key spokesperson meaning someone with high visibility, appeal factor, and who is trusted and credible
Action Item 1-b: Develop and implement a national campaign to install working smoke alarms in high-risk homes **Outcome Indicators:** Visibility of a national campaign; measurable evidence of cognitive gains, risk reducing behaviors and loss reduction over time.	**Steps necessary to achieve**: • Build a compelling case/statement for program need based on recent data; identify the widest possible range of partners, traditional and non-traditional • Estimate costs; create development strategy • Identify proven resources both programmatic and other; this may include other national, local, or international smoke alarm programs • Create new resources to fill key gaps • Develop plan for field work that incorporates the critical elements of other successful programs; this may include smoke alarm installations (not giveaways), the use of lithium powered alarms, in-home fire safety education, and home inspections for safety hazards • Develop a media strategy to promote the program; media may be national, state and local • Install alarms in the highest risk homes (i.e., those with no working alarms, special populations such as older adults, hearing impaired, etc.) • Develop and implement systematic evaluation plan to understand and document impact
Action Item 2: Advocate for fire prevention programs that focus on voluntary home inspections.	**Steps necessary to achieve:** • Establish criteria for model programs (review existing methodologies including UK, Australia, US, etc.) • Develop support package including

Outcome Indicators: Programs in place with documentation that includes: peer review, results of pilot tests, target audience(s), implementation strategies, and the number of locations implementing these types of programs	technical expertise to assist with pilot testing in the US • Identify and recruit pilot test locations • Obtain funding to implement in pilot locations in the US • Conduct peer review of results • Publish results of peer review • Identify larger list of host locations for implementation in the US
Action Item 3: Enhance and develop strategic relations for fire prevention involving non-traditional partners with access to get the messages out. Coordinate efforts with local government agencies with access to lower socio-economic groups (Section 8 welfare), and the local fire service. **Outcome Indicators:** Number of new working partnerships with increased access to lower socio-economic segments of the population	**Steps necessary to achieve**: • Engage multicultural groups as partners for prevention • Integrate fire safety and fire science into existing academic curricula (may include high school science classes) • Train public education providers to identify alternative access to classrooms by subject matter (Fire loss data and math for example) • Develop opportunities for high school students to do community service in fire safety • Educate non-traditional populations to foster partnerships and increase access to target audience(s); establish requirements for participation that are tied to benefits • Work with National Citizen Academy/USFA to define the concept of fire corps and citizen advocates
Action Item 4: Increase educational outreach through school/youth based programs. **Outcome Indicators:** Number of programs institutionalized in schools and other established venues that serve youth	**Steps necessary to achieve:** • Include fire safety standards in elementary, middle, high school, and higher education competency tests • Develop model strategies based upon successful programs beyond the classroom where ongoing fire safety education can be institutionalized (e.g. after school programs, girls and boys clubs, 4-H)

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3: RAISE THE LEVEL OF IMPORTANCE FOR PREVENTION WITHIN THE FIRE SERVICE

Action Item 1: Embed the value of fire prevention within the fire service so that it is accepted and supported as a primary service for public safety. **Outcome Indicators**: Changes in recruitment and training; changes in organization; changes in standard operating procedures to drive changes in behavior; organizational mission statements with a focus on fire prevention; amount of time and resources devoted to fire prevention activities.	**Steps necessary to achieve**: • Establish leadership "buy-ins" at all levels • Assist fire chiefs with understanding the consequences associated with the total fire protection system design, compliance, construction, inspections, occupancy, maintenance, suppression, etc. • Provide tools and talking points to key leaders to include prevention in speeches, presentation (fire service conferences, etc.) • Educate fire service on how fire prevention efforts benefit them directly/individually in a safer work environment • Incorporate fire prevention aspects into personal performance reviews/reward system for prevention activities • Develop a model organizational structure that incorporates fire prevention throughout the entire organization • Promote chief-to-chief mentoring (model after NFFF) • Develop and promote leadership in fire chiefs of a "prevention first" attitude (should be addressed first) • Educate the fire service on concepts of primary, secondary and tertiary prevention • Consider changes in budget needs
Action Item 2: Change recruitment, training and education practices in fire departments. **Outcome Indicators**: Survey of fire service training, recruitment practices (pre/post)	**Steps necessary to achieve**: • Change fire department recruitment strategies to include fire prevention • Bolster fire prevention training into cadet training • Develop an effective "career path" for fire prevention staff • Include fire prevention in each firefighter job description

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	• Develop more on-line prevention courses through NFA • Create training programs that identify "value added" benefits of fire prevention activities for suppression personnel (FF 1, Fire Officers) • Change attitudes to acknowledge that fire prevention is as important as fire fighting (16 Initiatives) • Modify professional qualification standards (i.e. NFPA Standards 1001, 1021, etc.) to include fire prevention JPRs • Include a certified/qualified fire prevention curriculum • Partner with local community college and/or university to include fire prevention programs • Train on pre-event, event, and post event issues (reference Haddon Matrix, and education vs. entertainment) • Develop strategies/partnerships with fire service publishers (i.e. IFSTA, Firehouse.com, and USFA "coffee break", etc.) • Create "canned" fire prevention programs for recruit training[3] • Create education plans and materials for firefighters so that they are prepared to take on the new role[4] • Create a marketing strategy to the firefighter so that they buy in and agree to the new role[5]
Action Item 3: Recognize and reward successful fire prevention activities internally and externally (i.e. community awards for fire prevention). **Outcome Indicators**: Survey of fire service training,	**Steps necessary to achieve**: • Identify both individual and/or programs and other fire department activities that reward fire prevention activities • Make fire prevention "heroic" – create knowledge base of prevention best practices • Encourage other fire organizations to

[3] Added from the report of Strategy 1
[4] Added from the report of Strategy 1
[5] Added from the report of Strategy 1

recruitment practices (pre/post), and fire prevention activity	recognize and reward fire prevention efforts
Action Item 4: Adopt industry standards into law – state and federal requirements (i.e. professional qualifications standards that require prevention training) **Outcome Indicators:** Number of adopted professional qualification standards requiring prevention training	**Steps necessary to achieve:** • Identify professional qualification standards to recommend for adoption • Work with fire service training & prevention leadership to advocate for adoption • Identify best practices for adoption methodology and communicate them to potential sponsors
Action Item 5: Make use of the DHS Grant process to elevate the value of fire prevention within the fire service. **Outcome Indicator:** Survey of fire department training, recruitment and education programs	**Steps necessary to achieve**: • Link federal grants to completion of fire prevention training courses (similar to NIMS) • Make a connection for, to and from DHS and the nation's fire prevention community that demonstrate prevention initiatives by the fire service do help further DHS goals and objectives • Tie current grants to current fire prevention activities
Action Item 6: Create an accreditation process for fire departments that emphasizes fire prevention programs. **Outcome Indicators:** Development of model accreditation process; number of fire departments using it	**Steps necessary to achieve:** • Develop and promote a national certification program for entry level personnel • Develop similar accreditation program to hospital "Magnet Accreditation Program (obtain "buy in" with personnel, community awareness and funding specific for prevention programs) • Promote national certification standardization for code official/inspectors (reciprocity) with continuing education[6]

[6] Added from the report of Strategy 4

Action Item 7: Develop a comprehensive, strategic master plan for fire prevention that utilizes education, enforcement, engineering, and evaluation methods.

Outcome Indicators:
Number of departments using comprehensive planning process

Steps necessary to achieve:
- Require use of an "all hazards" risk assessment
- Require written, comprehensive prevention plans with measurable outcomes
- Link structural fire prevention activities to wildland fire activities

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4: PROMOTE TECHNOLOGY TO ENHANCE FIRE AND LIFE SAFETY

Strategy Statement: Promote AND leverage existing and new technologies that enhance fire and life safety.

Action Item 1: Actively explore ways to identify and utilize the latest technology to push the education and code message.

Outcome Indicators:
Survey of new technology solutions; quantified successes from initial list in the subsequent years; count of video games and/or web page hits

Steps necessary to achieve:

- Use new technologies to make PSAs readily available (ensure accurate and uniform messages)
- Use technology to deliver real time information (e.g. GIS/text messaging in times of disaster)
- Use other media list serves
- Create video/web-based fire safety education programs
- Identify video game/web designer partners
- Develop PSA in MP3 and PDA formats
- Develop video games for fire safety
  - Bundle with other games
  - Coupon for discount on another game
- Increase outreach by making use of technology and mass media opportunities (e.g. Contact Oprah, Google with smoke detector button search engine, Disney World, Extreme home make over)

Action Item 2: Develop smoke alarm technology that serves needs of broad range of occupants, especially those at highest risk.

Outcome Indicators:
New smoke alarm products on the market

Steps necessary to achieve:
Develop smoke alarm technology that addresses the following issues:

- Reliable power source
- Quick detection of smoldering and flaming fires
- Ability to send text message
- Ability to interconnect
- Affordability
- Examine "modifiable" technology
- No false alarms
- Better alerting
- Easier installation
- Remote silencing/hushing device
- Tamperproof packaging

	• Automatic reset • Incorporate RFID tags to determine from the street whether or not a home has a smoke detector present
Action Item 3: Establish a competition to encourage the development of new technologies. **Outcome Indicators**: Number of contestants; products developed that reach market	**Steps necessary to achieve**: • Identify a funding source for financial prize or student scholarship • Develop promotion plan for competition Recognize winner at PARADE or other fire-related conference • Provide consultations for contestants • Hold contest

Action Item 4: Increase the number of residential occupancies, including modular and manufactured homes, using fire sprinkler systems.
 	
Outcome Indicators: Increased number of homes with fire sprinkler systems
	Steps necessary to achieve:
	• Develop cost effective fire sprinkler systems that eliminate challenges from water authorities. These challenges include the following:
	  ○ Meter issues
	  ○ Water supply issues
	  ○ With/without municipal water supply
	  ○ Backflow preventors
	• Make systems easy to install in new construction or retrofit in existing homes
	  ○ Requires little post installation rehab
	• Sell the sprinkler technology and counter negative publicity (Save the pets)
	• Partner with Habitat for Humanity to install residential sprinkler systems in all their new residences'
	• Initiate additional research and application of sidewall residential sprinklers
	• Link with the existing HUD/NFPA standards for manufactured homes
	• Promote residential sprinklers in the International Residential Code

Action Item 5: Fully utilize technology for real time reporting of emergency response data to provide timely	**Steps necessary to achieve**: • Educate the fire service on the importance and need to completely and accurately complete fire data reporting forms

and useful reports.
 	
Outcome Indicators: Technology is developed and in use
	• Develop uniform method to calculate/estimate fire loss (direct costs)
	• Streamline NFIRS to allow for input to PDA or mobile data terminals from the scene
	• Develop an auto transfer system from local to state and national data base
	• Expand required fields to collect info on the following:
	  ○ Fire victims accurately for fire prevention activities
	  ○ Fire code violations
	  ○ Include EMS field

Action Item 6: Require inherently safe consumer commodities (e.g. candles, fireworks) appliance and home furnishings to eliminate and/or reduce ignition and/or propagation factors.
 	
Outcome Indicators: Technology is developed and in use
	Steps necessary to achieve:
	• Develop products that eliminate or reduce:
	  ○ Ignition sources
	  ○ Flame spread
	  ○ Smoke generation
	  ▪ Thru CPSC
	  ▪ Codes
	  ▪ Federal funding streams
	• Add IP address for each "risky" item for monitoring i.e. overheating, electrical arc (to be clarified)
	• Where inherent safety is not possible, seek improved fire safety and fire performance
	• Where requirements are not achievable, consider other means (e.g., influence the market place and the consumer) beneficial to product changes
	• Consider ignitability, peak severity, and fire growth in addition to flame spread and smoke generation
	• Consider all heat source products, as well as appliances

Action Item 7: Develop complete strategies for introducing new fire and burn prevention technologies to consumers	**Steps necessary to achieve**: • Use best analysis and research to estimate benefits of technology • Estimate costs and side effects • Use best analysis and research to refine

Outcome Indicators: Model strategies that are complete and in use	design of technology and specify appropriate applications and environments for use • Consider codes and standards, regulations, and market approaches to introduce technology • Develop information for advocacy of technology, including FAQs, related research, model legislation, myth rebuttal • Develop supporting educational materials for selection, installation, maintenance and use of technology
Action Item 8: Develop technology to improve residential fire/emergency evacuation processes. **Outcome Indicators**: Publicize the results of peer review model technologies; listing by testing/certifying laboratory	**Steps necessary to achieve:** • Identify incentives for research, design, and manufacture of technologies such as: o Voice/light guided escape markers o Do-it-yourself exit plan marker • Establish a process for approval of new technologies so that consumers are assured they work as intended and are reliable
Action Item 9: Support completion and adoption of integrated building design and construction technologies that achieve and document code compliance; assist in systems design for fire protection and fire safety; document fire safety, risk or performance of building and its parts; and inform emergency response databases. **Outcome Indicators**: Technologies are documented supported	**Steps necessary to achieve**: • Refer to the "Smart Building Alliance" program sponsored by the National Institute of Building Sciences in Washington, D.C.
Action Item 10: Create a nationally standardized inspection reporting system by	**Steps necessary to achieve**: • Develop a standard for system operations that include:

utilizing handheld technologies to support the fire inspection process. **Outcome Indicators**: A standardized system that is developed and implemented evidenced by tracking increased efficiencies of inspectors using the system	○ Identifying amount of time spent per inspection or account for billing ○ Tracking and printing permits ○ Aid in scheduling re-inspections ○ Schedule employee leave to reduce conflicts ○ Fire code imbedded and there are links for each code violation ○ Historical data and alerts would be available on properties to be inspected ○ Equipment used to issue citations

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5: REDUCE FIRE LOSS BY THE REFINEMENT, AND APPLICATION OF CODES AND STANDARDS THAT ENHANCE PUBLIC AND FIREFIGHTER SAFETY, AND PRESERVE COMMUNITY ASSETS

Action Item 1: Develop a collaborative environment.

Outcome Indicators: Comprehensive list of fire safety organizations interested in codes and standards; quantify issues on which consensus may be reached; capture number of appointments and participants in process

Steps necessary to achieve:

- Identify and unify the positions of fire service organizations and other organizations with an interest in fire safety with respect to codes and standards
- Advocate fire safety community positions with external organizations: Architects, Engineers, Building Officials, Legislators, Industry, Other Allied Professions, and Stakeholders
- Identify and facilitate the appointment of fire service personnel and fire safety advocates to code committees
- Strengthen collaboration, coordination and code development between model code organizations
- Add basic fire fighting; tactics; fire behavior; fire safety curriculum to building official and architect education
- Bridge the gap between fire safety advocates and participants in the code process (education)
- Utilize technology to support internet (peer review) for code development
- Advocate for fire department plans review and inspection positions
- Promote a collaborative effort between fire and building departments in plan review and inspection processes

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Action Item 2: Support increased research to enhance the understanding of fire and to identify and justify changes to codes and standards.

Outcome Indicators: Standardized assessment tool is developed

Steps necessary to achieve:

- Evaluate the effectiveness of existing building and fire codes and standards
- Develop a standardized post fire building performance assessment
- Identify specific criteria relative to code applicability
- Capture pertinent fire loss data not currently being evaluated

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Action Item 3: Pursue incentives for adoption and enforcement of model codes and standards. **Outcome Indicators**: Databases of state and local jurisdictions that have adopted model codes; funding sources and grants tied to the adoption of model codes; number of applications for fire act grants that include status of local code adoption and enforcement programs	**Steps necessary to achieve**: • Require adoption of minimum codes for federal and state funding • Require minimum performance criteria for funding for all fire-related fire safety grant programs that includes adoption and ongoing enforcement, inspection, etc. • Require all federal and federally-funded projects to meet minimum code standards within the jurisdiction
Action Item 4: Increase required training in building and fire codes at all levels and ranks within the fire service, beginning with the fire fighter recruit. **Outcome Indicators**: Code enforcement standards are incorporated into NFPA 1001 and other professional qualification standards	**Steps necessary to achieve**: • Standardize code training requirements for firefighters • Correlate codes and standards to practical fire operations • Develop a career path for upward mobility for fire code enforcement personnel
Action Item 5: Promote fire codes within sustainable structures and "green buildings". **Outcome Indicators**: Specialized code applications developed "green" codes cross referenced to fire codes	**Steps necessary to achieve**: • Incorporate fire and life safety standards into green certified buildings in recognition of the impact fire safety can have on a sustainable building/community • Collaborate with green-rating officials to ensure compatibility • Clarify that green and sustainable building design and standards cannot conflict with the goals and intent of the fire code and fire operational requirements

Action Item 6: Establish accountability for the adoption and enforcement of fire and building codes. **Outcome Indicators**: Development and enactment of model legislation	**Steps necessary to achieve**: • Enhance coordination and cooperation between regulatory authorities • Increase awareness of code violations during fire investigations • Remove tribal; federal; state and local ability to be exempt from compliance • Educate the legal community on the importance of prosecuting non-compliance • Explore criminal penalties for non-compliance (regulatory officials included)

Strategy 5 Volunteer Task Group

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Pierce, Joe
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Appendix A

Additional discussion from Vision 20/20 strategy sessions

Strategy 2

Action Item: Advocate for home/residential detection (e.g. smoke alarms) **and** home/residential sprinklers. Focus the most attention on the fire loss in the single family dwelling. Fire kills – advocate for safer homes through:

- Increased use of effective prevention strategies
- Early warning devices
- Escape planning and practices (bars on windows)
- Home fire sprinkler systems

Action Item: National Campaign – Juvenile Fire Safety

- Develop a national campaign that focuses on parenting messages – access and supervision
- Involve JFSI specialists in an advisory capacity to the design
- Educate the fire service re: JFS and the need for systematic prevention and intervention efforts

Action Item: Customers as partners – get them to help us develop and deliver the messages.

Action Item: "After the Fire" program – fire staff canvas the neighborhood and talk to residents, ties prevention and suppression, opportunity to check smoke alarms, PTSD discussions with families, great timing for teaching moments.

Action item:
Advocate for home/residential detection (e.g. smoke alarms) **and** home/residential sprinklers
Focus the most attention on the fire loss in the single family dwelling
Fire kills – advocate for safer homes through

- Increased use of effective prevention strategies
- Early warning devices
- Escape planning and practices (bars on windows)
- Home fire sprinkler systems

Notes:

Educate non-traditional populations to foster partnerships and increase access to target audience(s). Establish requirements for participation that are tied to benefits.
Department of Social Services:

- Money = mandates
- CEU's/nationally accredited program for social workers, mental health, daycares, teachers – mandatory training for their jobs
- Junior Fire Service
- Senior services – AARP, etc
- State run agencies
    - Fire safety training requirement/credit
- Tribal Agencies
    - Fire safety training requirements/credit
- Social & religious
- Colleges
    - College level classes on fire safety = mandates in certain educational programs

Identify and prioritize high-risk populations based on data. (Data)
NOTE: We need to quantify and define high-risk populations based upon data.

- Wordsmith: from "example" action item – change the word "conform" to recognize"
- Fire Alarm Installation – potential issue – ICE-Miller $6 million lawsuit – talk to Shawn Longerich for details – could have major impact
- Resource: Firekills.uk.gov – videos that help with local education
- Use of Technology – how do we use it to get the message out and how do we train to use the new technologies to end users
- Issue: what's on the net/youtube/Wikipedia – how to get accurate information out and help people use correctly
- How to use technology to debunk the myths that are out there (see bullet above)
- In an "IDEAL" world we would have:
    - Change the attitude of <u>some</u> in the fire service to not say "I didn't hire on to teach"
    - National certification for teachers – time/duties
    - Fire "Czar" appointment – equal to the Attorney General
    - Funding – is it being spent appropriately? Achievable results, have stats that show improvement (Data)
    - Have a non-litigious society – e.g. $6 million verdict ICE-Miller Federal case on smoke alarm installation.
    - Matching funds agreement * fire and outside.
- Promote and incorporate personal responsibility for safety in messages.

- Language and culture message.
  - Ensure the message has the same impact but it may not use the same words
  - Consideration (research – ask the target audience), market test in different audiences/culture
  - Prioritize messages
  - Timing of messages
  - Simplifying messages (what we really mean, not slogans)
  - Repetition of messages
  - Consider accessibility e.g. font size, PDF files, color contrast, etc. for ease of reaching certain populations
- Identify funding sources for support and long-term sustainability. Examples:
  - Using public/private partnerships for national campaign.
  - Shift a percent of FIRE Act grant funding or increase funding to support a national media campaign (Advocacy)
  - Increase % of federal funds allocated to prevention based on key success factors (MSMIS) to sustain long term. (Advocacy)
- Use existing and or create current consistent messages(s) from key stakeholders at the national level – no more than 3. (Advocacy)
  - Tailored to socio-demographic populations and neighborhoods
  - Broad-based consensus building messages
  - Formation of a message advisory council
  - Constant and consistent based on data (Data)
  - Appreciation of risks – compelling, appropriate action
- Utilize most effective mediums i.e. You-Tube, online, movie trailers (20th Century Fox/Oprah), etc.
- Create linkage between a national campaign and local action (FDS) and ancillary organizations.
- Partner with a quality advertising firm for media expertise
- Share successes (potentially similar to Strategy #4)
  - Creation of website at USFA or NFA
  - Successful programs
  - Successful press releases
  - Points of contact
  - References
  - Downloadable programs
- Make use of a key spokesperson meaning: high visibility, appeal factor, trusted and credible. To be used in a variety of ways e.g. national media campaign (see Item 1) and the "Get Alarmed America" smoke detector campaign (see Item 8) Consideration Icon/character vs. influential spokesperson

NOTE: As part of the national public education/social marketing campaign, consider the emphasis on smoke alarms (Get Alarmed America). However, each specific campaign should be coordinated with existing efforts that take into account the continuum of education messages from pre to post event – including

preventing fires from occurring in the first place, up to protecting entire homes with residential fire sprinklers.

Additional steps were outlined necessary to realize this national campaign.

- Build a compelling case/statement for program need based on recent data and testimonials – make it real. Show the total cost of fire loss, death, injury, productivity, property loss, high fire death rate in the industrial world. (Data)
- This means advertising, public relations and communication consistent with media actualities and message research.
- Map out a strategy:
    - Secure full fire service, national, state, local commitment (Advocacy)
    - Clarify roles/legalities
    - Identify widest possible range of partners, traditional and non-traditional
        - Fire Service
        - Public Health
        - Survivor Advocates
        - Pet People
        - AARP
        - Meals on Wheels
        - Realtors
        - Modular home builders
        - Insurance Senior
        - Private sector corps.
        - Vista
        - Houseboats
        - Managed Housing
        - Motor Home Co.'s
        - WIC
        - Individuals
        - Casinos (Native American)
        - Medical community (pediatricians, geriatricians, MD's, etc)
        - Language/Ethnic Leadership groups (especially high risk)
        - Schools
        - Literacy Providers
        - Faith leaders
        - Service Organizations
        - Scouts
        - NAHB
        - Manufacturers
        - Feds -NCIPS, HUD, Fannie May, Banks
        - Councils
        - Americorps
        - Citizen/Fire Corps
        - Building/Apt Managers
        - Social Services
        - Head Start
        - Security/Alarm Companies
        - Foundations
        - Furniture Industry
    - Estimate costs – create development strategy
    - Create distribution systems
    - Identify proven resources both programmatic and other, create new to fill key gaps
    - Develop a media strategy – national, state and local
        - Develop key messages
            - Tie-in home fire sprinkler message for people building or remodeling their home
        - The Ad Council
        - Celebrity Spokesperson(s) – Oprah!!!
        - Print, broadcast, movie trailers

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- New media – blogs
- Corporate newsletters
- Partner outlets
- School-based education where appropriate (include colleges, universities)
- To public policy makers (CFSI, local/state level) (Advocacy)
- Throughout partner networks
- Faith Community
- Corporate America (smoke alarm brown bag sessions)
- Message boards – electronic signs

- Get alarms in homes that have NONE
  - Focus on high risk – get done through trusted liaisons
- Replace alarms 10 years old or more
  - Create national disposal method (key into "green")
  - Make them more universal
- Missing batteries universal
- Alarms for special needs – older adults, hearing impaired, etc

Resources:

- "Operation Smoke Alarm" – www.nahf.blogspot.com ---- a video of the San Jose Fire Dept and affinity groups working in concert to promote fire alarm installation/safety in a risk community
- "Clearinghouse" resource – www.firstrespondertv.com --- Steven Nash, Halcyon Products

Strategy 3

Notes from Forum Strategy session:
The target audience that is outlined in this Strategy is roughly defined as all members of fire and emergency medical services departments. Debate followed about "what" is the message that we need to send.

- Fire Prevention
- general harm prevention
- injury prevention
- "all risk" preventions

Internal customers are internal members (personnel) of the fire department, who in turn promote or get out to the partners, stakeholders, and community at large.

Observation: Part of the culture shift must also include a culture in DHS that understands that fire prevention is in – sync/tied to DHS goals/objectives/mission for a safe homeland. A safe homeland begins with safe homes and safe home towns.

Appendix B
Forum Vision 20/20 Agenda

Sunday, March 30, 2008

All Forum Events are in the Lincoln Room Unless Otherwise Noted

4:00 pm to 6:00 pm	**Registration - Lincoln Room Lobby**
6:00 pm	**Reception Hosted by the National Fire Sprinkler Association**
7:00 pm to 9:00 pm	**Dinner**

Monday, March 31, 2008

7:00 am to 8:00 am	**Registration and Continental Breakfast – Lincoln Room Lobby**
8:00 am to 9:30 am	**Opening** Jim Crawford, Vision 20/20 Project Manager, Fire Marshal, Vancou WA Ozzie Mirkhah, Fire Protection Engineer, Las Vegas Fire **Forum Process and Guidelines** Jim Crawford Eileen Swoboda, Facilitator
9:30 am to 12:00 pm	**Session I –** Review draft strategies and determine priorities 10:30 – 10:45 am Break available
12:00 pm to 1:00 pm	**Lunch**
1:00 pm to 1:30 pm	**Results of Voting and Breakout Assignments**
1:30 pm to 5:00 pm	**Session II** – Draft Actions 1:30 Lincoln Room 3:30 Breakout rooms by assignment 3:30 pm to 4:00 pm Break Available
7:30 pm to 9:00 pm	**Special Session Sponsored by IFE - An International Perspective** Bill Kehoe, Moderator, IFE Treasurer Mick Ballesteros, Epidemiologist/Team Lead, Home and Recreation Injury Prevention Team, Centers for Disease Control, Injury Center Neil Graeme Bibby, Chief Executive Officer, Country Fire Authority, Victoria, Australia Philip Hales, Area Manager, Head of Community Safety, Cheshire Fire & Rescue Services, Winsford, Cheshire England Phil Schaenman, President, TriData Division, Systems Planning Corporation

Tuesday, April 1, 2008	
7:00 am to 8:00 am	**Continental Breakfast**
8:00 am to 9:00 am	**Session II** – Continued: Breakout rooms by assignment
9:00 am to 12:00 noon	**Session III** – Self selection of a different strategy breakout 10:00 to 10:30 Break Available
12:00 pm to 1:00 pm	**Lunch – Pavilion** (weather permitting)
1:00 pm to 5:00 pm	**Session V** - Reporting out – Lincoln room Break Available 3:00 – 3:30 pm
	Closing Jim Crawford Bonnie Woodruff, Common Voices

Appendix C

Forum Vision 20/20 Participants

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Phoenix Society for Burn Survivors

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Fire Analysis and Research
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Dayna Hilton
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National Fallen Firefighters Foundation

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International Code Council

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Chief
Tualatin Valley Fire and Rescue

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Funding to the Institution of Fire Engineers, US Branch for Vision 20/20 was provided through Assistance to Firefighters, Fire Prevention and Safety Grants under the purview of the Grant Programs Directorate in the Federal Emergency Management Agency.

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UNIT 2: PROBLEM IDENTIFICATION AND AGENDA SETTING

TERMINAL OBJECTIVE

The students will be able to:

2.1 Select a priority risk and develop an agenda for proposing public policy as a component of risk reduction.

ENABLING OBJECTIVES

The students will be able to:

2.1 Explain why conducting an objective community risk assessment is the logical first step in strategic risk reduction.

2.2 Describe the components of a community risk assessment.

2.3 Analyze data to select a priority risk and populations being affected.

2.4 Develop a problem statement that describes the proposed risk to be addressed.

2.5 Analyze the feasibility of using public policy to address the selected risk issue.

2.6 Select potential stakeholders to engage in the public policy development process.

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FEMA

U.S. Fire Administration

UNIT 2: PROBLEM IDENTIFICATION AND AGENDA SETTING

Slide 2-1

TERMINAL OBJECTIVE

Select a priority risk and develop an agenda for proposing public policy as a component of risk reduction.

Slide 2-2

ENABLING OBJECTIVES

- Explain why conducting an objective community risk assessment is the logical first step in strategic risk reduction.
- Describe the components of a community risk assessment.
- Analyze data to select a priority risk and populations being affected.

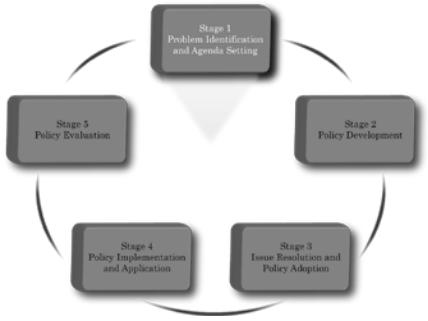
Slide 2-3

ENABLING OBJECTIVES (cont'd)

- Develop a problem statement that describes the proposed risk to be addressed.
- Analyze the feasibility of using public policy to address the selected risk issue.
- Select potential stakeholders to engage in the public policy development process.

Slide 2-4

PUBLIC POLICY DEVELOPMENT CYCLE



Slide 2-5

I. PUBLIC POLICY AS A COMPONENT OF RISK REDUCTION

PUBLIC POLICY AS A COMPONENT OF RISK REDUCTION

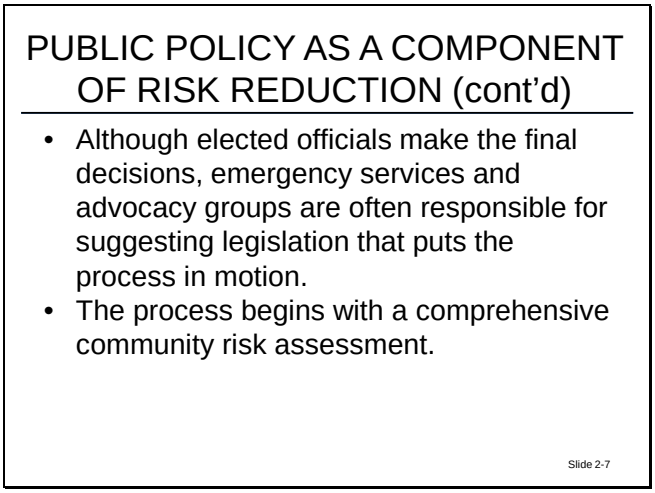
- Public policy (as applied to risk reduction) is a system of laws, regulatory measures, courses of action, and funding priorities.
- Public policy can mandate the use of combined preventive strategies.
- It can also dictate penalties for acts of negligence and failure to use or maintain required safety equipment.

Slide 2-6

A. Public policy (as applied to risk reduction) is a system of laws, regulatory measures, courses of action, and funding priorities enacted by a government entity designed to prevent or mitigate the occurrence or effects of a specific issue.

B. Public policy can mandate the use of combined preventive strategies such as education, use of technology, safer products, and built-in risk protection.

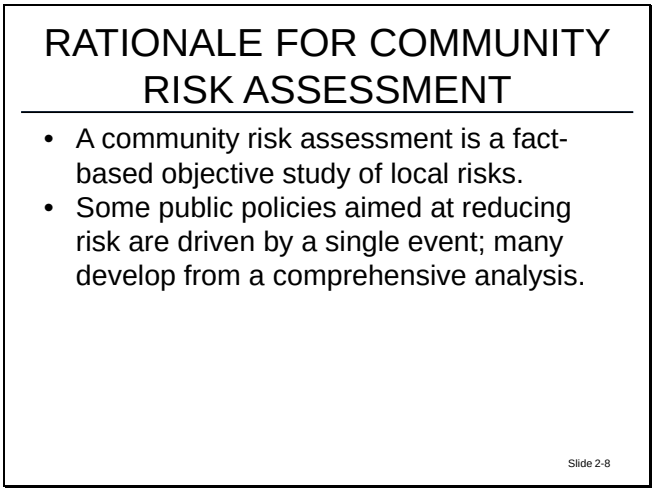
C. It can also dictate penalties for acts of negligence and failure to use or maintain required safety equipment.



D. Although elected officials make the final decisions about adopting recommended policies, the emergency services and advocacy groups are often responsible for suggesting legislation that puts the process in motion.

E. The process begins with a comprehensive community risk assessment to identify and prioritize issues.

II. RATIONALE FOR COMMUNITY RISK ASSESSMENT



A. A community risk assessment is a fact-based objective study of local risks.

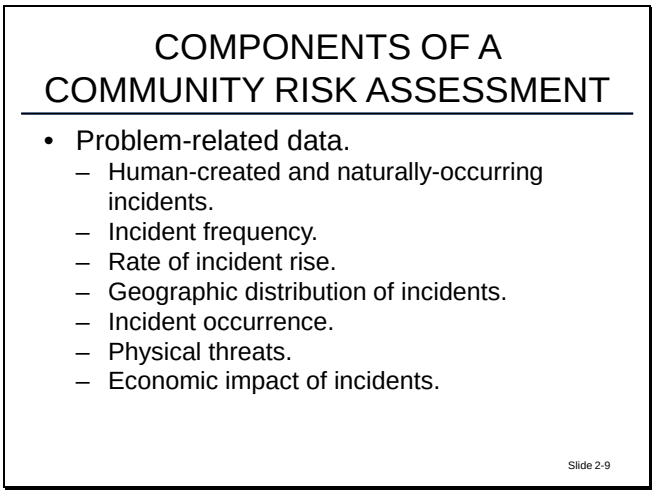
1. Risk assessment is the **first and most important step** toward deciding the highest priority risk issue and target population(s) to address.

2. The assessment identifies how and why specific risks are affecting a community.

3. It builds the foundation to suggest use of integrated prevention interventions (five "E's"). Enactment of public policy may be a component of the strategy.

B. While some public policies aimed at reducing risk are driven by a single event, many develop from a comprehensive analysis of an issue that has been present for a significant period of time.

III. COMPONENTS OF A COMMUNITY RISK ASSESSMENT



A. Problem-related data.

1. Examples of problem-related data to include and explore in a community risk assessment include:

a. Human-created and naturally-occurring incidents such as fires, falls, motor vehicle crashes, weather-related events, etc.

b. Incident frequency — How often does the problem occur?

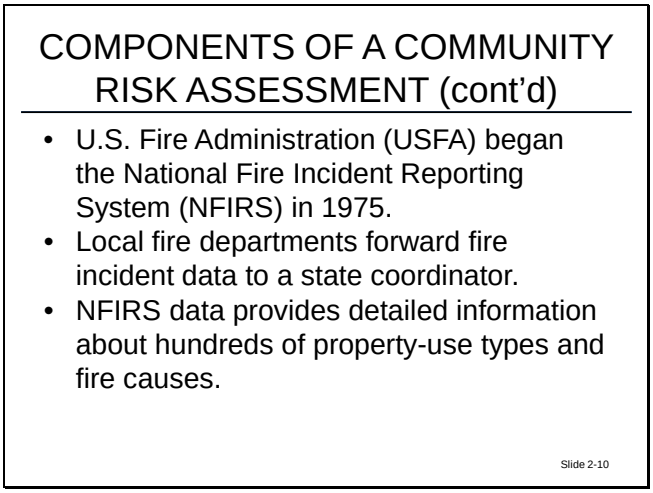
c. Rate of incident rise — How fast is the incident frequency rising or falling?

d. Geographic distribution of incident occurrence and populations being affected. Where are incidents occurring and who are they affecting?

e. Incident occurrence (time, day, month).

f. Physical threats from risk to include injury and loss of life to civilians **and** emergency service staff.

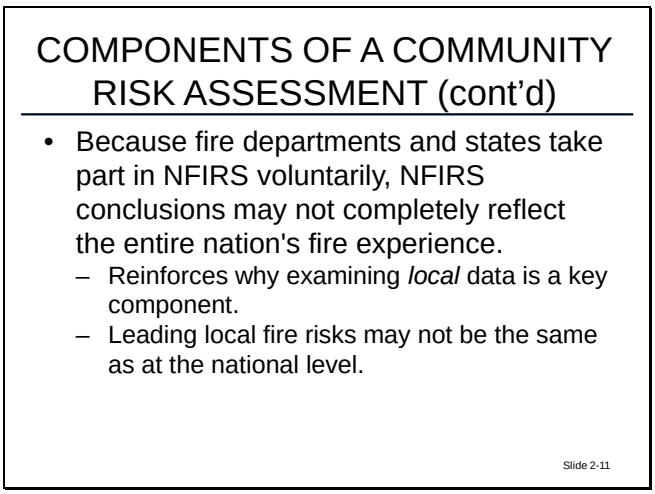
g. Economic impact of incidents — The expense to community and emergency services.



2. Data on fire experience in the U.S. is available through the U.S. Fire Administration (USFA). USFA began the National Fire Incident Reporting System (NFIRS) in 1975.

3. Under NFIRS, local fire departments forward fire incident data to a state coordinator. The coordinator collates statewide fire incident data and reports information to the USFA.

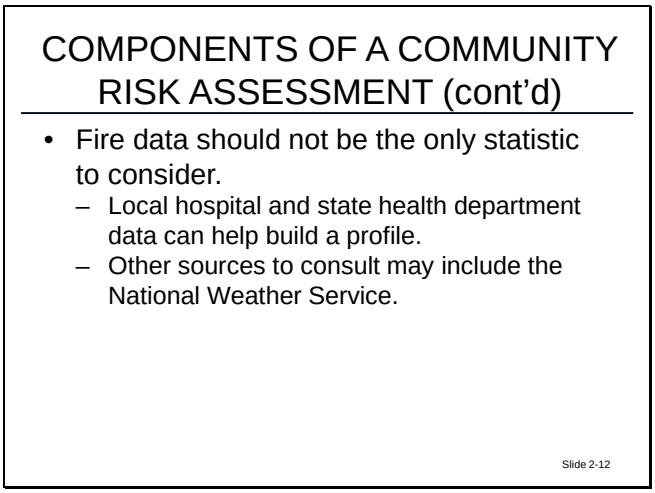
4. NFIRS data provides detailed information about hundreds of property-use types and fire causes. Information about a building's construction, flame spread, smoke travel, and sprinkler and smoke alarm performance is also included.



5. Because fire departments and states take part in NFIRS voluntarily, NFIRS conclusions may not completely reflect the entire nation's fire experience.

   a. This factor reinforces why examining **local** data is a key component of a risk reduction process.

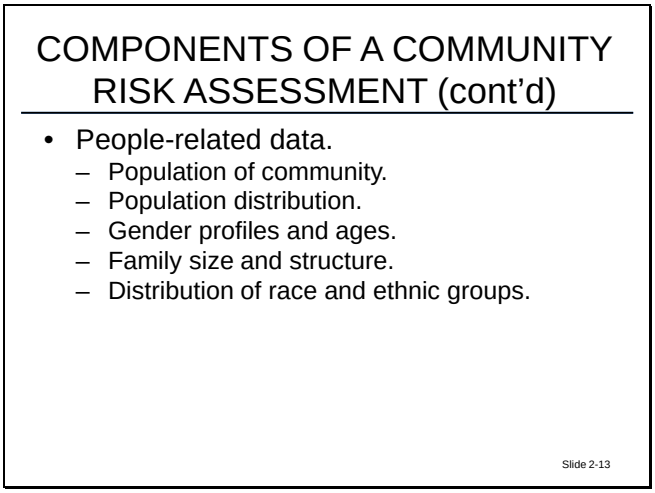
   b. Another rationale for studying local data is that leading local fire risks may not be the same as at the national level.



6. If conducting an all-hazard risk assessment, fire data should not be the only statistic to consider.

   a. Local hospital and state health department data can help build a profile of preventable injury events such as falls, motor vehicle collisions, poisonings, assaults, etc., (Centers for Disease Control (CDC) and Department of Transportation (DOT)).

b. Other sources to consult may include the National Weather Service when exploring trends in severe weather.



B. People-related data.

1. People-related data will include the demographics of the **local** community. Information of interest includes:

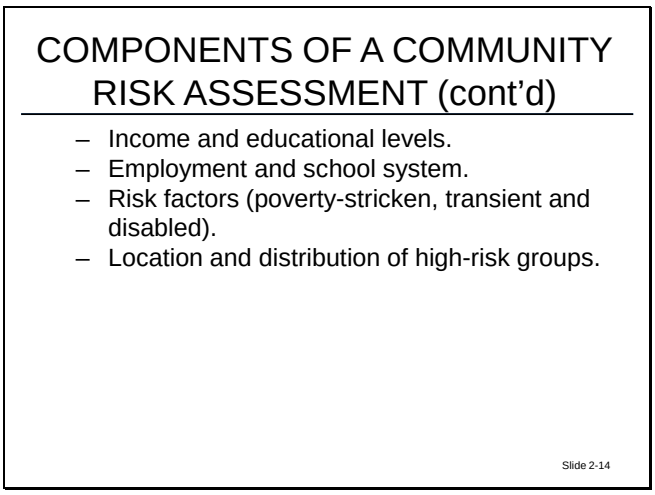
   a. Population of the community.

   b. Population distribution throughout the community.

   c. Gender profiles and age distribution.

   d. Family size and structure.

   e. Distribution of race and ethnic groups; status of populations immigrating to area.



f. Income and educational levels.

g. Employment and school system.

h. Risk factors such as poverty-stricken, transient and disabled.

i. Location and distribution of confirmed high-risk populations.

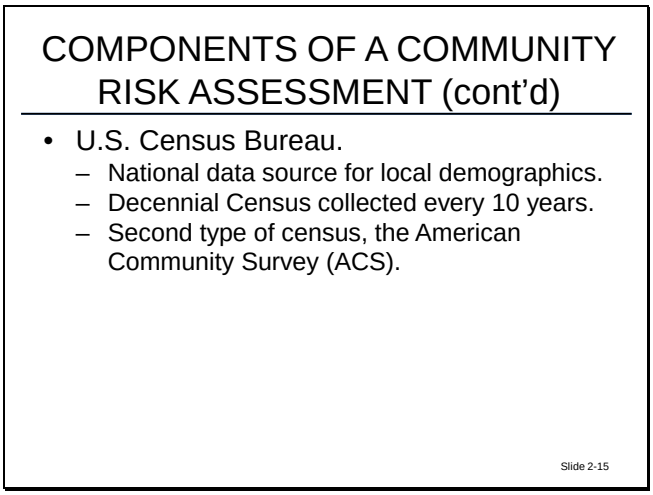
2. National research has identified four populations that are at greatest risk from fire and other preventable injury. They include:

a. Young children (birth to age five).

b. Older adults (age 65 and over).

c. People with disabilities.

d. People affected by poverty.



C. U.S. Census Bureau.

1. Demographical information can be obtained for nearly all communities in America by visiting the U.S. Census Bureau at http://www.census.gov.

2. Data for the Decennial Census is collected by the Bureau every 10 years.

a. Data from the Decennial Census is used to determine congressional districts.

b. The Decennial Census seeks to determine the number of people who live in a community.

3. A second type of census, the American Community Survey (ACS), is an on-going task of the Bureau.

   a. The ACS is mailed to over 3 million U.S. residents annually. The Bureau's goal is to survey each U.S. resident every seven years, thus providing current profiles about local communities.

   b. ACS data is important to risk reduction specialists because it provides information about **how people live**.

   c. Data from the ACS is available to the public through the American Factfinder database. Factfinder is an important tool for risk reduction practitioners because it allows exploration of demographic data by census tracts.

      - Census tracts are defined geographical areas within a city, town, county, or village. Each tract carries a numerical identification.



4. Since community demographics can change quickly, examination of local data sources is essential. Sources of valid demographic information on the local community may include:

   a. City and county planning departments.

   b. Office of Community Development.

   c. Housing authority.

   d. Economic development director.

   e. Chamber of Commerce.

f. Community Action Council.



g. Local schools, hospitals, and health departments.

h. Head Start programs and childcare organizations.

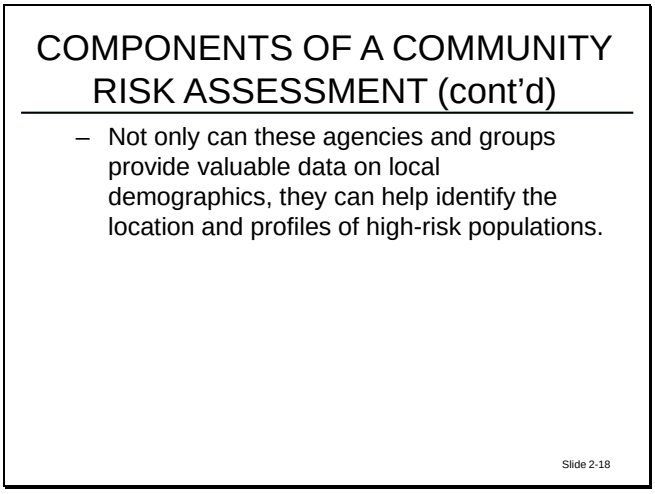
i. Department of Social Services.

j. Commission on Aging.

k. Advocacy groups.

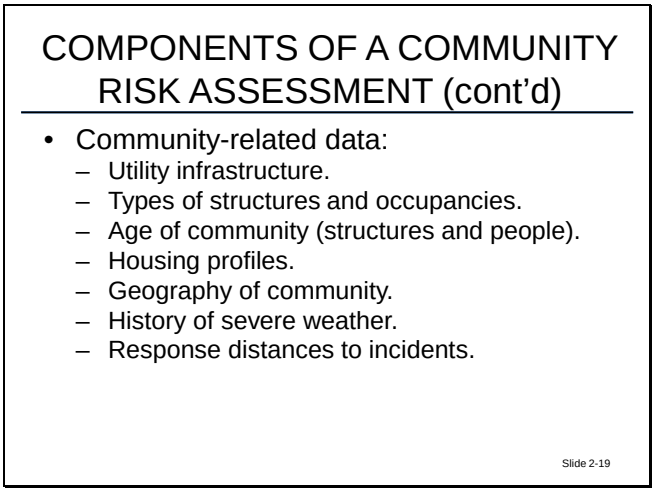
l. Neighborhood associations.

m. Houses of worship.



5. Not only can these agencies and groups provide valuable data on local demographics, they can help identify the location and profiles of high-risk populations. Such local collaboration may serve as a gateway to reaching populations that historically have been the hardest to impact.

6. While it is important to develop quantitative data, it is equally important to develop qualitative data. Qualitative data reveals underlying behaviors that increase risk. For example, single parent households dependent on public transportation that leads to latch-key children.



D. Community-related data. Studying the critical infrastructure of the community is especially important when public policy may be considered for use as a potential prevention intervention. Factors to explore include:

1. Utility infrastructure (age and dispersement).

2. Types of structures and occupancies in community.

3. Age of community (structures and people).

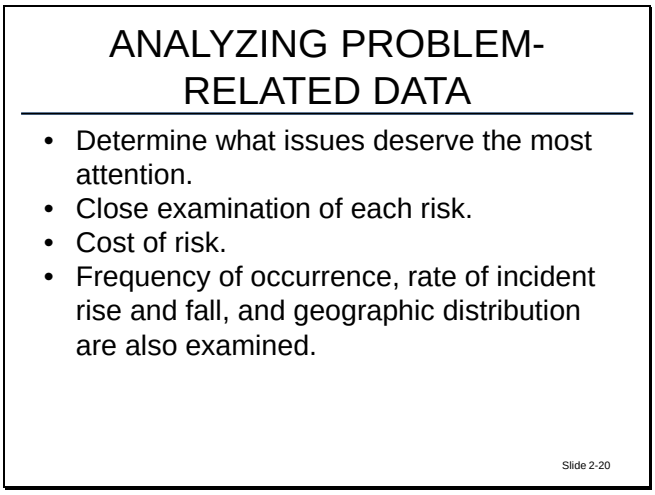
4. Housing profiles: rental versus owner occupied; condition of homes.

5. Geography of the community.

6. History of impact of severe weather on specific areas.

7. Response distances to incidents.

IV. ANALYZING PROBLEM-RELATED DATA TO IDENTIFY LEADING OR EMERGING RISKS



A. Once data has been collected on local risks, the next step is to determine what issues deserve the most attention. Risk may be:

1. People-based.

2. Object-based.

3. System-based.

4. Combination of all.

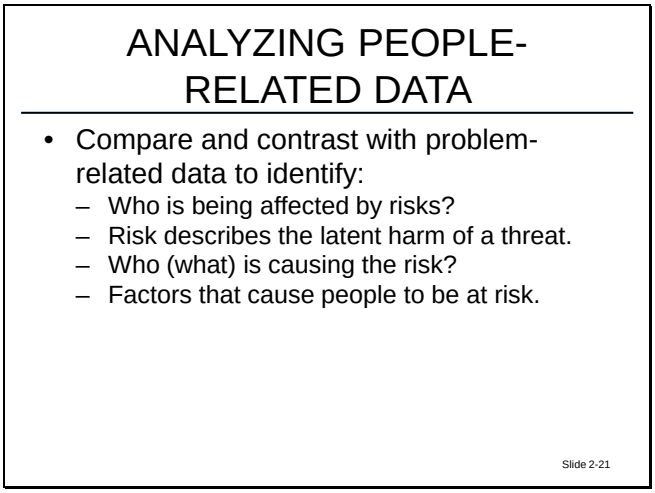
B. This action entails close examination of each risk to explore the incidents that present the most threat to the community in terms of cost.

C. The cost of risk is explored by stratifying loss of life, injuries, property damage, and expense to the local community.

D. Factors such as frequency of occurrence, rate of incident rise and fall, and geographic distribution are also examined.

Type of Incident	Average Number of Annual Incidents	Average Number of Annual Injuries	Average Number of Annual Deaths	Average Amount Annual Property Loss or Medical Expense	Rate of Incident Compared with Previous Years	Geographical Distribution of Risk by Census Tract
Unattended Cooking	220	19	0	$300,000	Up 5% over previous year	Occurs most frequently in census tracts 2, 5 and 9
Arson	59	3	3	$1.3 million	Up 2% over previous year	Occurs most frequently in census tracts 2 and 5
Electricity	97	1	0	$2.7 million	Down 5% over previous year	Even distribution among census tracts
Motor Vehicle Incidents	2,700	1,500	15	$2.3 million	Down 5% over previous year	Occurs most frequently in census tracts 2, 3 and 7
Ground-Level Falls	1,200	1,000	25	$3.9 million	Up 15% over previous year	Occurs most frequently in census tracts 2, 6 and 7
Smoking	23	4	4	$600,000	Up 10% over previous year	Occurs most frequently in census tracts 2, 5 and 7

V. ANALYZING PEOPLE-RELATED DATA TO EXPLORE HOW THE POPULATION IS AFFECTED



A. Once problem-related data has been explored, it should be compared and contrasted with people-related (demographic) data. Contrasting the most serious risks with people-related information should create a profile of the following:

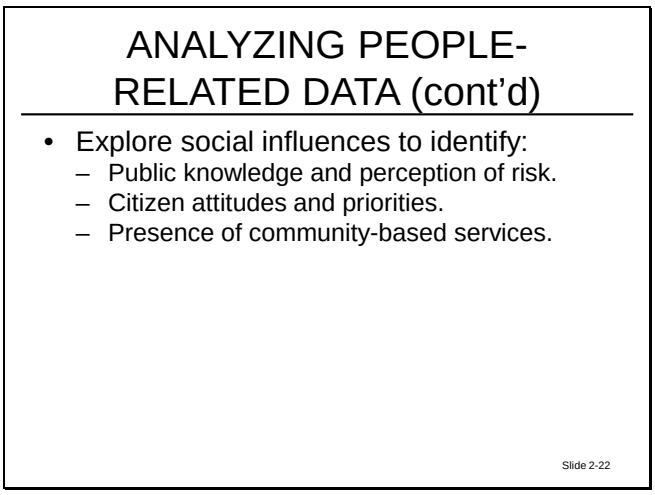
1. Identification of who is being affected by specific risks.

2. Risk describes the latent harm of a threat. It is a function of the event and vulnerability of a given population.

3. Exploration of who, what or where (if the risk is human) is causing the risk to occur or exacerbating its impact.

4. Examination of factors that are causing people to place themselves at risk from specifically targeted incidents.

B. People-related analysis should also explore the social, economical, cultural, environmental, and political influences that may place populations at higher risk from specific problems that are being considered as possible priority risks.

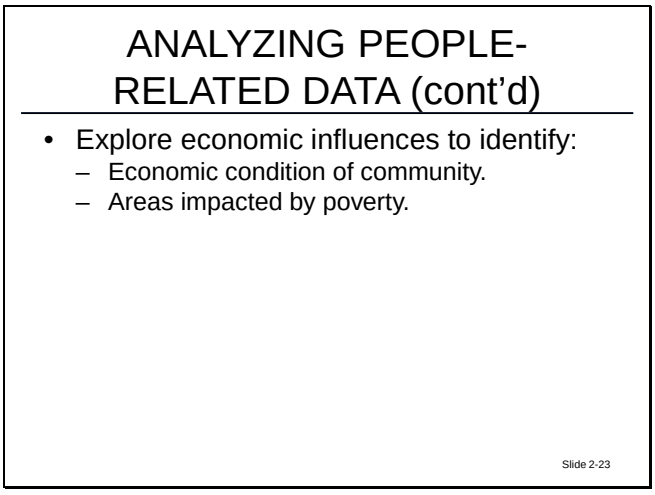


1. Social influences include:

   a. Public knowledge and perception of the risk(s).

   b. Citizen attitudes about the priority of risk reduction.

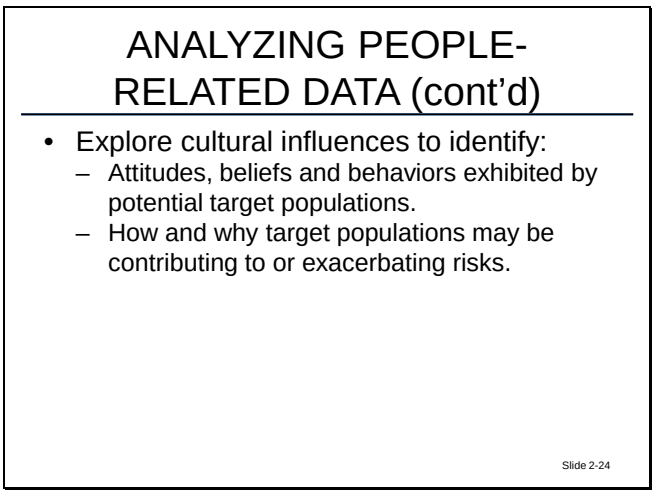
   c. The presence of community-based services to help at-risk populations.



2. Economic influences include:

   a. The economic condition of the community, both at large and within potential target populations.

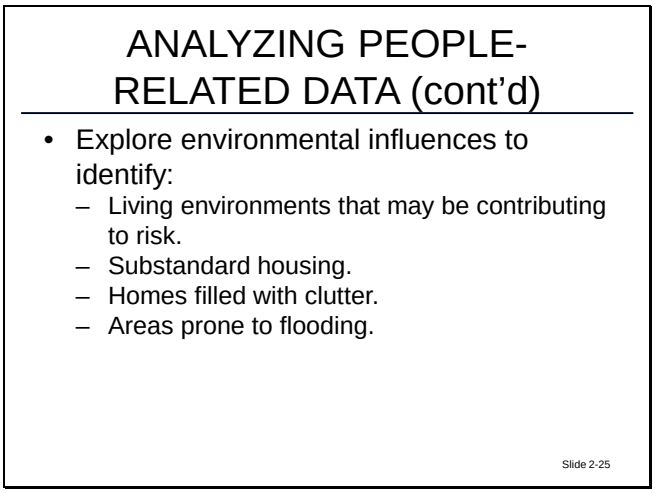
   b. It is a well-known fact that poverty often relates to a population's level of vulnerability.



3. Cultural influences include:

   a. The attitudes, beliefs and behaviors exhibited by the potential target population.

   b. This includes an exploration of how and why target populations may be contributing to the occurrence or exacerbation of potential target risks.



4. Environmental influences include:

   a. Exploration of living environments (both physical and geographical) that may be contributing to a population being at risk.

   b. Examples include living conditions within occupancies and the physical location of properties such as in a flood plain.

ANALYZING PEOPLE-RELATED DATA (cont'd)

- Explore political influences to identify:
  - Attitudes, beliefs and behaviors exhibited by the leadership of the community.
  - Prior actions taken by target populations, elected officials and other decision makers.

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5. Political influences include:

   a. The attitudes, beliefs and behaviors exhibited by the leadership of the community.

   b. Examples include prior actions (both supportive and/or against) taken by potential target populations and elected officials to mitigate risk in the community.

ANALYZING PEOPLE-RELATED DATA (cont'd)

- Explore human behavior during incidents (both before and during events).
- Studying at-risk behaviors can provide valuable clues on what influenced the behavior and how (if at all) it can be changed.

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   c. Human behavior during incidents (both before and during events) should also be explored.

   d. Studying at risk behaviors that lead to the occurrence of incidents can provide valuable clues on what influenced the behavior and how (if at all) it can be changed.

      - Causal chain analysis is often an effective way to conduct this exploration. More on causal chain analysis will follow.

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ACTIVITY 2.1

Comparison of Pre-course Assignment Findings

Purpose

To compare and contrast the information gathered as part of the pre-course assignment to explore similarities, differences and challenges among communities.

Directions

1. This is a small group activity that references information from your pre-course assignment.

2. Please discuss the following questions in your small group:

    a. Were your initial assumptions true about the leading risks in your community?

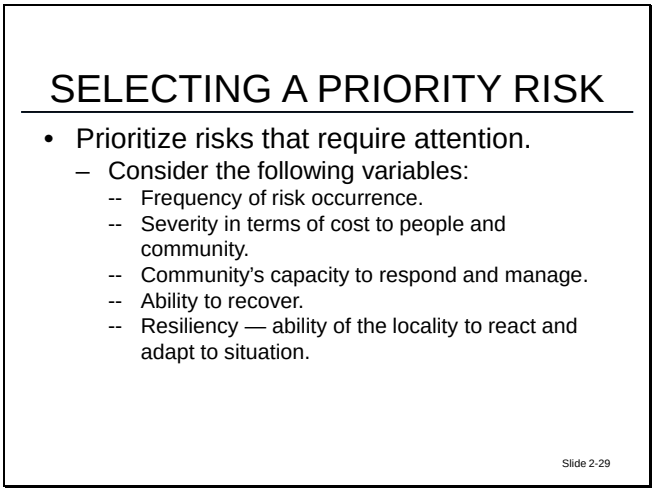
    b. What discoveries did you make about your community and the leading risks as a result of the assignment?

    c. What challenges (if any) did you encounter during the assignment?

3. Twenty minutes are allotted for small group discussion and 10 minutes for instructor-led activity debriefing.

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VI. SELECTING A PRIORITY RISK



A. Once problem-based, people-based, and community-based data have been explored, the next logical step is to prioritize risks that require attention.

1. Most risk assessment models suggest considering the following variables when prioritizing risk:

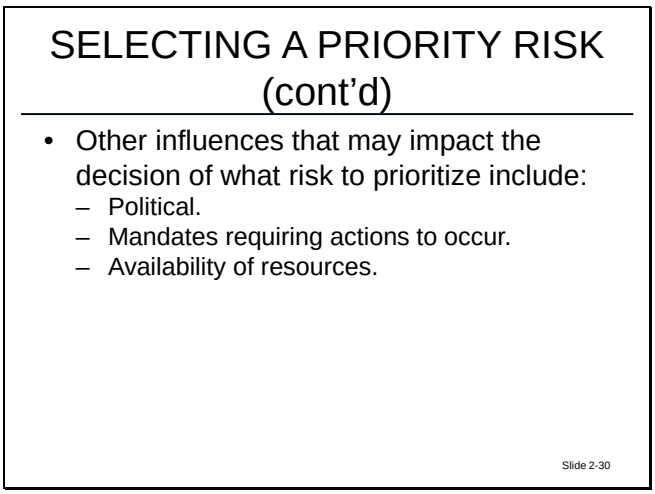
   a. Frequency of the risk occurrence.

   b. Severity of the risk in terms of cost to people and the community.

   c. Community's capacity to respond to and manage the risk.

   d. Ability of community to recover from the occurrence of the risk.

   e. Resiliency — The ability of a locality to react and adapt to the situation.



2. Other influences that may impact the decision of what risk to prioritize include:

   a. Political.

      - Public pressure to act on a specific issue.

      - Existing public opinion where opposition to any policy would be present.

      - Changes in local leadership (governmental and political).

      - Priorities of organizational leadership.

      - Absence of privately funded solutions.

   b. Mandates requiring actions to occur.

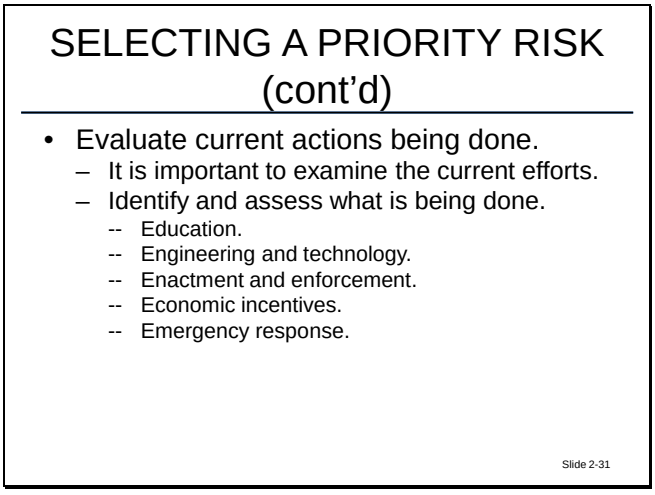
      - Federal or state mandates to adopt a specific law.

      - Threat of funding loss due to noncompliance with federal or states laws.

   c. Availability of resources.

      - Scope of problem too big to pursue with limited resources.

      - Lack of interagency or intergovernmental relationships.



B. Evaluate current actions being done to prevent and/or mitigate risk(s) being considered.

1. As part of the risk prioritization process, it is important to examine the current efforts (if any) that are being directed at preventing or mitigating the risk.

2. Identify and assess what is being done.

    a. Education — How is public education being used as a core component of prevention to address the specific risk?

        - If education is being used, what impact has it had on changing social norms?

    b. Engineering and technology — Does technology exist to prevent or mitigate the risk?

        - If so, to what extent has it been used, and is it making an impact?

    c. Enactment and enforcement — What public policies (if any) exist to address the prevention and/or mitigation of the specific risk?

        - If policy exists, why was it developed?

        - What are its strengths and weaknesses?

    d. Economic incentives — What economic incentives (if any) are in place to support the levels and types of prevention being used to address the specific risk?

    e. Emergency response — Is the current level of emergency response adequate to address the specific risk?

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ACTIVITY 2.2

Selecting a Priority Risk Issue or Situation — Grady County

Purpose

To collaborate, negotiate, and decide upon a priority risk or specific issue for the class at large to address throughout the rest of the course.

Directions

1. Individually, review the community analysis and risk assessment for Grady County located in the appendix of this unit. Make sure you read the entire document that includes a demographic profile, risk assessment, description of the Grady County Fire Department (GCFD), and the anecdotal information collected to date by the department.

2. Next, pay close attention to the demographical profile of Grady County presented by the instructor.

3. Your group will be assigned a breakout room.

4. Your group should decide on the priority risk (or group of risks that share common contributing factors) that should be given priority attention in Grady County.

5. Careful consideration must be given to which risk, group of risks that share common contributing factors, or specific situation would best benefit from the application of public policy as a prevention and mitigation strategy.

6. In addition, look for specific areas of Grady County where public policy could be used to prevent and mitigate a combination of fire incidents, preventable injury, and health risks, as well as improve overall quality of life issues.

7. The risk(s) (or overarching situation) that is chosen by the class at large will be used throughout the remainder of the course.

8. As the "Community Risk Reduction: A Policy Approach" (CRR: PA) course progresses, the class at large will be ascending through the stages of public policy development as applied to the issue selected.

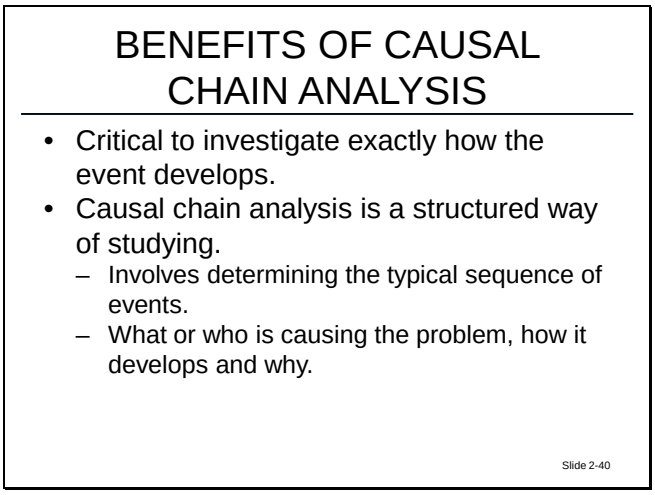
9. Sixty minutes are allotted for reading and small group discussion.

10. The class will then reconvene. Each group will present and justify their opinion of the priority risk that should be addressed. Twenty minutes are allotted for presentations.

11. Next, the class at large will collaborate, negotiate, and decide which risk(s) or overarching situation should be addressed. Forty minutes are allotted for this section.

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VII. BENEFITS OF CAUSAL CHAIN ANALYSIS

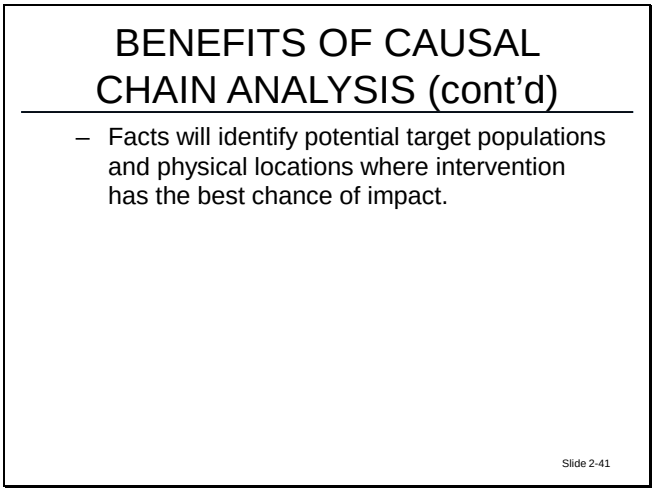


A. Once a specific risk issue has been selected, it is critical to investigate exactly how the situation develops.

B. Causal chain analysis is a structured way of studying how risk issues develop and how they can be prevented or mitigated.

1. Causal chain analysis involves determining the typical sequence of events that leads to the occurrence of a situation.

2. It is also important to examine what or who is causing the problem, how it develops and why.



3. These facts will identify potential target populations and physical locations where specific types of intervention have the best chance of impact.

BENEFITS OF CAUSAL CHAIN ANALYSIS (cont'd)

- E. coli in a contaminated water supply is targeted:
  - Step 1 — Family moves into a property where the drinking water supply is provided by a well.
  - Step 2 — Family drinks water from the well.
  - Step 3 — Family becomes ill.
  - Step 4 — Family attempts home treatment.

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C. Example: If the spread of E. coli in a contaminated water supply is targeted, the sequence of events leading to how the virus is transmitted will be examined. A profile of the analysis may look like this:

1. Step 1 — Family moves into a property where the drinking water supply is provided by a well.

2. Step 2 — Family drinks water from the well not realizing it is contaminated with E. coli.

3. Step 3 — Family becomes ill.

4. Step 4 — Family attempts home treatment of their illness because they are unaware of what they have contracted.

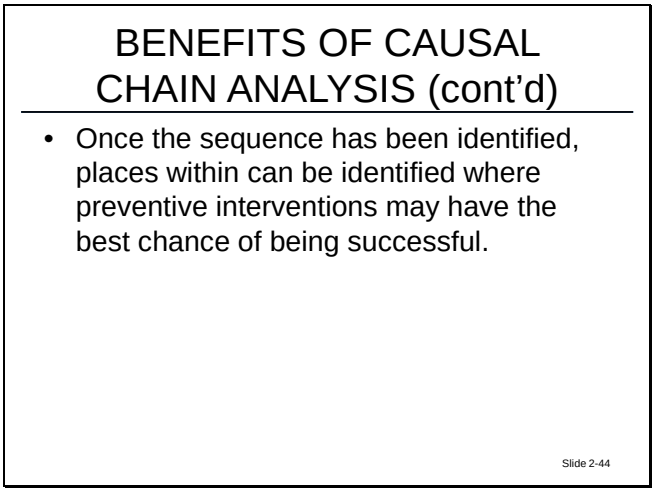
BENEFITS OF CAUSAL CHAIN ANALYSIS (cont'd)

- Step 5 — Illness intensifies but family does not seek professional treatment.
- Step 6 — Death of the young or old may occur due to the illness.

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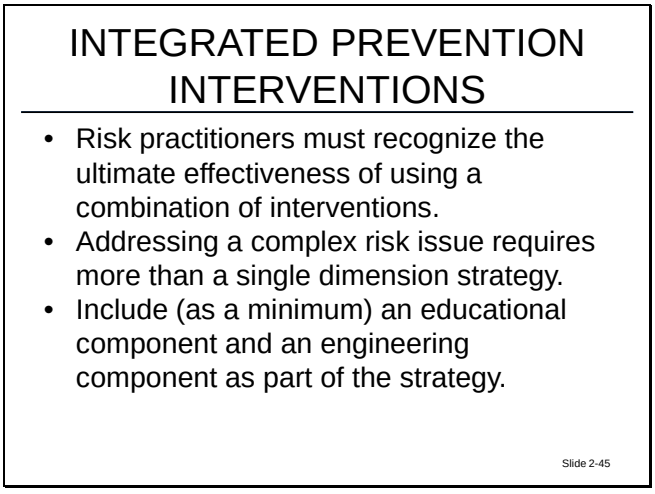
5. Step 5 — Illness intensifies but family does not seek professional treatment due to a lack of insurance coverage.

6. Step 6 — Death of the young or old may occur due to the illness.



D. Once the typical sequence has been identified, places within the sequence can be identified where preventive interventions may have the best chance of being successful.

VIII. CONSIDER USE OF INTEGRATED PREVENTION INTERVENTIONS



A. While educating people about the causation and solutions to local risk is the foundation of prevention, risk practitioners must recognize the ultimate effectiveness of using a combination of interventions.

B. Addressing a complex risk issue requires more than a single dimension strategy.

C. Interventions should include (as a minimum) an educational component and an engineering component as part of the strategy.

1. Integrating equipment and materials that provide built-in or automatic protection against risk is highly advisable.

2. Incentives to employ enhanced products and materials are effective ways to encourage use.

3. Standards and codes requiring such use are ways to ensure compliance.

4. A trained, equipped, and adequately staffed cadre of emergency responders must be available to mitigate incidents that occur.

5. Considering the E. coli example, here are options for integrating multiple prevention interventions to prevent or mitigate the situation:

    a. Education.

        - Make the public aware of the problem. Teach people what E. coli is, how it is spread, how to prevent exposure, and how to respond if infected.

    b. Engineering and technology.

        - Extend public utility service so private wells are replaced by a safe drinking water supply.

        - Extend public utility service so use of underground septic tanks can be discontinued.

        - If use of wells and septic systems cannot be avoided, install filtration equipment that purifies water.

    c. Enactment and enforcement.

        - Adopt public policy requiring the extension of public utilities into areas that lack such services.

        - Adopt public policy that requires connection to public utilities when they are made available.

    d. Economic incentives.

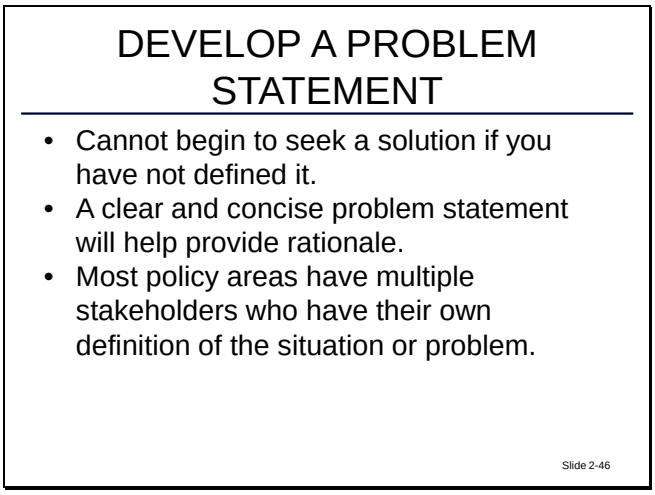
        - Offer tax and insurance incentives for owners who connect to public utility systems.

        - Impose fines on those who violate adopted policies.

e. Emergency response.

- Adequately staffed, trained, and equipped emergency medical system to respond in a timely manner to emergencies.

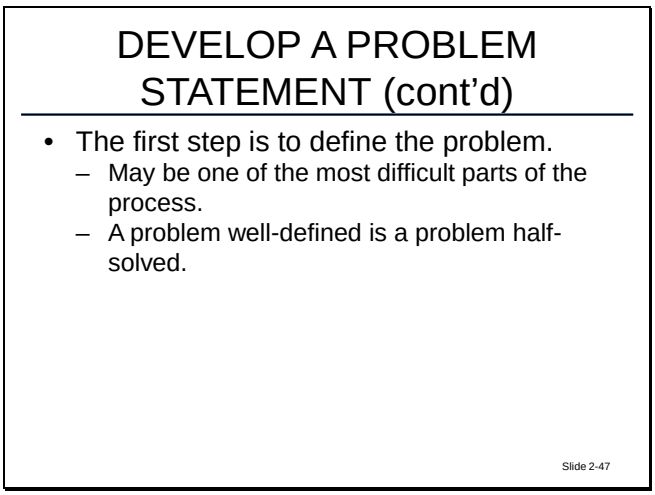
IX. DEVELOP A PROBLEM STATEMENT



A. You cannot begin to seek a solution to a problem if you have not defined it.

B. A clear and concise problem statement will help provide a rationale for why the identified risk or situation should be addressed.

C. Most policy areas have multiple stakeholders who have their own definition of the situation or problem.



D. The first step is to define the problem so that all stakeholders can see their own interests.

1. Defining the problem may be one of the most difficult parts of the process.

2. However, a problem well-defined is a problem half-solved.

DEVELOP A PROBLEM STATEMENT (cont'd)

- Be sure to define and state it specifically enough so it can be communicated.
  - Avoid trying to investigate or write about multiple, broad, or overly ambitious problems.
  - Vague problem definitions are unsuccessful.
  - Naming a topic is not the same as defining a specific problem.

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E. If you are focusing on a problem, be sure to define and state it specifically enough so it can be communicated to your audience.

1. Avoid trying to investigate or write about multiple problems or about broad or overly ambitious problems in a single problem statement.

2. Vague problem definition leads to unsuccessful proposals and unmanageable interpretations of what is being described.

3. Naming a topic is not the same as defining a specific problem in understandable terms.

DEVELOP A PROBLEM STATEMENT (cont'd)

- Originates from an extensive review and observation of the reality. Some questions that may need to be asked include:
  - Is the problem of current interest?
  - Is the problem likely to continue into the future?
  - Will more information about the problem have practical application?
  - What is the size of the population affected by the problem?

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F. A good problem statement originates from an extensive review and observation of the reality. Some questions that may need to be asked include:

1. Is the problem of current interest?

2. Is the problem likely to continue into the future?

3. Will more information about the problem have practical application?

4. What is the size of the population affected by the problem?

DEVELOP A PROBLEM STATEMENT (cont'd)

- How important, influential, or popular is the population that is affected?
- Would solving this problem create or improve an instrument of some utility?
- Is there evidence or authoritative opinions from other leaders to support the need for this problem to be resolved?

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5. How important, influential, or popular is the population that is affected?

6. Would solving this problem create or improve an instrument of some utility?

7. Is there evidence or authoritative opinions from other leaders to support the need for this problem to be resolved?

DEVELOP A PROBLEM STATEMENT (cont'd)

- A well-written problem statement should:
  - Focus on one specific risk.
  - Not assign a cause or blame.
  - Not offer a solution.
- The problem is smoking-related fires are the leading cause of fire death in the southwestern section of Anytown, USA.

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G. A well-written problem statement should:

1. Focus on one specific risk.

2. Not assign a cause or blame.

3. Not offer a solution.

H. Example of a well-written problem statement: The problem is smoking-related fires are the leading cause of fire death in the southwestern section of Anytown, USA.

ACTIVITY 2.3

Developing a Problem Statement — Grady County Risk Issue

Purpose

To develop a problem statement for the selected Grady County risk issue.

Directions

1. The class at large will develop a problem statement for the selected Grady County risk issue.

2. The statement should begin with "The problem is."

3. Thirty minutes are allotted for the activity.

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ACTIVITY 2.4

Strategic Approach to Reducing Risk

Purpose

To suggest an integrated approach to addressing a specific risk issue using multiple prevention interventions.

Directions

1. Everyone should read the case study.

2. Through an instructor-led process, the class at large will perform the following actions:

    a. Identify and explore the risk issue.

    b. Define why the problem was selected.

    c. Develop a problem statement.

    d. Recommend potential intervention solutions (all five E's).

    e. Discuss opportunities for public policy to be developed, adopted, and used successfully as a prevention and mitigation strategy.

    f. Prepare a summary of the above to present to the class at large.

3. Groups are allotted 45 minutes for processing and five minutes each for reporting.

Case Study — Fatal Crashes on Hilly Winding Roadway

Study of the Problem

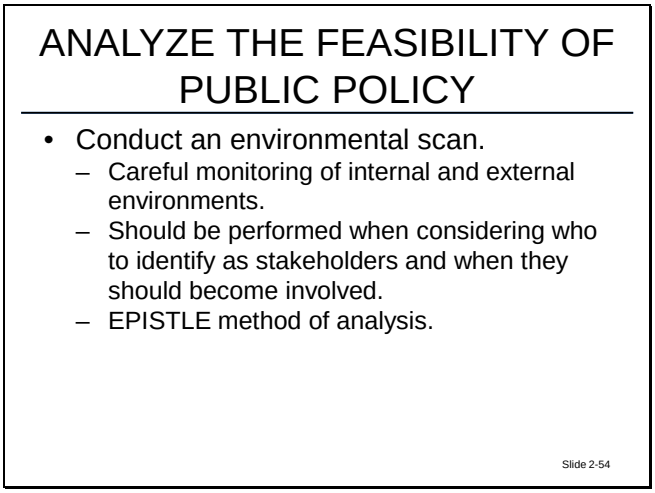
In a suburban community somewhere in the U.S., 24 young adults (ages 17-23) had been killed over a seven year period in automobile crashes on one specific roadway. Factors contributing to the incidents included speed, a hilly winding two-lane roadway, and alcohol use.

The emergency services, health community and parents were rightfully concerned. Parents and community agencies, led by the health officer, formed a task force to address the issue.

The group examined police incident reports and interviewed crash survivors. They discovered that a typical sequence of events had led to most of the crashes:

- The young adults purchased alcohol at various local beverage outlets.
- The young adults spent hours driving around the area while consuming alcoholic beverages.
- As drivers became more intoxicated, speed increased, winding roads were traveled, and erratic driving behaviors exhibited.
- Drivers sped down one specific hilly winding road in an attempt to impress their peer passengers.
- Drivers failed to negotiate the sharp curves and/or hills on the winding road, crossed the center line, and either collided with an on-coming vehicle or hit trees.

X. ANALYZE THE FEASIBILITY OF USING PUBLIC POLICY AS A COMPONENT OF RISK REDUCTION



A. Conduct an environmental scan.

1. An environmental scan is the careful monitoring of an organization's internal and external environments.

2. Environmental scanning should be performed when considering who to identify as stakeholders and when they should become involved in the public policy development process.

3. EPISTLE method of analysis.

   a. Economic.

   b. Political.

   c. Institutional (your organization).

   d. Social.

   e. Technological.

   f. Legal.

   g. Environmental.

ANALYZE THE FEASIBILITY OF PUBLIC POLICY (cont'd)

- Internal environmental scan explores:
  - Desire to pursue use of public policy.
  - Current organizational culture.
  - Available internal resources.
  - Strengths and weaknesses of organization.
  - Relationship between organization and community.

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B. Internal environmental scan explores the following elements of the organization:

1. Desire to pursue public policy as a part of a risk reduction strategy.

2. Current organizational culture.

3. Availability of internal resources to support prevention and mitigation of risk.

4. Overall strengths and weaknesses of the organization.

5. Relationship between the organization and the external community.

ANALYZE THE FEASIBILITY OF PUBLIC POLICY (cont'd)

- If an organization is going to serve as lead agency, they must have a genuine desire to champion the process.

Slide 2-56

C. If an organization is going to serve as lead agency in the development of public policy as a component of risk reduction, it must have a genuine desire to champion the process.

1. All subgroups within the organization (management and labor alike) must:

    a. Understand why a policy is needed.

    b. Support its proposed use as a component of prevention.

    c. Be willing to help advance the process.

    d. Exploration of existing organizational culture is an essential component of an environmental scan.

2. An organization that has institutionalized risk reduction as a core value will display supportive behaviors by dedicating resources such as time, people, and budget to the goals being pursued.

3. If an organization's internal culture is not supportive of risk reduction, firefighters (and even officers) may resist advancements in prevention.

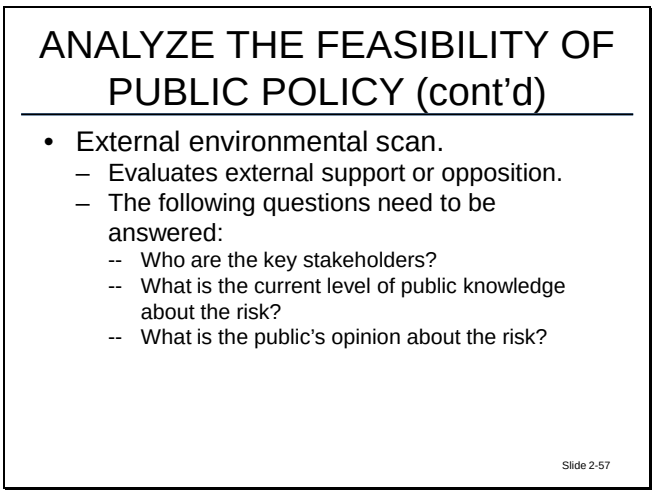
    a. In some organizations where prevention is not valued, staff may not offer verbal and physical support for an initiative.

    b. In extreme cases where malignant internal cultures are present, there may be vocal opposition to prevention activities or even attempts to derail progress.

4. Regardless of the situation, there will be internal stakeholders to consider when planning the potential advancement of prevention initiatives.

5. In the case of internal opposition, it is prudent to consider staff who have influence (both formally and informally) over dissenting staff.

6. Efforts should be made to engage support from these stakeholders so potential challenges are addressed early in the public policy design process.



D. External environmental scan.

1. An external environmental scan evaluates the community and other organizations to help identify influences that could be either supportive or oppositional toward a proposed public policy. Many well-intentioned risk reduction plans that included the use of public policy derailed because planners failed to assess the power of the people.

2. When exploring the feasibility of using public policy as a component of prevention, the following questions need to be answered:

   a. Who are the key stakeholders that should be consulted to assess if public policy may be a viable intervention option?

      - Key stakeholders are groups or individuals who would be directly impacted by applying public policy.

      - Stakeholders include those who may support or oppose the application of public policy.

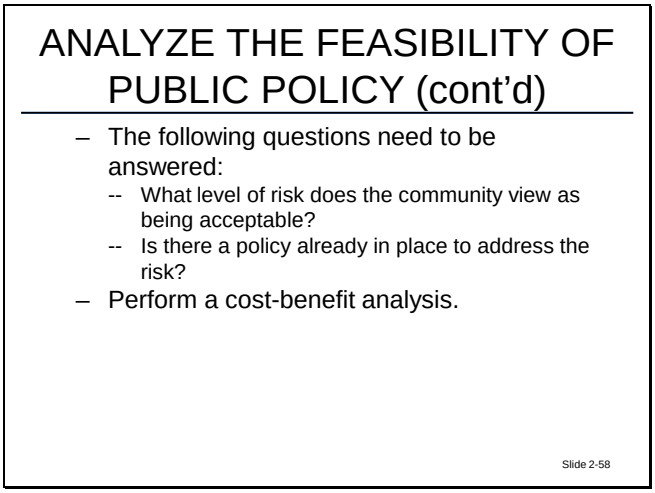
   b. What is the current level of public knowledge about the risk?

      - Often, practitioners are surprised to learn how little their constituents know about a problem that is having significant impact on the community.

   c. What is the public's opinion about the risk?

      - If the public is unaware of the risk and its associated impact, they may be unwilling to support intervention options that will cost them money.

- If a sense of urgency is creating a compelling case for action, support for pursuing a policy may be strong.



d. What level of risk does the community view as being acceptable?

- The level of acceptable risk is the amount of risk a community (and its decision makers) is willing to accept in return for their level of investment.

- As with public perception, if a sense of urgency is created, the level of acceptable risk may be reduced.

e. Is there a policy already in place to address the risk?

- Many well-intentioned practitioners or organizations have invested vast amounts of resources into developing a policy only to discover that one already existed.

3. Perform an on-going cost-benefit analysis.

a. A cost-benefit analysis compares the estimated investment of resources to the impact they are projected to make on the outcome of a project.

b. A cost-benefit analysis finds, quantifies, and adds the positive factors known as benefits. Then it identifies, quantifies, and subtracts all the negatives known as the costs.

c. The difference between the two indicates whether the planned action is advisable. The real trick to doing a cost-benefit analysis well is making sure you include all the costs and all the benefits and properly quantify them.

d. The cost-benefit analysis answers the following questions:

- What are the up-front and startup costs?
- Maintenance costs?
- Personnel costs?
- Additional equipment costs?
- Time?
- Are the potential benefits of a proposed action worth its cost?
- Does the organization have the resources to support pursuing the potential benefits?

ACTIVITY 2.5

Intervention Strategy — Grady County Risk

Purpose

To identify how public policy could be integrated as part of a prevention strategy to address the Grady County risk.

Directions

1. As a precursor to developing an intervention strategy, please estimate how the selected Grady County risk issue has ascended to its current state.

2. The class at large will be asked to provide suggestions of where specific interventions (five E's) could be used to address the situation.

3. Next, a discussion will occur on how public policy could be integrated as part of a prevention strategy. Be sure to discuss the feasibility of using policy based upon the information that has been provided so far on Grady County.

4. Note a specific policy does not have to be proposed at this time. This is merely intended to be a brainstorming session of what may be logical possibilities.

5. Sixty minutes are allotted for the activity.

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GRADED ACTIVITY 2.6

Intervention Strategy — Selected Home Community Risk

Purpose

To propose a risk-reduction strategy (that includes a public policy component) for a risk occurring in their home community.

Directions

1. Identify and justify a priority risk from your home community. It may be a risk identified during the pre-course assignment or one considered after completing Units 1 and 2.

2. Develop a succinct problem statement for the priority risk selected. The problem statement should be no longer than a paragraph.

3. Develop a strategy of proposed solution(s) to the risk issue. Be sure the strategy integrates as many prevention interventions as feasible for your risk issue. Discuss the feasibility of using public policy to address the issue.

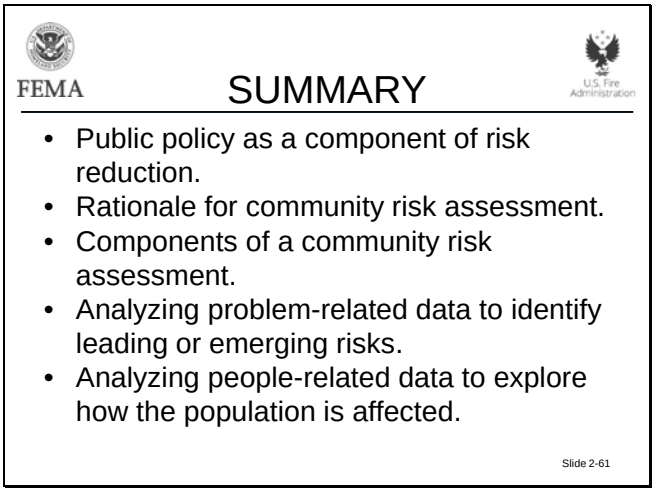
4. This assignment should be word processed.

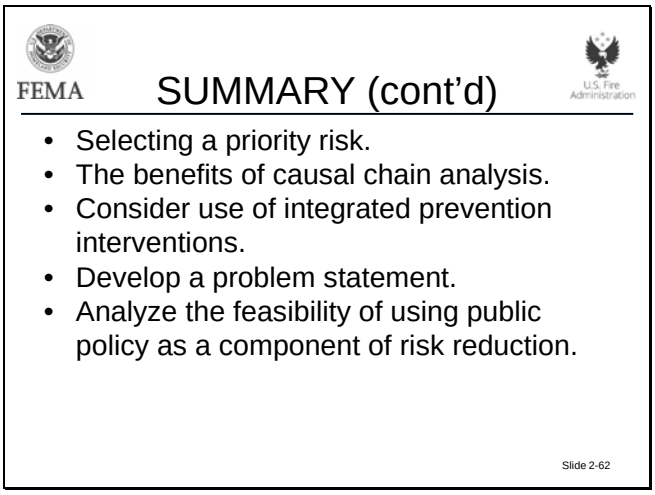
5. Refer to your Student Scoring Dimension Guide for this activity so you know how the activity will be graded.

6. Attach your assignment to the Student Scoring Dimension Guide and turn into your instructors for grading.

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XI. SUMMARY


FEMA
SUMMARY
U.S. Fire Administration
• Public policy as a component of risk reduction.
• Rationale for community risk assessment.
• Components of a community risk assessment.
• Analyzing problem-related data to identify leading or emerging risks.
• Analyzing people-related data to explore how the population is affected.
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FEMA
SUMMARY (cont'd)
U.S. Fire Administration
• Selecting a priority risk.
• The benefits of causal chain analysis.
• Consider use of integrated prevention interventions.
• Develop a problem statement.
• Analyze the feasibility of using public policy as a component of risk reduction.
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APPENDIX

GRADY COUNTY COMMUNITY ANALYSIS AND RISK ASSESSMENT

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Community Analysis

General Community Demographical Background

Grady County, population 49,000, is located on the boundary line between the central and eastern sections of the U.S. The 117 square mile county has historically been a farming community where generations of people have called home. It has one urban center, the city of Livingston, where 29,000 people live.

While Grady County has never been considered an affluent community, prosperity was bestowed on the area in and immediately surrounding Livingston in the 1980s and early 1990s. The situation was brought about by a surge in technology-based industries that migrated from a major metropolitan area 200 miles to the north. A large railroad intermodal terminal was also built just north of Livingston. This action resulted in the creation of several distribution centers that support national chain stores. Simultaneously, many folks from the metropolitan community who were reaching retirement age learned that Livingston was expanding, and they chose to relocate. As a result, Livingston received a "makeover" with many older buildings being razed and replaced with a modern infrastructure.

Unfortunately, like many communities, the recession began to impact Livingston by 2008. Slowly, the technology-based industries returned north; the intermodal terminal and distribution centers persevered; and the retiree population remained. Still, the community has weathered the storm and looks forward to future prosperity.

Aside from the development in and around greater Livingston, the north and south eastern sections of Grady County have remained nearly the same for close to a century. While the county had visions of vast development occurring northwest of Livingston in the 1990s, it remains a moderately populated residential area. The area northeast of Livingston is quite rocky. This area supports many small poultry and pork farms. The southwest portion of Grady County is comprised of massive beef and dairy farms. The southeast quadrant of the county is also somewhat rocky. It is in this area that most of the workforce that supports the huge farms resides.

Climate

Many residents of Grady County say they are fortunate to live in an area that is not generally prone to severe weather such as tornados. The area's climate includes four distinct seasons. There are infrequent bursts of severe weather such as an occasional thunderstorm that may spawn microbursts or very small tornados. The area experiences an average of two significant snowstorms per winter. Summers can be hot and humid.

Population Dispersion

The area of Livingston and its immediate periphery is primarily inhabited by whites who either work in the community or are retired. There is a small community college in Livingston that serves students of local families. The area northwest of town is a moderately populated residential area inhabited by middle class families with children. The northeast section of Grady County is populated by farming families who have operated small farms in the area for generations. The southwestern half of the county is occupied by the large farming operation. Management of this industry is comprised of four families that have also occupied Grady County nearly two centuries. Workers who support the operation reside in small communities located in the southeastern section of the county. The population of workers that supports the big farms is comprised of two distinct ethnicities, white families who have lived in the county for generations and Hispanic families that have been steadily migrating to Grady County over the past two decades.

Economic Demographics

Grady County's tax base is supported by the following sources:

- Property taxes on business and residential properties.
- School tax assessed to all property owners.
- Commercial taxes on oil and natural gas storage facilities located in the northeastern section of the county.

The residents of Livingston and its immediate circumference are generally middle and upper income that either work locally or are retired and living off their investments. Middle-income families comprise most of the neighborhoods northwest of the city. Those who live in the northeast section of the county are also considered middle income. The owners of the farms in the southwestern section of the county are upper income. Most families that reside in the southeastern quadrant of Grady County are large and often struggle to make ends meet.

The discovery of Marcellus Shale in the northeastern section of Grady County has energized community leaders with the possibility that renewed prosperity may be on the horizon. Marcellus Shale is a geological formation that was formed by the accumulation of sediment into a sea. This formation was eventually buried over many thousands of years and compressed to produce organic-rich black shale. The rich deposits of natural gas located in the Marcellus Shale have generated great interest from a plethora of drilling companies and investors.

Note — The Marcellus Shale deposit area starts at the base of the Catskills in upstate New York, stretches across the upstate toward Marcellus, N.Y. (the town from which the formation is named) and southwest to West Virginia, Kentucky, and Ohio. This "American-born" source of energy is creating a fury of interest from the drilling industry and a wealth of concern from environmentalists, many of whom are questioning the safety of harvesting methods. In sum, the situation has created a local hotbed of emotion.

Education Profile

Most residents that occupy the city of Livingston have a college education. Many also hold advanced degrees. Over half of the households located in the northwestern section of Grady County include at least one person that has an associate degree. Yet, very few of the residents in the northeastern section of the county have completed college. Instead, most graduated from a local high school and their children seem to be following the same path. Most residents of southwest Grady County are college educated. While most of the white residents in the southeastern part of the county graduated high school, many Hispanics did not. However, most of the Hispanic residents speak English and are very interested in making sure their children attend school to receive a quality education. The Hispanic population trusts the school system and its teachers. While many of the adults in Grady County's Hispanic population may not have finished high school, they are well known for their exemplary work ethic.

The Grady County public school system is very progressive and respected by the community. Led by Superintendent Matthew Pike, the system's goal is to provide all children with equal access to excellence in learning. The school system is very supportive of families challenged by poverty or other adverse circumstances.

Housing Profile

Most homes in Livingston are either brick single-family structures or wood-frame and vinyl-sided single story buildings. Nearly all of the homes to the northwest of the city are two-story brick single family homes. Most houses in the northeast area are two-story frame homes. Homes on the large farms southwest of Livingston are upscale. The housing stock in southeastern Grady County is comprised of two distinct profiles: either small wood-frame single story homes or multiunit two-story wood-frame row homes.

A half century ago, most all of the homes in southeastern Grady County were owned by the large farms. During the real estate boom (2002 – 2008), many of the homes were either sold to investors who reside in Livingston or to long-time renters of the properties. Many of the investors are members of the retiree group that moved to Livingston in the 1990s. The former long-term renters who bought their first home are very proud of their investment and work hard to maintain it. The housing is located in clusters that resemble small towns, although they are not assigned official names.

The average household in Livingston and the southwest area of Grady County is comprised of 2.5 persons. Those located in the northwest and northeastern sections of the county are comprised of an average 3.0 persons. Those in the southeastern section of the county house an average 4.5 persons. The population density countywide is approximately 426 persons per square mile.

The average farm in the county spans 231 acres. The median price of a home in Grady County is $57,200. Residents enjoy a Cost of Living Index of 0.83 when compared to the U.S. Index of 1.00. The adjusted gross nonfarm income is $46,817 with 19.8 percent of the residents living below the poverty level. Interestingly, 90 percent of those impacted by poverty live in the southeastern section of Grady County.

About 57 percent of Grady County residents lived in the same house five years ago. Complete indoor plumbing is lacking in about 2 percent of all homes while about 3 percent lack a full indoor kitchen. The number of bedrooms in homes varies throughout the county, 41 homes have no bedrooms, 373 have only one bedroom, 2,812 have two bedrooms, and 10,724 homes have three bedrooms or more.

Language and Growth

Grady County has experienced moderate growth over the past several years. Births exceeded deaths by 539 last year. International migration to the county is at an all-time high with 252 additional residents relocating into the area last year. At least 94 percent of the county's residents speak English in their home.

Ethnicity

Race	Percent of Population
White	74.3%
Black or African American	9.1%
Hispanic or Latino	13.1%
Two or more races	1.8%
Asian	1.0%
American Indian or Alaska Native	0.7%

Note — In the year 2010, 22 percent of Grady County residents did not have health insurance.

Immigration

The state law on immigration was recently changed to one of the nation's toughest against illegal immigrants. Even some early supporters of the law are having second thoughts amid a backlash from local businesses in and around the city of Livingston. Embarrassing traffic stops involving foreign employers tied to the county's economic development efforts are being called into question. The new law requires a check of legal residency when conducting everyday transactions such as licensing a vehicle, enrolling a child in school, getting a job, or renewing a business license.

The law, which proponents and critics alike said was the broadest and strictest immigration measure in generations, would make the failure to carry immigration documents a crime and give the police broad power to detain anyone suspected of being in the country illegally. Opponents have called this law an open invitation for harassment and discrimination against the county's

Hispanic residents regardless of their citizenship status. This situation has created great angst among the Hispanic community. Many have become very skeptical of the government in general. Some have begun to refuse any assistance offered by Grady County representatives.

Utilities

Grady County Electric Utility provides electricity to a little over half of the county. Their power plant is coal-fired and has an operable gas-fired generator to supplement the power during peak usage or if there is a shortage of coal supply. The 5-year old power plant sits four miles northwest of Livingston. The plant replaced an antiquated facility located on the Bryan River.

The southern portion of the county receives its electrical service from a private company located south of Grady County across the Bryan River. This agreement was negotiated 75 years ago between the farm owners and the private utility company. Unfortunately, due to a change in ownership at the private utility company, electric rates in the southern section of the county are a third higher than those levied by the Grady County Electric Utility.

The Bryan River runs east along the southern border of Grady County. The river marks the county border between Grady and Thorn. Potable water is provided to Livingston and areas in the northwest region by the government-owned Grady County Utilities using the Bryan River as its main supply resource. The river is replenished by several estuaries and underground springs. A water treatment plant sits on the banks of the Bryan River approximately nine miles southwest of the city of Livingston. Water is piped by underground mains into the city where branch lines extend into the northwestern area of the county and around the periphery of Livingston.

Beyond the city limits of Livingston, only communities developed in the last 10 years and large farms have direct connections to the water supply. Other locations must rely on water supplied by wells.

A public sewage removal system is present in all areas where a public water supply has been established.

Currently, there is no Adequate Public Facilities Ordinance in Grady County that would require an extension of utilities to areas being considered for development.

Government Structure

Grady County is comprised of a consolidated government with services available to all residents. The Grady County Council consists of five members. The strong chair (mayor) may serve a maximum of two four-year terms. The remaining four council members serve staggered three year terms. The council members are limited to three consecutive terms. All candidates for political office are selected at large by Grady County voters. The current council is made up of the following:

- Mayor Jim Taylor: white male, age 49, 2nd term (1st year), MBA degree, born in Grady County-relocated and became successful businessman, semi-retired; supports economic development and citizen quality of life issues. The mayor believes that you have to invest resources in order to realize gains over the long term.

- Councilwoman Mary Blake: white female, age 28, 1st term, MBA degree, moved into Grady County eight years ago. In addition to being a faculty member at the college, she is active at the state level and works to secure grants that support social and other quality of life programs. She tends to always support green initiatives and other environmentally-friendly issues. She is also very supportive of issues that may improve the quality of life for Grady County residents. Blake tends to focus exclusively on her platform of issues and often opposes those of others.

- Councilman Morris Hager: black male, age 44, 1st term, BA degree, lifelong resident of Grady County. He is an insurance agent in Livingston; supports economic development and a low tax rate. Hager is a major advocate for issues involving older adults, many of whom are his customers. He is very popular among the community of retirees.

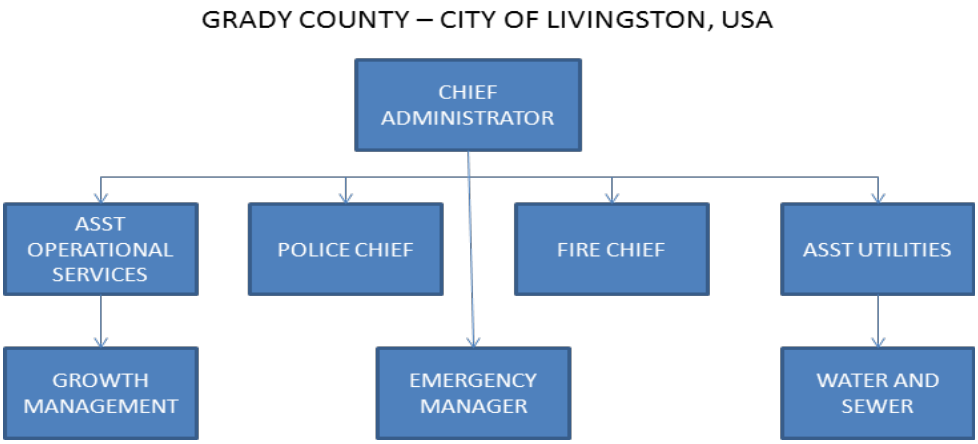
- Councilman Orlando Cortez: Hispanic male, age 52, 2nd term, AA degree, retired manager of the public safety dispatch system of Grady County with 28 years of service; supports public safety initiatives and issues that impact the Hispanic population. Voters from the southeastern section of Grady County were instrumental in placing Cortez into office. He is well-respected by the other council members because of his willingness to work collaboratively and build consensus on challenging issues.

- Councilman Bill Matthews: white male, age 63, 2nd term, third generation landowner, supports the farming industry and low tax rates. He intends to run for mayor during the next election in three years. Matthews is very outspoken and sometimes controversial due to his inter-personal style. He is strongly supported by all farmers in Grady County. He usually will oppose anything that could result in a tax increase or become a hardship for farmers. His major platform is “let’s keep Grady County the way it is.”

The County Administrator is Anna Faith. Faith is a white female in her 16th year with Grady County. She moved to the county 16 years ago to become a budget director, a position she held for 14 years. Faith was appointed chief administrator two years ago. Overall, she is respected by the council, business community, and citizens. She directly supervises all Grady County department managers including the police chief, fire chief, and emergency manager.

The community is served by a small, locally produced, weekly newspaper with a circulation estimated at 17,000. Ownership of the newspaper recently changed. Its publisher assigned a new editor who seems to be working hard at promoting controversial stories that will probably make the paper more marketable.

Organization Chart for Consolidated Grady County-City of Livingston



Current Political Climate

Economic Development

All members of the council (with exception of Matthews) want to find ways to increase Grady County's tax base.

No Tax Increases

All members of the council (with perhaps exception of the mayor) have been very vocal that they do not support any increases in taxes for Grady County taxpayers. But, the mayor believes that you must invest resources to enhance services and promote growth.

Natural Gas Extraction

There is much interest, excitement and debate over the prospect of natural gas extraction from the Marcellus Shale in Grady County. With exception of Blake, members that support economic development are in favor of the process. Blake has been very vocal that the high pressure water drilling process will damage Grady County's natural resources. Residents in the northeast section of the county where the reserves are located have mixed opinions about the prospect of gas extraction, growth and development.

Northwestern Grady County

All council members (with exception of Matthews) seem interested in promoting additional development in the northwestern section of Grady County. An enhanced utility infrastructure was laid and new streets were constructed in the late 1990s in preparation for growth that never reached fruition.

Old Power Plant

The old power plant that rests on the Bryan River has been the subject of several discussions. The plant was bought by a private investor after the new Grady County facility went live. Unfortunately, the owner filed for bankruptcy and left the state. The facility, which includes a low-head hydraulic dam, now sits empty. Blake has been very vocal that the plant should be torn down. Matthews wants the dam to remain because it provides deeper water upstream so recreational boating is possible.

Special Interest Lobbying Groups

The retirees who reside in Livingston have their own association called Working for Everyone's Benefit (WEB). WEB has over 200 members and many regularly attend council meetings, especially when issues are being discussed that may impact their group and its specific interests. Historically, WEB has been active in seeking to maintain a low property tax rate. It has also encouraged the council to maintain a modest size government that does not impose unrealistic regulations.

The school system has a strong voice in Grady County. This is, in part, due to the dynamic leadership of the superintendent. Pike and his staff have a reputation of doing what is right for students in the most cost efficient manner. When the school system asks for support, it usually gets it.

Comet Energy is an emerging force among the local political scene. Comet is the company that wants to extract natural gas from the northeast section of the county. Comet is promising that if they are permitted to extract natural gas, then Grady County will reap large benefits in the form of well-paying jobs and an extension of utility infrastructures to remote areas that will likely spur future development. For Comet to perform operations, they must have adequate electrical power and water. Comet is also well known for the philanthropic endeavors it provides in communities where it conducts business.

Since coming to Grady County in the 1990s, BFT Intermodal has become a strong lobbying voice to the council. This organization represents the railroad intermodal operation and the distribution centers. Thanks to growth in the rail industry, BFT would like to consider expanding their facility into the northeastern portion of the county just outside Livingston, if public utility services are extended in a timely manner.

Farming's Friend is a group comprised of stakeholders who support the advancement of big operation farming in the region. This group wields considerable power because of their huge base of cooperative financial resources. Farming's Friend supports two things — big farms and low taxes.

Healthy Grady is a coalition comprised of the health department, school system, social services, county government, the emergency services, Red Cross, and United Way. Formed in 2000, this group often lobbies for quality of life enhancements, health and safety initiatives in the county. Due to the recession, this group has not been very active or vocal for several years.

Grady County Fire Department

The Grady County Fire Department (GCFD) is a combination department comprised of 80 full-time staff and 25 volunteers. There are six fire stations in Grady County. Stations in the city of Livingston and the northwest area are staffed with three career firefighters and two paramedics. The other three more rural stations are staffed by a firefighter and operator and two paramedics. The department provides both fire and emergency medical services.

The department received a new chief two years ago when the previous chief of 30 years retired. The new chief, Dayna Walker, came to Grady County from a larger department in Illinois after serving as deputy chief for five years. Walker holds a master's in public administration and is a graduate of the National Fire Academy Executive Fire Officer Program.

Upon assuming command in Grady County, one of the first things Walker noticed was the frequency of fires occurring in the southeastern section of the county. After establishing herself and gaining the trust of the GCFD and council, Walker led the process of conducting a community-wide risk assessment.

It should be noted that until now, there had been no risk reduction activities by the GCFD.

Risk Assessment

GCFD studied 10 years of response and emergency management data to explore the human-created and naturally-occurring risks that have taken place in the county. The data displayed in the following series of tables represents annual averages. Data is presented for each census tract in Grady County so that risks specific to that census tract can be evaluated. Fire incidents appear first and are followed by preventable injuries.

While all human-created and naturally-occurring risks were studied, it was determined that flooding was the only naturally-occurring risk that had caused any type of significant loss over at least the past decade. While flooding resulted in significant property damage to recreational cottages along the Bryan River twice in the past decade, no lives have been lost and no significant injuries have occurred. Since human-created events far outnumber flooding, the risk reduction team is presenting an analysis of these types of incidents alone.

Interestingly, all six of Grady County's census tracts identify human-created risks common to the county at large. In addition to data tables for each census tract, there is a summary of what the GCFD has learned about each risk, not only through data analysis, but also by direct interviews with those involved with or impacted by events.

Census Tract 1 — North Section of the City of Livingston

Population: 17,000

Type of Incident	Average Number of Annual Incidents	Average Number of Annual Injuries	Average Number of Annual Deaths	Average Amount Annual Property Loss or Medical Expense	Rate of Incident Compared with Previous Years
Cooking Related	15	2	0	$10,000	Decreasing
Heating Appliances	5	1	0	$5,000	Decreasing
Smoking	5	2	1	$100,000	Steady
Candles	10	1	0	$15,000	Decreasing
Motor Vehicle Collisions	60	120	1	Unknown	Decreasing
Pedestrian Incidents	10	9	1	Unknown	Decreasing
Ground-Level Falls	50	45	5	Unknown	Annual average has tripled over a five-year period

Summary of Specific Risks

Cooking Related

Mostly occur due to the sometimes forgetful behaviors of older adults. Stove is left unattended and relatively minor incidents occur. The majority of incidents are detected early by properly functioning smoke alarms.

Heating Appliances

Usually involve improperly maintained wood-fired fireplace inserts.

Smoking

Most smoking-related fires involve older adults who have either forgotten they had smoking materials lit or had fallen asleep while smoking on upholstered furnishings.

Candles

There is no distinct pattern to the candle fires.

Motor Vehicle Collisions

The majority of Motor Vehicle Collisions (MVCs) in this census tract occur on the main thoroughfares. The most significant incidents take place on the interstate highway that runs through the upper north section of the census tract.

Pedestrian Incidents

There is no significant pattern to pedestrian incidents.

Ground-Level Falls

All of the ground-level falls involve adults over age 55. Most result from slipping on loose area rugs or tripping over household furnishings. The geographic dispersion of incidents is across the entire census tract. Most incidents occur in private homes.

Census Tract 2 — South Section of the City of Livingston

Population: 12,000

Type of Incident	Average Number of Annual Incidents	Average Number of Annual Injuries	Average Number of Annual Deaths	Average Amount Annual Property Loss or Medical Expense	Rate of Incident Compared with Previous Years
Cooking Related	10	3	0	$5,000	Steady
Heating Appliances	5	2	0	$25,000	Decreasing
Smoking	8	2	1	$50,000	Steady
Candles	3	0	0	$2,000	Decreasing
Motor Vehicle Collisions	40	100	2	Unknown	Slight increase
Pedestrian Incidents	9	8	2	Unknown	Steady
Ground-Level Falls	30	30	0	Unknown	Annual average has doubled over a five-year period

Summary of Specific Risks

Cooking Related

Most incidents involve a stove left unattended. The majority of incidents are detected early by properly functioning smoke alarms.

Heating Appliances

Usually involve improperly maintained wood-fired fireplace inserts.

Smoking

Most smoking-related fires involve older adults who have left lit materials unattended.

Candles

There is no distinct pattern to the candle fires.

Motor Vehicle Collisions

The majority of MVCs in this census tract occur on the main thoroughfares. The most significant incidents take place at signaled intersections where one of the vehicles failed to stop.

Pedestrian Incidents

Most pedestrian incidents involve people who were crossing roadways at locations not designated for crossing.

Ground-Level Falls

All of the ground-level falls involve adults over age 60. Most result from slipping on loose area rugs or tripping over household furnishings. The geographic dispersion of incidents is across the entire census tract. Most incidents occur in private homes.

Census Tract 3 — Northwest Area of Grady County

Population: 7,000

Type of Incident	Average Number of Annual Incidents	Average Number of Annual Injuries	Average Number of Annual Deaths	Average Amount Annual Property Loss or Medical Expense	Rate of Incident Compared with Previous Years
Cooking Related	25	5	0	$10,000	Steady
Heating Appliances	8	2	0	$25,000	Decreasing
Smoking	5	2	1	$1,000	Very slight increase
Candles	5	0	0	$1,000	Decreasing
Motor Vehicle Collisions	20	50	3	Unknown	Steady
Pedestrian Incidents	5	5	2	Unknown	Steady
Ground-Level Falls	20	20	0	Unknown	Increasing 25% per year

Summary of Specific Risks

Cooking Related

Most incidents involve a stove left unattended during evening mealtime. The majority of incidents are detected early by properly functioning smoke alarms. Injuries have resulted when people attempt to carry flaming pans outdoors.

Heating Appliances

There is no distinct pattern associated with this risk.

Smoking

Most smoking-related fires in this census tract occur after hot ashes have been emptied into trash containers inside of homes. The majority of incidents have occurred between 11 p.m. and 1 a.m. Most incidents have been detected early by properly functioning smoke alarms. All injuries have occurred when citizens attempted to fight fires.

Candles

There is no distinct pattern to the candle fires.

Motor Vehicle Collisions

The majority of MVCs in this census tract occur on the main thoroughfare through the area. The most significant incidents take place at signaled intersections where one of the vehicles failed to stop.

Pedestrian Incidents

Most pedestrian incidents involve adults that were jogging along the side of the street instead of on sidewalks.

Ground-Level Falls

All of the ground-level falls involve adults over age 65. Most result from slipping on loose area rugs or tripping over household furnishings. The geographic dispersion of incidents is clustered along the north and southeastern areas of the census tract and occurs in private homes.

Census Tract 4 — Northeast Area of Grady County

Population: 4,000

Type of Incident	Average Number of Annual Incidents	Average Number of Annual Injuries	Average Number of Annual Deaths	Average Amount Annual Property Loss or Medical Expense	Rate of Incident Compared with Previous Years
Cooking Related	10	1	0	$10,000	Slight increase
Heating Appliances	8	0	0	$30,000	Declining
Smoking	5	0	0	$5,000	Steady
Candles	1	0	0	Undetermined	Steady
Motor Vehicle Collisions	25	80	5	Undetermined	Rising 10% per year
Pedestrian Incidents	8	6	2	Undetermined	Steady
Ground-Level Falls	25	25	0	Undetermined	Steady
Traumatic Injuries	10	10	0	Undetermined	Steady

Summary of Specific Risks

Cooking Related

Most incidents involve a stove left unattended during evening mealtime. The majority of incidents are detected early by properly functioning smoke alarms. Injuries have resulted when people attempt to carry flaming pans outdoors.

Heating Appliances

Most heating appliance fires are related to aging or worn out equipment.

Smoking

The few smoking-related fires that occur in this census tract are usually caused by materials being discarded improperly on outdoor porches.

Candles

There is no distinct pattern to the candle fires.

Motor Vehicle Collisions

The majority of MVCs in this census tract occur on the secondary roads that traverse the area. The most significant incidents take place at intersections where no signals are present.

Pedestrian Incidents

Most pedestrian incidents involve children who were walking along rural roads and struck by passing vehicles.

Ground-Level Falls

All of the ground-level falls involve adults over age 65. Most result from slipping on loose area rugs or tripping over household furnishings. The geographic dispersion of incidents is across the entire census tract.

Traumatic Injuries

This category of injury encompasses injuries that have occurred while farming. Most incidents involve either blunt force trauma from being struck or lacerated by machinery. The geographic distribution of the incidents is mainly across the eastern half of the census tract where the farms are located.

Census Tract 5 — Southeast Area of Grady County

Population: 6,000

Type of Incident	Average Number of Annual Incidents	Average Number of Annual Injuries	Average Number of Annual Deaths	Average Amount Annual Property Loss or Medical Expense	Rate of Incident Compared with Previous Years
Cooking Related	35	15	3	$200,000	Annual occurrence has doubled over a ten year period
Heating Appliances	25	10	7	$300,00	Annual occurrence has doubled over a ten year period
Smoking	15	4	1	$100,000	Steady
Candles	15	4	2	$70,000	Annual occurrence has grown by 50% over a ten year period
Motor Vehicle Collisions	50	200	10	Unknown	Steady
Pedestrian Incidents	10	7	3	Unknown	Steady
Ground-Level Falls	5	5	0	Unknown	Steady
Traumatic Injuries	20	20	2	Unknown	Rising 10% per year
Drowning or Nonfatal Submersion	10	5	5	Unknown	Situation emerged since closing of old power plant

Summary of Specific Risks

Cooking Related

Most fire incidents involving a stove in this census tract are not related to unattended cooking. The majority of incidents are due to gas or wood-fueled cooking equipment being used for heat sources during winter months. Gas stoves used for heat have often ignited nearby combustibles. Wood-fueled appliances are often overloaded at night leading to a flue fire. Injuries and deaths have resulted when people attempt to fight fires.

Heating Appliances

Most heating appliance fires involve portable propane or kerosene heaters placed too close to combustible household furnishings, bedding and interior walls. The heat sources have been used in lieu of the stationary electrical baseboard heat that is present in many homes. Residents claim it is much cheaper to heat their home with portable heaters instead of paying the high cost of electricity in southern Grady County.

Smoking

Most smoking-related fires in this census tract occur late at night after a family has gone to bed. Ignition points are usually discarded hot ashes in trash cans or lit smoking materials falling onto upholstered furniture.

Candles

This is the one census tract where there is a pattern to the candle fires. Mostly all of the incidents in recent years have occurred due to candles being used as light sources in lieu of electrical power. Those who have had fires often state it is cheaper to burn candles during the evening and at night as compared to turning on lights.

Motor Vehicle Collisions

The majority of MVCs in this census tract occur on the windy hilly roads that traverse the area. The most significant incidents take place on very old roads traveled by high occupancy sub-standard vehicles. Speed, road conditions, and vehicle over-loading often contribute to the severity of incidents. Most incidents are single vehicle wrecks.

Pedestrian Incidents

Most pedestrian incidents involve children being struck by vehicles while walking or playing along winding and hilly roads.

Ground-Level Falls

All of the ground-level falls involve adults over age 65. Most result from slipping on loose area rugs or tripping over household furnishings. The geographic dispersion of incidents is throughout the entire census tract and occurs in private homes.

Traumatic Injuries

This category of injury encompasses injuries that have occurred while people were performing work on their homes. Most incidents involve either lacerations and amputations by power tools or falls from ladders.

Drowning or Nonfatal Submersion

This category is specific to Census Tract 5 since there have been no other drowning incidents across the other tracts. All drowning or nonfatal submersion incidents have occurred at the abandoned power plant's low-head hydraulic dam. Most incidents have involved people walking onto the seemingly harmless little dam, slipping on the wet surface, falling into the swirling current, and being sucked underwater. Several of the nonfatal submersion events involved children using the dam as a water slide. All victims have resided in Census Tract 5.

Census Tract 6 — Southwest Area of Grady County

Population: 3,000

Type of Incident	Average Number of Annual Incidents	Average Number of Annual Injuries	Average Number of Annual Deaths	Average Amount Annual Property Loss or Medical Expense	Rate of Incident Compared with Previous Years
Cooking Related	5	0	0	$1,000	Steady
Heating Appliances	3	0	0	$1,000	Steady
Smoking	4	0	0	$5,000	Decreasing
Candles	1	0	0	$0	Steady
Motor Vehicle Collisions	15	30	0	Unknown	Steady
Pedestrian Incidents	2	2	0	Unknown	Decreasing
Ground-Level Falls	20	15	2	Unknown	Annual occurrence has doubled over a ten year period
Traumatic Injuries	8	8	0	Unknown	Steady
Drowning or Nonfatal Submersion	1	1	0	$0	Steady

Summary of Specific Risks

Cooking Related

The few stove-top fires that occur in this census tract are minor in nature and result from inattentive behavior. Incidents are discovered quickly because of working smoke alarm protection.

Heating Appliances

The heating appliance fires that occur are related to overloaded woodstoves.

Smoking

Smoking-related fires in this census tract seem to originate from improper disposal of materials on porches.

Candles

Due to the low occurrence of this type of incident no pattern was able to be determined.

Motor Vehicle Collisions

The majority of MVCs in this census tract occur on the windy roads that traverse the area. Most incidents are single vehicle wrecks.

Pedestrian Incidents

Due to the low occurrence of this type of incident no pattern was able to be determined.

Ground-Level Falls

All of the ground-level falls involve adults over age 65. Most result from slipping on loose area rugs or tripping over household furnishings. The geographic dispersion of incidents is throughout the entire census tract and occurs in private homes.

Traumatic Injuries

This category of injury encompasses injuries that have occurred while people were engaged in farming operations. Most incidents involve either lacerations and amputations by farm equipment or falls from ladders.

Discussion with Stakeholders

As a component of the risk assessment, Walker spoke with several people and agencies that were felt to have potential first-hand knowledge of Grady County's risks.

Firefighters served as an important starting point.

Firefighters were obviously concerned about the number of residential fires occurring in the southeastern portion of the county. They expressed frustration about the following issues:

- Delays in fire department notification are very common since citizens tend to fight fires instead of calling for help, resulting in advanced fire conditions upon arrival of the fire department.

- Ignition sources appear to be a mix between stoves, portable heating appliances, and candles.

- There have been many fire deaths in recent years. Adult fatalities seem to result when people go back into burning homes to retrieve items of value. Injuries result from citizens fighting fires.

- Children are often victims in the multideath fires that have occurred. Lack of smoke alarms has been a contributing factor in the deaths. Many firefighters also stated that the homes where multideath incidents have occurred seemed to be very over-crowded with occupants.

- It is often difficult to rapidly control fire conditions due to the lack of a public water supply and the close proximity of frame houses to one another.

Newer firefighters who are usually assigned to Emergency Medical Services (EMS) units voiced concern about the number of incidents involving older adults in and around the city of Livingston. Often times, older adult patients need to wait for EMS service from more distant stations because all three of the units around Livingston are committed on emergencies.

All staff commented on the number of significant MVCs that the GCFD handles on the winding old infrastructure of roads that comprise eastern Grady County. Many anecdotal stories were told about the mini mass casualty incidents that result when a large family riding in a pick-up truck wreck on a back road.

Walker's next stop was a meeting with Police Chief Carl Watson. The police chief, a cousin of the past fire chief, was curious why his relative had never approached him with the topic of doing something proactive about the number of bad wrecks the agencies respond to. When asked what the leading concerns were about crime, the police chief just smiled and held his finger to his lips. "Shhh…Don't tell the bad guys we have very little crime in Grady County," was his response. "Now, speeding and car wrecks, that's another story." The chief offered his department's full support to anything Walker wanted to do in a collaborative manner.

Walker next met with the County Health Officer Alan Haines. When asked about concerns the health department had with preventable injuries, Haines remarked, “That’s the least of our concern right now; we have a rising health concern on our hands in the form of the bacteria E.coli.” When asked to explain, he said that the bacteria not only causes diarrhea, it can also cause bleeding and renal failure. “It can create a very bad health condition in young children and the aging.”

Interested in the issue, Walker asked Haines where the bacteria were present. Haines said the bacteria were isolated to the southeastern section of the county at this time. It is forming in the contaminated ground water system because old septic tanks in the area are failing. He further stated that there are many homes in the southeastern area that do not have adequate bathrooms, bathing facilities, or kitchens. “You might ask: How could that be? It’s all tied to lack of public water, sewer and an affordable source of electricity for the people who live there. Where in the world do we start?”

Walker then met with Pike at the school administration building. When asked about his concerns regarding the safety of the community, Pike had a very clear response, “Too many children are dying in Grady County. As a school system we have reached out to families that have lost kids in fires, car crashes on old roads, and drowning. We want to help find a solution chief, what can we do to help?”

Prior to progressing further, Walker met with County Administrator Faith to provide an update of what the GCFD had done to date with community risk reduction. Faith was very interested and concerned with Walker’s update. She asked the chief to please continue working, develop some potential solutions, and come back with recommendations. Faith said she would inform the county council that suggestions would be forthcoming.

UNIT 3: POLICY DEVELOPMENT

TERMINAL OBJECTIVE

The students will be able to:

3.1 Develop a public policy proposal.

ENABLING OBJECTIVES

The students will be able to:

3.1 Describe the role and impact of stakeholders in the development of public policy.

3.2 Analyze the potential interests and agendas of stakeholders.

3.3 Select a policy planning group to develop a public policy proposal.

3.4 Design a strategy to build support for use of public policy as a prevention intervention.

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FEMA

U.S. Fire Administration

UNIT 3:
POLICY DEVELOPMENT

Slide 3-1

TERMINAL OBJECTIVE

Develop a public policy proposal.

Slide 3-2

ENABLING OBJECTIVES

- Describe the role and impact of stakeholders in the development of public policy.
- Analyze the potential interests and agendas of stakeholders.

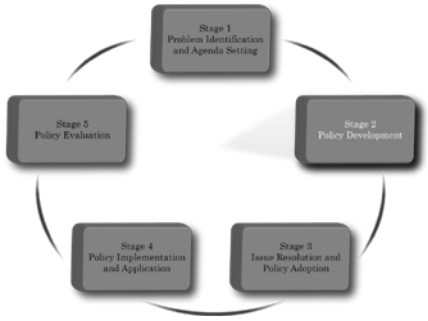
Slide 3-3

ENABLING OBJECTIVES (cont'd)

- Select a policy planning group to develop a public policy proposal.
- Design a strategy to build support for use of public policy as a prevention intervention.

Slide 3-4

PUBLIC POLICY DEVELOPMENT CYCLE



Slide 3-5

I. POLICY DEVELOPMENT — THE IMPACT OF STAKEHOLDERS

POLICY DEVELOPMENT

- Is a political process.
- Involves those affected by the proposal.
- This stage is extremely important for at least two reasons:
  - Understanding and support for policy goals is critical.
  - Policy can be strengthened and refined through open communications and transparency of the facts.

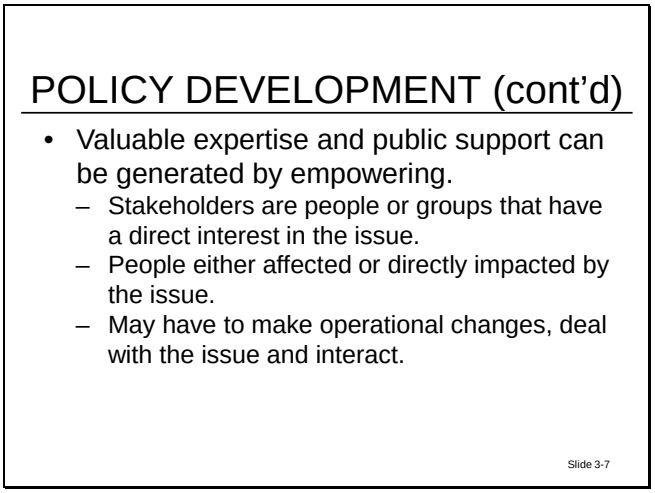
Slide 3-6

A. Policy development is a political process.

B. The process of policy development, revision or review involves many people, but most importantly, it involves individuals affected by the policy proposal. This stage is extremely important for at least two reasons:

1. It is critically important to generate understanding and support for the policy goals.

2. The policy can be strengthened as a result of the refinement that takes place through open communication and transparency of the facts.



C. Valuable expertise and public support can be generated by empowering individuals, groups and organizations to assist in the development and review of proposed policies.

1. Individuals, groups and organizations, also known as stakeholders, are those that have a direct interest in the issue being addressed by the policy.

2. They are people either affected or directly impacted by the issue.

3. They are the groups and organizations that may have to make operational changes, deal with the issue and interact with the emergency services, local government agencies, courts, etc.

POLICY DEVELOPMENT (cont'd)

- Also can be those indirectly affected.
  - May include owners of businesses whose livelihood is impacted by the issue or citizens who have personal concerns.
  - Property owners who are unable to sell or rent houses because of the reputation of a neighborhood.

Slide 3-8

D. Stakeholders are **also** those who are indirectly affected by the issue.

1. This category may include owners of businesses whose livelihood is impacted by the issue or citizens who have personal concerns, such as fear of a specific type of crime or a negative environmental impact on their lives.

2. Property owners who are unable to sell or rent houses because of the reputation of a neighborhood are an example of an indirect stakeholder.

POLICY DEVELOPMENT (cont'd)

- Policymakers are stakeholders.
  - Includes those who make formal policy.
  - Elected officials must live in their precinct/ward.
  - Jurisdictions may require senior management to live within the community.
- Influential people can be stakeholders.
  - You are likely to get public support for your effort.
  - For personal or community-minded reasons, or those simply interested in working on the issue.

Slide 3-9

E. Policymakers of the community will always be considered stakeholders.

1. This includes those who make formal policy such as politicians, planners and community governing, oversight bodies, or offices of management and budget. No money, no policy.

2. Elected officials must live in their precinct/ward.

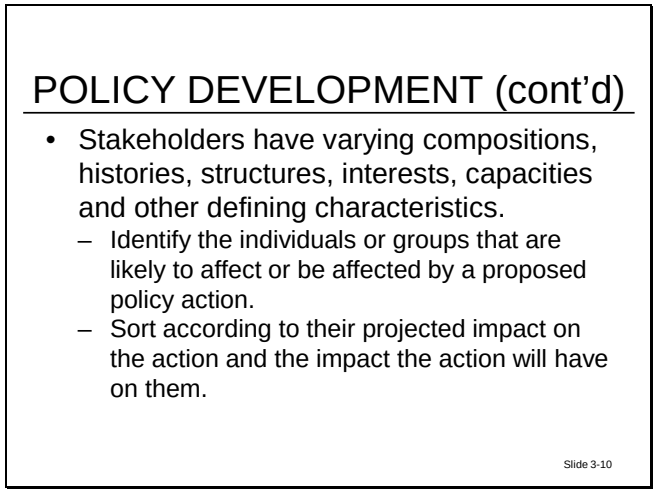
3. Jurisdictions may require senior management to live within the community to ensure that they are impacted by their policies such as tax increases.

F. Influential people and other interested citizens can be stakeholders.

1. If you include people whose opinions are respected by the community, you are likely to get public support for your effort.

2. Such people might include business leaders; leaders of the group most affected by the issue; clergy and other leaders of the faith community; community activists and advocates; and people with no official position but with widespread community respect and credibility.

3. In this group are also people who, for personal or community-minded reasons, are simply interested in working on the issue. They can be helpful in the planning process and also act as liaisons with families, friends and neighborhood residents to support your efforts in the community. Their support enhances your ability to get your issue into public consciousness and onto the local agenda.



G. Stakeholders and stakeholder groups have varying compositions, histories, structures, interests, capacities and other defining characteristics. A stakeholder profile helps us to understand these characteristics.

1. Use a process to identify the individuals or groups that are likely to affect or be affected by a proposed policy action.

2. Sort the individuals or groups according to their projected impact on the action and the impact the action will have on them.

POLICY DEVELOPMENT (cont'd)

- Assess how the interests of those stakeholders should be addressed in the policy development process.
- Some are collective bodies formed for the purpose of putting forward the shared views and interests of their members.

Slide 3-11

3. Assess how the interests of those stakeholders should be addressed in the policy development process.

H. Some stakeholders are collective bodies formed for the purpose of putting forward the shared views and interests of their members. These are commonly referred to **as interest groups or special interest groups.**

POLICY DEVELOPMENT (cont'd)

- A collective of all stakeholders is a policy community.
  - Series of concentric circles.
  - At the center is government with lead responsibility.
  - Those closest to center have most influence.
  - Outside the center are citizens and informal groups.

Slide 3-12

I. The collection of all stakeholders is referred to as the **policy community.**

1. The policy community can be viewed as a series of concentric circles with those at the center having the greatest influence.

2. At the very center is the government department (or departments) with lead responsibility for the policy issue being discussed.

3. Those closest to the center have the most influence over decision makers.

4. At the outside are interested citizens and informal groups who have limited mechanisms to contribute to the policy process.



5. The traditional policy community is either government driven, government led or at least sanctioned and tacitly approved.

6. The emerging policy community tends to be more independent and grassroots.

7. Today's electronic communication mediums have expanded a citizen's ability to open up and democratize policy discussions.



8. The policy community today has more room for individuals and groups possessing fewer resources and less direct power to enter the center rings of the traditional community. The rings of the emerging policy community diagram are permeable.

9. Citizens once outside the policy community may now, by choice, become part of it.

10. Though the emerging policy community is more egalitarian, we should not conclude that stakeholders who hold a central place in the traditional community have automatically lost power. That is not the case, as is demonstrated by the degree of influence wielded by large multinational corporations over public policy through their sheer economic power and the sanctions of international trade agreements. It may be, however, that this is not a zero sum game and that both access to power and the actual power available have expanded.

11. The emerging policy community is characterized by grassroots initiation of activity and communication: bottom up instead of top down.



12. New participants now have a greater ability to get an issue on the policy agenda instead of only being able to react to an agenda created by others.

13. Those who frame the issue, pose the questions, or define the problem have greater control of the discussion.

14. Governments who wish to work with a broader policy community will act more as facilitators and coordinators than as delivery mechanisms for programs and services.

15. An innovative concept seen as playing a critical role in the emerging policy community is the bridge person.

    a. Bridge people are able to span the gap between government and community, facilitating information exchange and dialogue.

b. They can help facilitate relationships between people and groups within the concentric circles.

The traits of bridge people include:

- Strong interpersonal and communication skills.
- Ability to promote collaboration and build relationships among diverse groups of people.
- Possess a good understanding of the interests of both community and government.



J. In determining who is a stakeholder, the view of the individual or group is often a more important factor than the view of the sponsor.

K. Stakeholder identification or representation is often based on geographic location, sector, impact or interest.



L. Stakeholders as individual citizens.

1. The power and authority of individual citizens is the basis of democracy. In less complex times, elected representation was a sufficient means for most citizens to participate in government.

2. Recently, for a number of reasons, including the diversity of citizens' cultural heritage, needs, values and interests, that has been changing.

3. There is now a strong desire for citizens to be involved broadly in governance and directly in policy decisions — both from their perspective and from that of the government.



4. One of the biggest public participation challenges facing the government today is the need to balance the views of both individuals and the groups who may represent them.

   a. Who is interested in participating?

   b. How do we know they are interested?

   c. Do we want to include emotion and uninformed opinion in our analysis along with views based on careful consideration of data, facts and information?

   d. How can we be sure that our processes are fully inclusive, especially of those individuals and groups who may have been excluded, intentionally or unintentionally, in the past?

5. Citizen engagement recognizes citizens as stakeholders and seeks to involve them directly and at a depth not achieved through more traditional methods of public consultation, or through broad aggregate group representation provided by various interest groups and associations.

POLICY DEVELOPMENT (cont'd)

- Stakeholders as interest groups.
  - Bring together and speak for common interests.
  - Give political expression to who we are and what we do.
  - Better understood if grouped by interest sectors.

Slide 3-19

M. Stakeholders as interest groups.

1. Interest groups bring together and speak for individuals, groups and organizations that have common interests, views and concerns.

2. They give political expression to who we are and what we do. Interest groups are associations of individuals formed to aggregate, articulate and promote the interests their members have in common.

3. Our ability to analyze stakeholder groups can be enhanced if we group them according to interest sectors. The categories will differ depending on the issue on which the public consultation is focused.

   Some typical sectors are small businesses, recreational, industrial, cultural, social, environmental, fisheries, forestry, homeowners, taxpayers, economic development, advocacy for disadvantaged, and nonprofit.

POLICY DEVELOPMENT (cont'd)

- Public versus special interest.
  - Public interest is about the common good of society or citizens in general.
  - Special interest is about benefits for specific individuals, groups or parts of society.
  - Some groups seek no individual or group benefit.

Slide 3-20

N. Public versus special interest.

When discussing interest groups or developing a stakeholder profile, an important but difficult distinction is knowing the extent to which a group represents the public interest and when it represents special interests.

1. Public interest is about the common good — what benefits society or citizens in general.

2. Special interest is about benefits for specific individuals, members of groups, or parts of society.

3. Some stakeholder groups speak for the broader public interest, seeking no individual or organizational benefit, only a policy decision which they believe will benefit society as a whole.



4. The vast majority of stakeholders, however, speak for their own benefit/ interest, competing with each other over a policy decision.

5. The most common way for both special and public interests to be pursued is through advocacy — voicing support for specific values, views or policy outcomes.

6. However, there is another way in which the public interest may be determined — through a blending of multiple interests in a collaborative public participation process, such as public policy dialogue.

7. Any organization that participates in policy dialogue is expected to represent the views of its members/constituents.

   In a collaborative process, stakeholders both articulate their own views, needs and concerns and listen to the views, needs and concerns of other individuals and groups.



8. The groups work together to achieve consensus on an outcome that, to the greatest extent possible, meets their collective needs.

9. The strength and quality of the outcome are dependent upon a number of factors, not the least of which is the degree of balance and extent of representation within the policy dialogue process.

   It should be noted that while collaboration through public policy dialogue can produce impressive results, it still must be used in conjunction with other techniques to ensure that all voices have been heard.

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ACTIVITY 3.1

Stakeholders — Grady County Risk

Purpose

To identify stakeholders for the Grady County risk issue.

Directions

1. You will write the name of the risk issue at the top of the easel pad.

2. As a beginning to the activity, each group will be asked to develop a list of stakeholders for the Grady County risk issue. You will be allotted 10 minutes for this task.

3. The instructor will draw on the easel pad three circles inside one another like a bull's eye.

4. Each group will be asked to provide their list of stakeholders. As names, positions or agencies are given, the class at large will reach consensus on where to place the stakeholders in the circles.

5. The following criteria should be used when considering where to place stakeholders:

    a. Think of the differing levels of power, influence, information and resources.

    b. Those who are in close communication with each other can be linked or shown in close proximity.

    c. The result will be a map of a policy community for the specific issue.

6. You will be allotted 35 minutes for creating a map of a policy community for the specific risk issue.

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II. SELECTING THE POLICY PLANNING GROUP

SELECTING THE POLICY PLANNING GROUP

- Next step is to evaluate who may be best suited to include in the policy planning group.
- Group of key stakeholders recruited to develop a viable policy.
- Important decision point.
- Involves analyzing the entire list of stakeholders and deciding who (groups/ agencies) should be recruited.

Slide 3-24

A. Once the problem statement has been developed, the next step is to evaluate who may be best suited to include in the policy planning group.

B. A policy planning group is a group of key stakeholders who are recruited for the purpose of developing a viable policy.

C. This is an important decision point because if public policy is chosen as a risk-reduction strategy to employ, this will be the group that leads its development.

D. The policy planning group selection process involves analyzing the entire list of stakeholders and deciding who (what groups/agencies) should be recruited.

SELECTING THE POLICY PLANNING GROUP (cont'd)

- When deciding who to invite, consider who has:
  - Greatest vested interest.
  - Information and resources.
  - Previous experience with successful policies.
  - Most influence over policy adoption at local level.
  - Bridge-builder attributes.

Slide 3-25

E. When deciding who to invite to the policy planning group, consider the following:

1. Who has the greatest vested interest in addressing the risk issue?

These stakeholders represent groups that share your organization's common interests, views, values and policy outcomes.

2. Who has information and resources that could be invested toward policy development?

   These stakeholders represent groups that possess knowledge of subject area, financial and human resources, availability, leadership, management, staff, volunteers, and research capacity.

3. Who has previous experience with developing successful public policies?

   These stakeholders have previously been successful with advancing a policy. They bring a history of experience, reputation and credibility to the policy development process.

4. Who has the most influence over public policy adoption at the local level?

   a. These stakeholders are those that are respected by policymakers and the public at large.

   b. This includes stakeholder groups that may hold significant political influence based upon their lobbying ability, size, platform, etc.

5. As part of the selection process, consider recruiting people/groups that possess "bridge-building" attributes.

   a. Bridge builders are those people who are able to span the gap between government and community.

   b. They have a good understanding of both the interest of community and government.

F. Recognize that elected leaders are key stakeholders in the policy development process. They must be consulted for potential members. Political, selected members have elected officials ears. They help improve the final adoption of the proposed public policy.

SELECTING THE POLICY PLANNING GROUP (cont'd)

- Legal counsel:
  - New and modified policies should be reviewed.
  - Review should be standard procedure.
  - Legal counsel may require changes.
  - Authority having jurisdiction (AHJ) must consider guidelines.

Slide 3-26

G. Legal counsel for community government should be involved in the stakeholder group. Nothing will kill the policy of the stakeholder committee faster than having counsel chop up the proposal and say it cannot be done. This review should be for format and language.

1. New policies should always be reviewed by the authority having jurisdiction's (AHJ's) legal representatives to ensure that no undue liability is being accepted while applying the respective public policy.

2. Review of the policy by legal representatives should be part of the standard procedure.

3. Legal counsel will review policies and may require certain changes (or give legal advice on what may need amended) to ensure there is no liability or minimal risk of such.

4. The AHJ must consider legal guidelines when implementing and applying any policy.

SELECTING THE POLICY PLANNING GROUP (cont'd)

- Identify stakeholders according to the level of interest they have expressed in your process.
  - Evaluate how their resources and capacity relates to their desired level of performance.
  - These are the people who will help your agency draft the initial policy draft.

Slide 3-27

H. Identify stakeholders according to the level of interest they have expressed in your process.

1. Evaluate how their resources and capacity relates to their desired level of performance.

2. These are the people who will help your agency draft the initial policy draft.

ACTIVITY 3.2

Selecting the Policy Planning Group — Grady County Risk

Purpose

To select members of a policy planning group to address the Grady County risk.

Directions

1. You will write the name of the risk at the top of the easel pad.

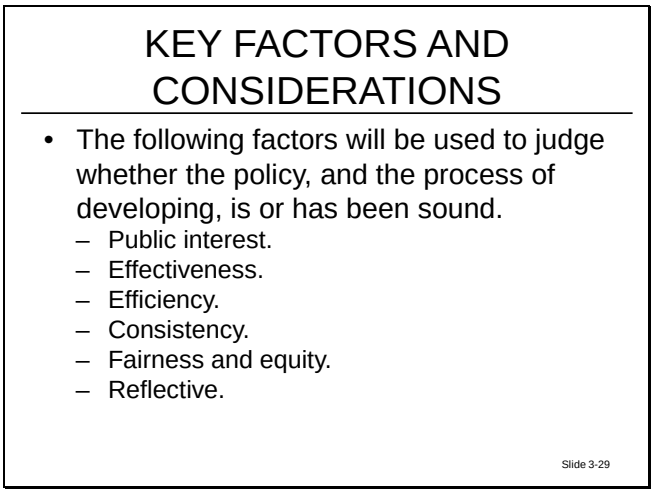
2. You will be asked to suggest people or agencies that should comprise a policy planning group to address the Grady County risk.

3. These are the people who will help draft the initial policy.

4. You will be allotted 30 minutes for this activity.

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III. KEY FACTORS AND CONSIDERATIONS IN PUBLIC POLICY DEVELOPMENT



A. A number of factors and considerations must be kept in mind during policy development. The following factors will be used by others and ourselves to judge whether the policy, and the process of developing the policy, is or has been sound.

1. Public interest.

   a. What is in the best interest of society as a whole?

   b. How is the common good balanced against any private or special interests?

   c. Is the process fully inclusive, especially of those who are often overlooked or unable to participate?

   d. Remember that government's role, particularly public administrators (employees), is to protect the public interest.

2. Effectiveness.

   a. How well a policy achieves its stated goals.

   b. Commitment to the policy by those who will implement and enforce the policy.

3. Efficiency.

   a. How well resources are used in achieving goals and implementing policy.

b. System of incentives to encourage implementation and compliance.

c. Uses logical and easy to understand language.

4. Consistency.

a. Degree of alignment with broader goals and strategies of government with constitutional legislative and regulatory systems.

b. Identification of the bureaucracy responsible for policy implementation and enforcement.

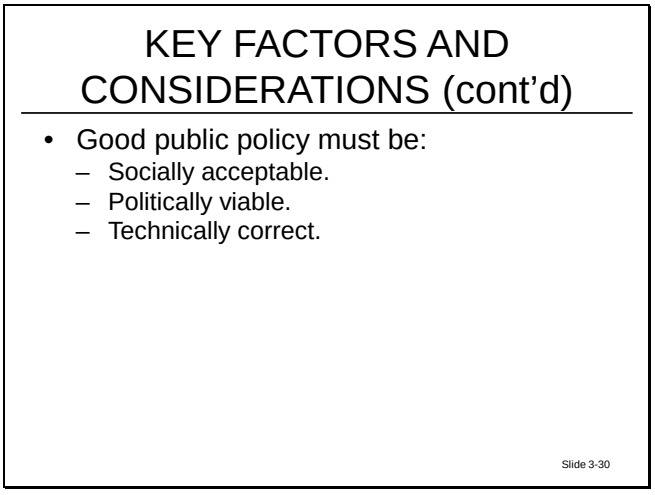
5. Fairness and equity.

Degree to which the policy increases equity of all members and sectors of society.

6. Reflective.

a. Of other values of society and/or the community such as freedom, security, diversity, choice and privacy.

b. General support of the policy by the community.



B. The following is a simple framework by which to assess public policy. Good public policy must be:

1. Socially acceptable.

a. Citizens and interest groups feel that the policy reflects their important values (example — fairness and equity, consistency and justice).

b. Values are the foundation of public policy — values of individuals, groups and society as a whole.

c. The challenge of choosing and affirming some values and not others must be acknowledged and discussed openly in a democratic society.

2. Politically viable.

The policy needs to have sufficient scope, depth and consensus support that elected officials would be comfortable with.

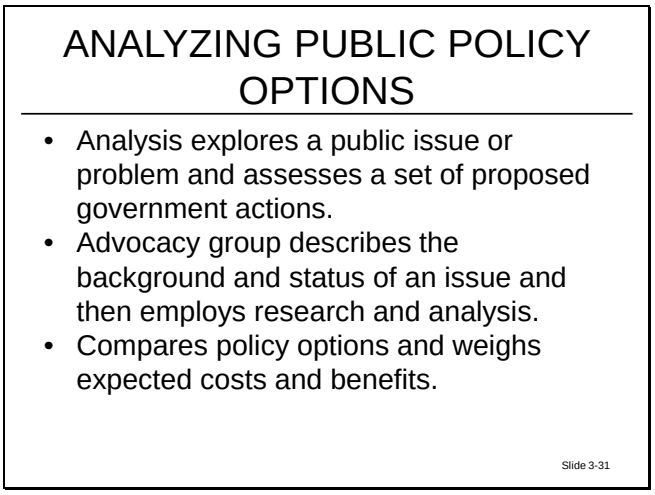
3. Technically correct.

The policy would meet any scientific or technical criteria that have been established to guide or support the decision.

4. Fiscally achievable.

Policy options are largely limited by the resources available for implementation and enforcement.

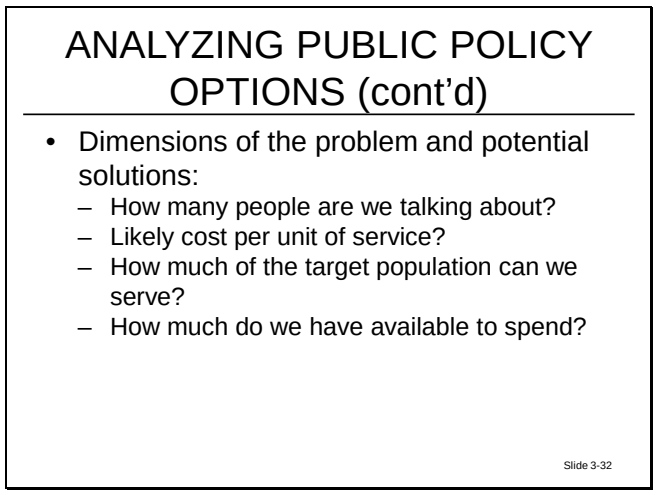
IV. ANALYZING PUBLIC POLICY OPTIONS



A. Public policy analysis explores a public issue or problem and assesses a set of proposed government actions for addressing the matter.

B. The policy advocacy group describes the background and status of an issue and then employs research and analysis to determine a viable government action for resolving the problem.

C. The analysis compares policy options and weighs expected costs and benefits.



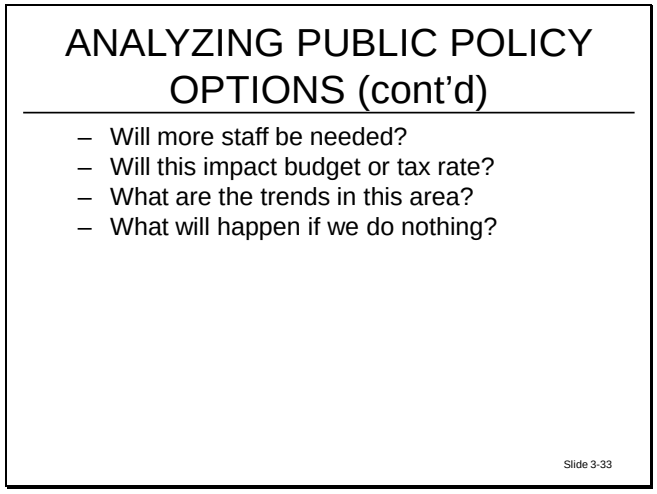
D. One of the first things to do is to try to get a handle on the possible dimensions of the problem and potential solutions. Questions that should be asked include:

1. How many people are we talking about?

2. What is the likely cost per unit of service?

3. How much of the target population can we serve?

4. How much do we have available to spend?



5. Will more staff be needed?

6. Will this impact the budget or tax rate?

7. What are the trends in this area?

8. What will happen if we do nothing?

Here is an example of the above methodology:

Try to estimate these parameters if half the children in the state are not receiving the required immunizations before beginning school.

a. Start with the number of children in the state up to age five.

b. Which immunizations are required?

c. How much does each one cost?

d. How many children could realistically be reached?

e. How much do we have available to spend?

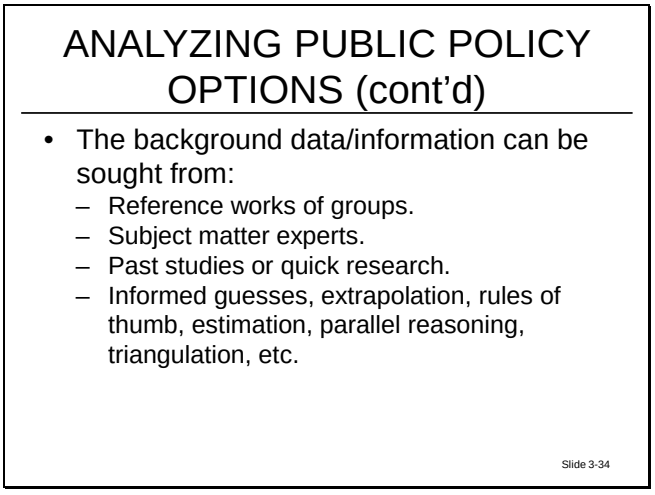
f. Could we get more from the federal government?

g. Will more state staff be needed, or can this be handled by the private/nonprofit sector?

h. Will this impact the budget/tax rate?

i. What are the trends in this area? Is the problem increasing or decreasing over time?

j. What will happen if we do nothing?



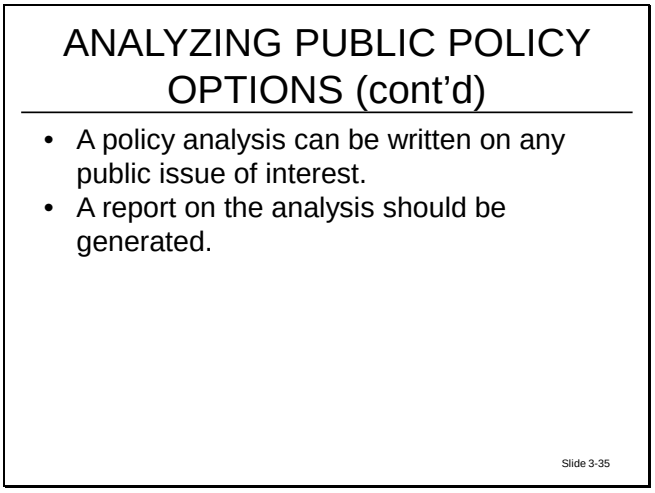
E. When conducting an analysis, the background data/information can be sought from:

1. Reference works of groups.

2. Subject matter experts.

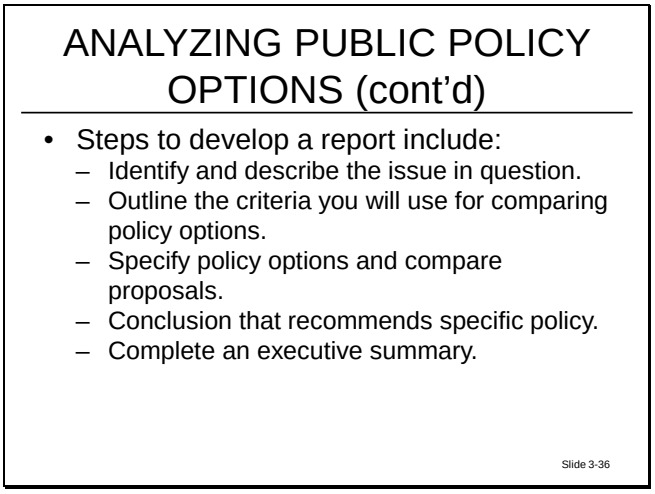
3. Past studies or quick research.

4. Informed guesses, extrapolation, rules of thumb, estimation, parallel reasoning, triangulation, etc.



F. A policy analysis can be written on any public issue of interest, from education and health care to pollution controls, counterterrorism measures, or risk reduction.

G. A report on the analysis should be generated to provide policymakers with information to guide their decisions on public problems.



H. Steps to developing a report include:

1. Step 1 — Identify and describe the issue in question.

a. Explain the significance of the issue and discuss its history, being sure to include previous policy actions, if any, taken to address the matter.

b. You also should make a case for government measures to address the issue by discussing the possible consequences of inaction.

2. Step 2 — Outline the criteria you will use for comparing policy options.

a. Criteria can include economic benefits, legality, enforcement options and efficiency.

b. Political viability must be considered.

c. Identify the major stakeholders, the individuals and interest groups most likely to be affected by policy measures to address the issue in question.

d. Assess who may be in favor of the various policy options and why.

e. Assess who may be in opposition of the various policy options and why.

3. Step 3 — Specify the policy options for addressing the issue in question, and then compare the proposals and describe the manner and extent to which each option meets the established criteria.

a. This section will form the main body of your policy analysis report.

b. Where applicable, use charts and graphs to compare and contrast policy alternatives.

c. Make sure your policy options consist of specific legislative or administrative measures, designed to target the issue in question, rather than broad, sweeping social, economic or political reforms.

d. In your analysis, consider both the immediate and long-term results of the policy options.

e. Many jurisdictions require a separate section on a fiscal impact analysis that considers the government impact and stakeholder impact.

4. Step 4 — Write a conclusion section that recommends a specific policy proposal from the range of alternatives considered in the analysis.

a. This section should describe why this option is the preferred approach, using facts and evidence from the analysis for support.

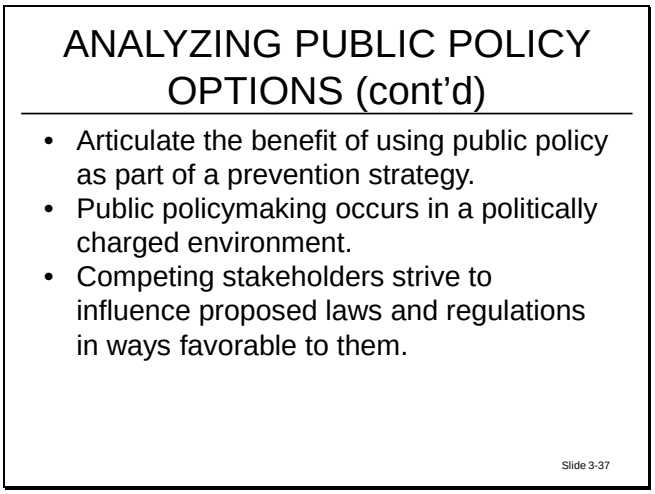
b. Include political considerations as well, identifying how the major stakeholders could be affected by this policy.

5. Step 5 — Complete an executive summary.

a. This should be a concise (100 to 300 words) overview of the issue that briefly covers all elements of the report.

b. It should highlight the recommended policy option.

c. Your executive summary should be clear and accessible to a wide audience, avoiding technical jargon and complex issue details.



I. Performing a policy analysis empowers a planning team with the ability to articulate the benefit of using public policy as part of a prevention strategy.

J. Public policymaking occurs in a politically charged environment.

K. Competing stakeholder groups strive to influence proposed laws and regulations in ways favorable to them.

An effective policy analysis will acknowledge that there are those who will support or benefit from the proposed policy as well as those likely to oppose or be negatively impacted by the new policy.

ACTIVITY 3.3

Selecting a Public Policy — Grady County Risk

Purpose

To select the most logical public policy solution to the Grady County risk.

Directions

Part 1

1. Your group will be assigned a breakout area.

2. Your group should make a recommendation on what you believe to be the best public policy option for the Grady County risk. You must be prepard to justify your response.

3. Consideration should be given to cost, legality, efficiency, fairness, public interest and political acceptability. Analysis should also include the effects the policy may have on different groups and any conflicts it could create among important values.

4. Careful consideration must be given to the policy being proposed. The policy proposal that is ultimately chosen by the class at large will be used in activities throughout the remainder of the course.

5. You will be allotted 60 minutes for small group discussion.

6. When the class is reconvened, your group will present and justify its policy proposal. You will be allotted 20 minutes for presentations.

Part 2

1. The class at large will collaborate, negotiate and decide which policy proposal they will endorse.

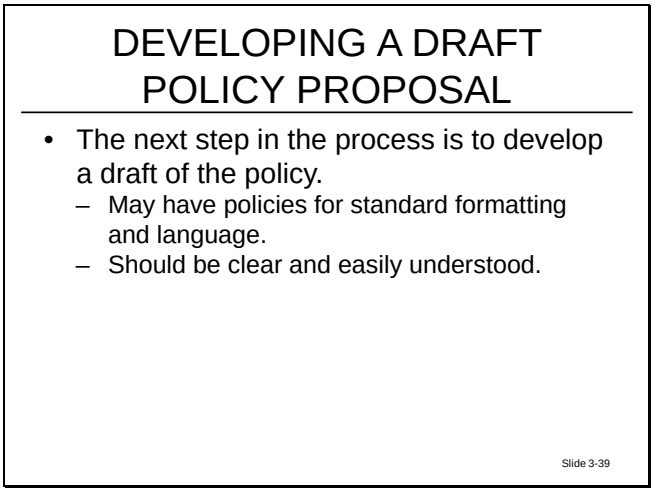
2. As part of this process, the group at large should identify alternatives to the policy and evaluate each one individually, according to the established criteria just presented in the lecture section.

3. Discussion should occur on both the advantages and disadvantages of each option. Alternative options can be combined into new ideas.

4. You will be allotted 60 minutes for this section.

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V. DEVELOPING A DRAFT POLICY PROPOSAL



A. The next step in the process is to develop a draft of the policy.

1. The government organization being asked to approve a policy may have ordinances outlining the process which include standard formatting and language. Legal counsel should be consulted to review the requirements and incorporate them in the proposal.

2. The proposal should be able to stand alone and stay on target without extraneous information — single issue where possible. Language should be clear and easily understood.



3. The draft should include:

a. Identification of why the policy exists, for example: It is unlawful to sell fireworks or pyrotechnic devices in **(said community).**

b. Establishment of the enforcement authority.

c. Establishment of the maximum penalty for violation.

d. Establishment of an effective date.

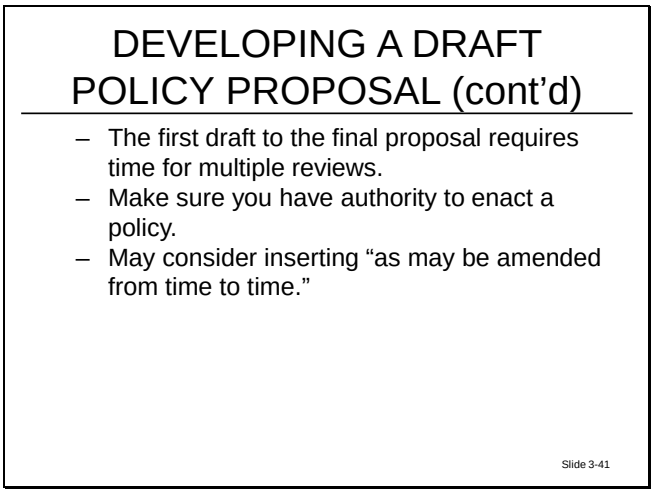
e. Establishment of a sunset date.

4. Terms and language that are specific to the issue and typically are not common will need a definition or explanation included in the body of the proposal.

   a. If the definitions and explanations are specific to the proposal, they should be included in the document. They may need or require a definitions section.

   b. Existing community laws may already establish broadly applied definitions.

5. Be careful that language borrowed from other ordinances does not include terms not defined in your proposal.



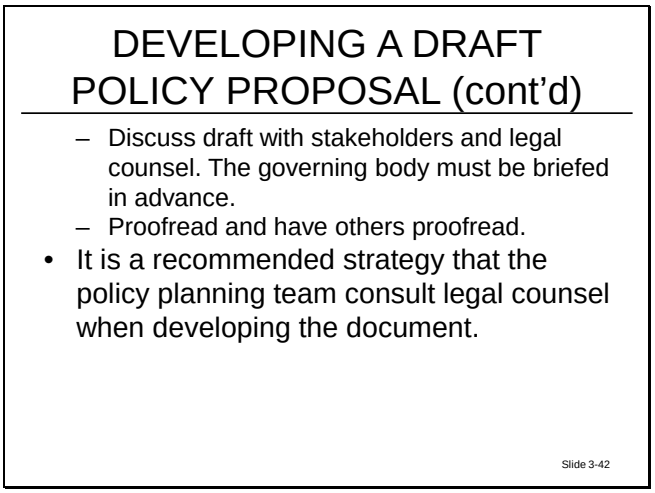
6. The steps involved from the first draft to the final proposal require time for multiple reviews.

   a. Create a schedule that includes several opportunities for review and pace the process.

   b. If the document appears rough and that it was rushed, credibility for the proposed policy may be impacted.

7. Make sure you have the authority to enact a policy. Is there a county or state law that conflicts with the proposed policy?

8. Other laws and rules can be adopted by reference, but there is always a concern that future amendments to those may or may not be adopted. You may consider inserting the phrase "as may be amended from time to time."



9. Discuss the draft with the stakeholders at council work sessions and with other involved legal counsel. Make sure the governing body approving the proposal has been **briefed in advance** and has had a chance to provide feedback.

   a. Take time (weeks or months) to do this.

   b. Spoon feed elected officials.

   c. Lots of competing demands.

10. Proofread the document, and have someone else proofread in addition to legal counsel.

B. It is a recommended strategy that the policy planning team consult legal counsel when developing the document.

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ACTIVITY 3.4

Drafting a Public Policy — Grady County Risk

Purpose

To develop a draft version of a public policy proposal for the Grady County risk.

Directions

1. There are two options for processing this activity, depending on the scope of the public policy proposed by the class at large.

    a. Option 1 — The class at large develops the draft under the leadership of a student or instructor.

    b. Option 2 — Sections of the policy are assigned to small groups for development.

2. The instructor will choose which option to use.

3. However the activity is processed, the goal is to develop a draft document that can be used in class **and** as an example for future reference.

4. You will be allotted 60 minutes for this activity.

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VI. CULTIVATE PUBLIC SUPPORT FOR THE POLICY

CULTIVATE PUBLIC SUPPORT FOR THE POLICY

- Next step is to cultivate public support.
- The process may sound simple.
- Depending upon what people know (or don't know) about the risk issue, there are several steps.

Slide 3-44

A. Support for the policy starts early in the process.

B. Once a draft of the policy has been agreed upon, the next formal step is to continue cultivating public support.

C. While the process may sound simple, getting issues into the minds of the public, officials and policymakers is not a simple matter.

D. Depending upon what people know (or don't know) about the risk issue, there are several steps to go through, and each takes time.

CULTIVATE PUBLIC SUPPORT FOR THE POLICY (cont'd)

- Steps in the process:
  - Educate people about existence of issue.
    - -- Citizens and officials may not be aware of risk.
    - -- Raise public consciousness about the risk.
    - -- It's a competition for a limited resource, attention.

Slide 3-45

E. Steps in the process include:

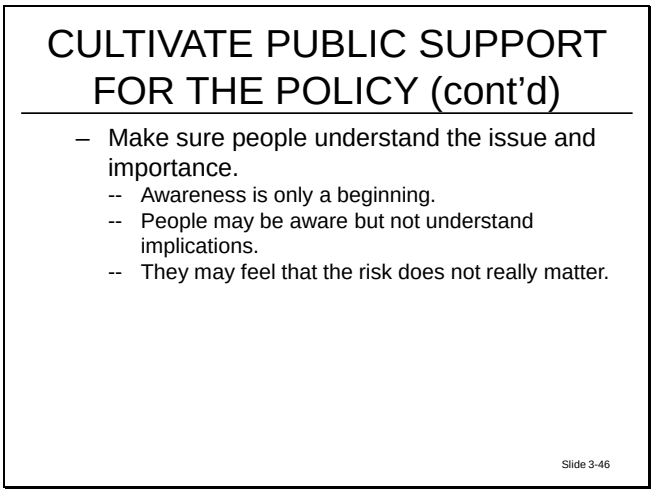
1. Educate people about the existence of this issue.

a. More often than not, citizens and officials either don't know that the issue exists or are convinced that it couldn't possibly exist in their community.

b. The first step in building an agenda for action is to raise public consciousness about the risk.

c. Agenda-setting is essentially a competition for a limited resource, attention.

- Proponents of specific issues are constantly competing to gain the attention of the media, public and policymakers.



2. Make sure people understand the issue and its general importance.

a. Awareness of an issue is only the beginning.

b. People may know the risk exists but not understand its implications.

c. What does it mean to them? Make it personal.

d. They may feel the risk does not really matter, that it only affects a few people or places far aware, or that there is no proof of its effects.

CULTIVATE PUBLIC SUPPORT FOR THE POLICY (cont'd)

- Generate real local concern.
  - -- Explain the issue clearly.
  - -- Who it affects; where; significance; etc.
  - -- If they have good information, they at least realize that the issue is serious.
  - -- When people realize their own link to the issue, they will see that it is serious and needs to be addressed locally.
  - -- Event generated public policy — difficulty is maintaining intensity in a media saturated environment.

Slide 3-47

3. Generate real local concern about the issue.

   a. Explain the issue clearly.

   b. People need to know whom it affects and how it works, where they are likely to run into it, and what its significance is.

   c. If they have good information, they at least realize that the issue is serious.

   d. It's when people realize their own link to the issue that they will begin to see it as something that's not only serious, but something that needs to be addressed locally.

   e. Event generated public policy — the difficulty is maintaining intensity in a media saturated environment.

CULTIVATE PUBLIC SUPPORT FOR THE POLICY (cont'd)

- Get issue on the local agenda.
  - -- Placing the issue in the form of a potential or actual policy statement is the ultimate goal.
  - -- There are less formal ways of getting on the local agenda that are equally important.
  - -- Community sees the issue is important, and responsibility is taken.

Slide 3-48

4. Get the issue on the local agenda.

a. Actually placing the issue on the local agenda means a number of things. Literally, placing the issue on the local agenda, in the form of a potential or actual policy statement, is the ultimate goal.

b. There are less formal ways of getting on the local agenda that are equally important, however, and are usually necessary to reach the point of proposing a formal policy.

Less formal ways include:

- Influencing public opinion.
  - -- Influencing public opinion is an essential factor in setting the local agenda.
  - -- Issues become items on the local agenda when they reach a certain level of public consciousness, and the community starts to consider them worthy of attention.
  - -- Tangible proof includes stories starting to run in the media. Speakers and programs are sponsored by mainstream organizations such as service clubs, churches and universities. Ordinary citizens talk about the issue in daily conversation.
  - -- Once it is clear that the public is concerned, politicians and other officials may take notice.
- Affecting unofficial policy.
  - -- At the local level, the policy that structures public affairs is often informal and depends on the assumptions, pressures, bias and influences that form the opinions of elected and appointed officials.
  - -- Tangible proof of this concept is that economic development may become a priority since the mayor's cousin is out of work.
  - -- Affecting this informal policy is a large part of getting an issue on the local agenda.
- Changing individual responsibility.
- Entitlement.

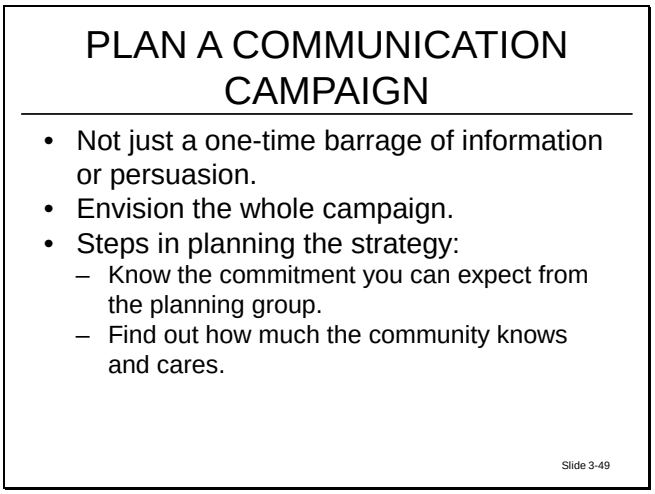
- Making it cool. How you reach younger generation (i.e., texting and driving).

c. A final aspect of getting an issue on the local agenda is getting it on the agendas of most individual community members.

- A recycling program won't work unless most householders are committed to it either out of belief in the need for a cleaner environment, or it saves them money.

d. Getting an issue on the local agenda means helping the community reach the point where it sees the issue as important enough to deal with, and it makes sure that a sense of responsibility for the issue is assumed by the public at large, elected and appointed officials, and each individual citizen.

VII. PLAN A COMMUNICATION CAMPAIGN



A. A communication campaign is **not** just a one-time barrage of information or persuasion.

B. Envision the whole campaign, not just the beginning.

C. Basic steps in planning a communication campaign include:

1. Be aware of the level of commitment you can expect from the planning group.

a. They're probably not ready to chain themselves to city hall to call attention to the issue, at least not yet.

b. They are more likely to approve letters to the editor or stories in the media.

2. Find out how much the community already knows and cares about the issue.

   a. Are community members aware of the issue?

   b. Are community leaders aware of the issue?

   c. Do they care about the issue?

   d. Are they willing to do something about it?

   e. Are they already doing something about it?

   f. The answers to these questions will help you start educating at a point where community members are, rather than telling them something they already know or asking them to act on a problem they've never considered before.



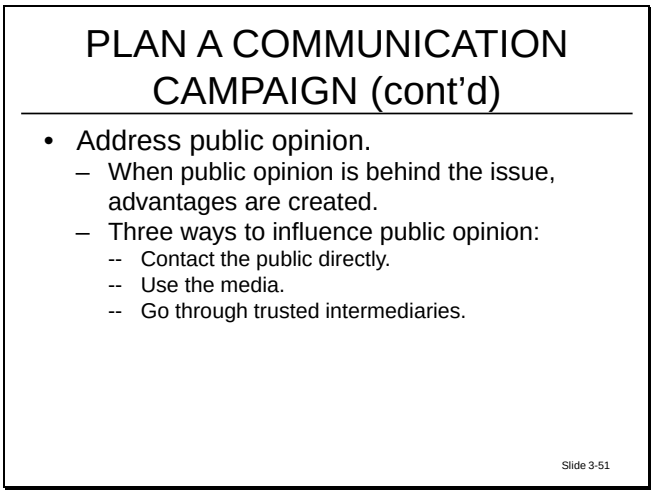
3. Plan a campaign that focuses on where the community is now and the next steps as well.

   If you are starting by trying to make citizens aware that the issue exists, for example, you should already be planning how you'll convince them that it's important.

4. Find "hooks" to pull people into the issue.

These may have to do with their own connect to the issue. They have local statistics, testimony from community members, or with particular aspects, risks and protective factors, etc., that speak to their values and concerns. An example is that parents may not be willing to quit smoking for themselves but will do so to protect their children from the effects of secondhand smoke.

5. Testimonials of persons the target audience can relate to carry a lot of weight. Makes the problem personal.



D. Address public opinion.

1. Once the weight of public opinion is behind your issue, you'll have a number of advantages.

   Community support will be built for what you want to do; the media will take notice and further reinforce that support; and policymakers and funders will be more likely to formally consider the issue and provide you with resources.

2. There are several ways to influence public opinion.

   a. Contact the public directly. Include efforts of public education, presentations, community forums and meetings, posters/fliers, websites — anything that goes directly from your organization or initiative to the community.

   b. Use the media. They can be incredibly helpful in educating the community about the issue itself and what your organization or initiative is all about. Publishing statistics and editorials, covering human-interest and other relevant stories, and presenting entertainment that deals with the topic can influence people. Local newspapers, radio and TV can raise consciousness and form or change attitudes about your issue and effort.

c. Go through trusted intermediaries.

- Clergy, widely respected community leaders, local sports figures, and average citizens who are trusted in the community can help you influence the public's opinion.

- If you can educate the intermediaries and get them on your side, or better yet, if they are already familiar with the issue and agree it's important, you'll have a much better "in" to the community and your message will be taken more seriously.

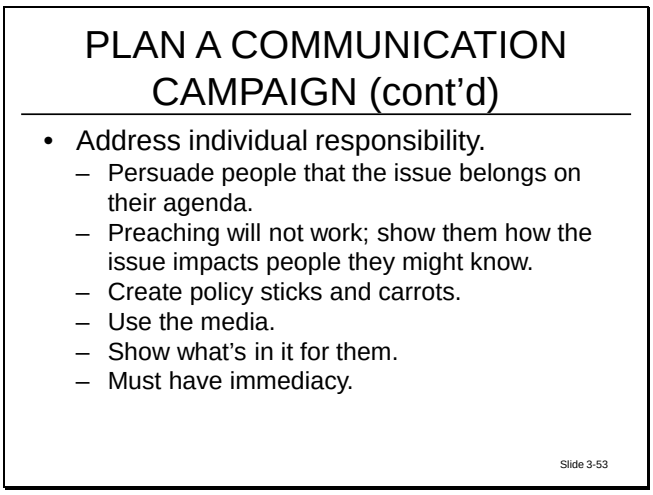


E. Address unofficial policy.

1. Try to find out why those who set or influence policy believe and act as they do.

2. Approach them with individual stories of the effects of the issue on local people told by these people themselves, where possible.

3. If possible, have conversations with them to discover what their main concerns and preoccupations are. These may tell you how to frame the issue so they'll put it on their agenda or who can present it so they'll listen.



F. Address individual responsibility.

1. Once people understand the issue and its importance, you have to persuade them that it belongs on their personal agenda.

2. It's a fairly good bet that preaching to them won't work; however, showing them that the issue affects people they know — or could affect them — might.

   Let them know that activities such as volunteering, writing letters to the editor or to policymakers, talking to friends, and speaking out at public meetings are some ways that people can be effective and become personally invested in dealing with the issue.

3. Create policy sticks and carrots.

   Increases in cigarette taxes, a ban on smoking in restaurants and other public places, and reduced insurance rates for nonsmokers are all ways to urge people to take individual responsibility for quitting.

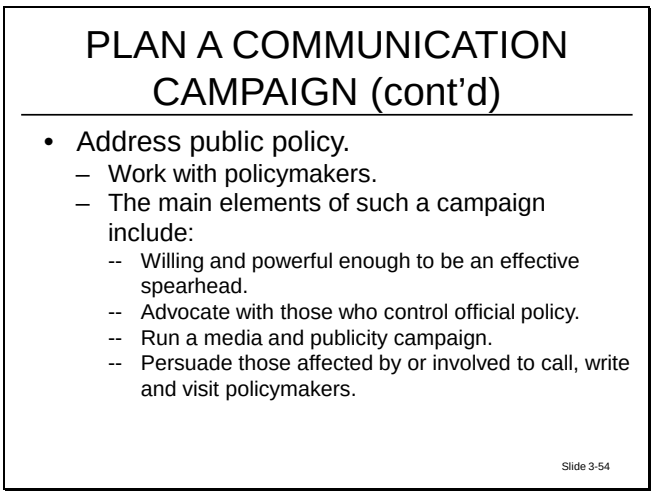
4. Use the media.

   The clout of anti-smoking campaigns on TV is only one indication of how powerful and convincing the media can be.

5. Show people there's something in it for them.

   Quitting smoking can improve personal health, save the person money, and create a healthier home environment.

6. This must have immediacy. Delayed benefit may not be internalized.



G. Address public policy.

1. To change official policy, and to get your issue permanently on the local agenda, you need to mount an advocacy effort and work with local policymakers.

2. The main elements of such a campaign include:

   a. Find a champion among policymakers or public officials who is both willing and powerful enough to be an effective spearhead for your issue.

   b. Advocate with those who control official policy.

   c. To the extent possible, run a media and publicity campaign to get the public opinion behind you. This does not have to be a multimillion dollar effort. It can be accomplished with a series of press releases and conferences, public demonstrations, letters to the editor, and other free (or nearly free) publicity opportunities.

   d. Persuade those affected by or involved in the issue to call, write and visit the appropriate policymakers with a coherent and consistent message.

VIII. REFINE THE DRAFT POLICY PROPOSAL

REFINE THE DRAFT POLICY PROPOSAL

- Multistep process that progresses through a distinct series of stages.
- Building an agenda for a proposed policy takes time, effort and resources.

Slide 3-55

A. Developing public policy is a multistep process that progresses through a distinct series of stages.

B. Building an agenda for a proposed policy takes time, effort and resources.

1. Agenda-building involves getting the public's attention about an issue and creating a sense of urgency for action.

2. A component of agenda-building involves listening to what stakeholders and the public at large have to say about the policy in its draft form.

REFINE THE DRAFT POLICY PROPOSAL (cont'd)

- Public opinion is essential when refining a policy proposal.
  - Methods for gathering public opinion:
    - -- Face-to-face communication.
    - -- Surveys.
    - -- Media forums.

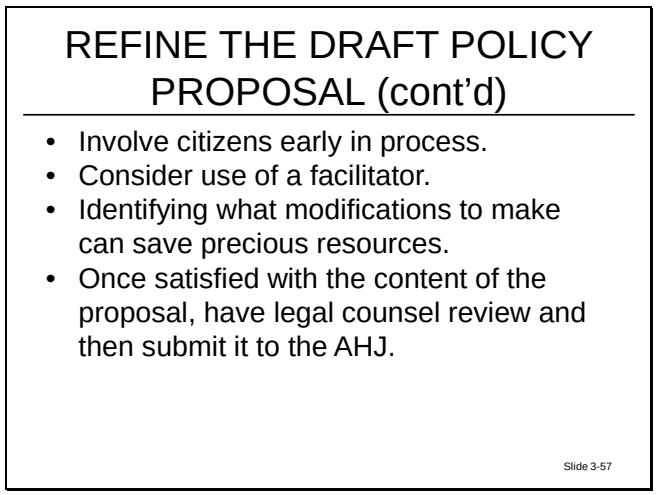
Slide 3-56

C. Gathering public opinion about a draft policy can be accomplished through the following mediums:

1. Face-to-face communication with stakeholders and the public.

2. Surveys.

3. Media forums such as letters to the editor, radio call-in shows, blogs and other online opportunities.



D. Involve citizens in the early stages of the policy development process. Small group processes work well for the truly involved interested citizens. Make sure there is plenty of opportunity for people to get answers to questions; this usually does not happen at a formal public hearing.

E. Consider using a trained facilitator to facilitate a discussion on issues. A good public process can be time consuming and expensive. However, these processes increase the potential to arrive at solutions with strong support in the community.

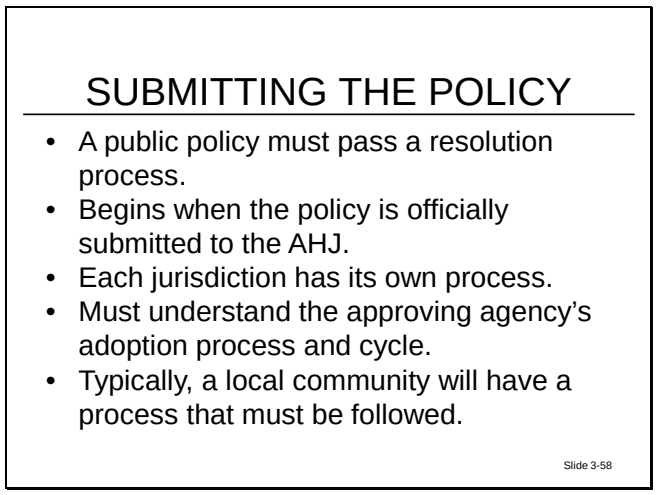
F. Evaluating public opinion of a policy while it is in its draft stage allows for potential modifications **before** it is officially submitted and the resolution process begins.

Taking time to include this important step can save vital resources.

G. Once the development team is satisfied with the content of the proposal, have legal counsel review and then submit it to the AHJ.

H. Legal counsel should be involved in the stakeholder group. Nothing will kill the policy of the stakeholder committee faster than having counsel chop up the proposal and say it cannot be done. This review should be for format and language.

IX. SUBMITTING THE POLICY



A. Prior to being officially adopted, a public policy must pass a resolution process.

B. This process begins when the policy is officially submitted to the AHJ.

C. While each jurisdiction has its own process, most involve submitting the proposed policy to a person with official authority, such as a city clerk.

D. Those proposing a policy must understand the agency's adoption process and cycle.

E. Typically, a local community will have a process that must be followed. Here is an example:

1. The fire department has finalized a policy they want to present to the town council for adoption.

2. They have included in their submittal a copy of the finalized policy, an ordinance adopting the policy, and a memo summarizing the issue, research, and recommendation to adopt the policy.

3. The council meets on a Thursday, and the completed council packets are delivered to the council members the previous Friday.

4. Town staff has a deadline of two days prior to that Friday for items to be included in the council packet.

5. There are also requirements for posting a notice for a public meeting. This protocol may vary depending on jurisdiction.

SUBMITTING THE POLICY (cont'd)

- May take months to get to the local board's formal hearing agenda.
- Often reviewed by council at work sessions.
- May be reviewed by citizen's advisory groups.
- Important to conduct a thoughtful public process in advance of any public hearing.

Slide 3-59

F. New ordinances, ordinance amendments and other substantive items may take months to get to the local board's formal hearing agenda.

G. These items are often reviewed by the local council or board of commissioners in several work sessions.

H. Sometimes, proposed ordinances or amendments are also reviewed by citizen's advisory groups, ad hoc citizen work groups, or other parties who have expressed an interest in the subject area.

I. On certain legislative issues, it can be important to conduct a thoughtful public process in advance of any public hearing.

SUBMITTING THE POLICY (cont'd)

- Hearings often occur late in the process.
- Council or board chambers are formal and can be intimidating.
- The format of hearings often leaves little, if any, room for reasonable discussion, give or take, or response to prior testimony.

Slide 3-60

J. Hearings often occur late in the process and may leave citizens with the impression that local officials do not want to hear their ideas.

K. Council or board chambers are formal and can be intimidating to citizens who are not accustomed to public speaking.

L. The format of hearings often leaves little, if any, room for reasonable discussion, give or take, or response to prior testimony.

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GRADED ACTIVITY 3.5

Public Policy Considerations — Home Community Risk

Purpose

To develop a draft proposal of a public policy for your home community risk.

Directions

1. The goal of the activity is for you to identify your policy community, propose members for a planning team, and develop an outline of a proposed policy.

2. You are encouraged to collaborate with peers who have the same or similar risk issues as you process the activity.

3. The following information should be included:

    a. Identify stakeholders you would recruit and why you would recruit them to serve on a policy planning team.

    b. Describe the role, impact and agendas of key stakeholders that would comprise the policy.

    c. Create a draft proposal of a policy for your local risk. Use official verbiage like what is presented in the examples located in the appendix.

4. This activity should be word processed.

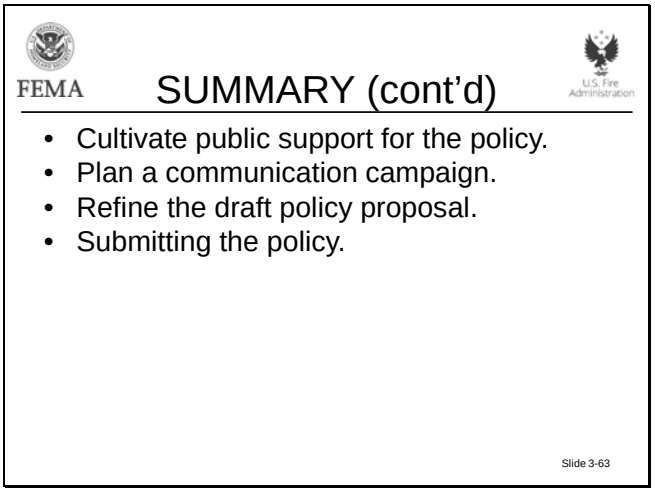
5. Refer to your Student Scoring Dimension Guide for this activity so you know how the activity will be graded.

6. Attach your assignment to the Student Scoring Dimension Guide and turn into your instructors for grading by Thursday morning.

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X. SUMMARY


FEMA
SUMMARY
U.S. Fire Administration
• Policy development — the impact of stakeholders.
• Selecting the policy planning group.
• Key factors and considerations in public policy development.
• Analyzing public policy options.
• Developing a draft policy proposal.
Slide 3-62


FEMA
SUMMARY (cont'd)
U.S. Fire Administration
• Cultivate public support for the policy.
• Plan a communication campaign.
• Refine the draft policy proposal.
• Submitting the policy.
Slide 3-63

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APPENDIX A

SAMPLE PUBLIC POLICY TEMPLATE FOR A FIREWORKS ORDINANCE

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Sample "Public Policy" Template for a Fireworks Ordinance

(Review with legal advisor to determine the most appropriate form the policy shall take)

WHEREAS, according to national studies, 27 percent of fireworks and pyrotechnic related fires occur near two major holidays, and

WHEREAS, one of the most effective ways to reduce such fires is to prevent the sale of fireworks within the county, and

NOW, THEREFORE,
Be It Enacted by the Council of Grady County-Livingston USA: *(justifies the need for the change to the electorate)*
Section 980.112, Grady County Ordinance, is amended to read:
980.112 Fireworks Sales —
(1) It shall be unlawful to offer for sale any firework or pyrotechnic device as defined in s. xxxxx to the public. *(prohibition)*
(2) The sheriff of Grady County shall have sole authority to enforce this law and all laws related to the sale of fireworks or pyrotechnics. *(enforcement authority)*
(3) Anyone found in violation of this law shall be subject to a fine not to exceed $1000 and imprisonment for up to 1 year in the county jail. *(penalty)*
(4) This act shall take effect July 1, 20XX. *(effective date)*

Note: The term *Whereas* denotes statements of fact. The facts will support the "Why" the need for a change to the electorate. These are usually removed when placed in the Code of Ordinances.

(1) Establishes that it is unlawful to sale fireworks or pyrotechnic devices which are defined in another section of the law. This answers the question "What is a firework or pyrotechnic device?"
(2) Establishes that the Sheriff is the sole enforcement authority. This could most likely conflict with state law as certain state law enforcement officers have authority to enforce any law (state and local) within the state. This is why a legal review is required early for form and content of the draft.
(3) Establishes the maximum penalty.
(4) Establishes an effective date.

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APPENDIX B

WELLTOWN RETROFIT SPRINKLER ORDINANCE

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COUNCIL BILL NO. 2004 - 286

AN ORDINANCE

AMENDING CHAPTER 13 OF THE WELLTOWN MUNICIPAL CODE, 1985, AS AMENDED, BY THE ADDITION OF ARTICLE VI (Fire Prevention and Protection and Hazardous Materials — Retrofit Fire Sprinkler Requirements in Existing Buildings)

BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF WELLTOWN, U.S.A., as follows:

Section 1. That Chapter 13 of the Welltown Municipal Code, 1985, as amended, entitled "Fire Prevention and Protection and Hazardous Materials" is hereby amended to add Article VI, entitled "Retrofit Fire Sprinkler Requirements in Existing Buildings," which shall read as shown in Exhibit "A," attached hereto and incorporated by reference herein.

Section 2. That this ordinance shall be effective 10 days after passage, and publication as provided by law.

Section 3. That the City Clerk is hereby directed to publish this ordinance so that its effective date is Nov. 16, 2004.

COUNCIL BILL NO. 2004 - 286

PASSED:

APPROVED: _____
Mayor

ATTEST: _____
City Clerk

APPROVED AS TO FORM:

_____
City Attorney

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REPORT TO CITY COUNCIL

FROM: **Steven C. Carter, City Manager**

DATE: **Nov. 2, 2004**

SUBJECT: **EXPLANATION OF COUNCIL BILL NO. 2004-286**

A. Introduction: The purpose of this Council Bill is to adopt the Municipal Code amendment to Chapter 13 which would require the installation of automatic fire sprinkler systems in some existing buildings. This retrofit sprinkler ordinance includes language providing a five year timeframe for existing dormitories (which include most fraternities and sororities), nursing homes and high-rise buildings to install sprinkler systems.

B. Recommended Action: The Administration recommends approval of this Council Bill requiring the installation of automatic sprinklers.

C. Previous Council Action: The issue of retrofit sprinkler requirements was brought to Council on Sept. 14, 2004. Staff recommended a Municipal Code amendment requiring retrofit sprinkler systems in some existing buildings. Following the discussion, Council directed staff to return for formal adoption of the recommended code changes.

D. Background:

1. 2000 International Fire Code Adoption. Fire Department staff and the Code Review Committee completed a review of the 2000 International Fire Code in September 2002. Council formally adopted the 2000 IFC in March, 2003. At that time Council was advised that staff and the Code Review Committee had engaged in rather extensive discussions regarding a staff recommendation to adopt a retrofit sprinkler ordinance. It was felt by both staff and the Code Review Committee that this required additional research and public input. In order to avoid a delay of the Fire Prevention Code adoption, the retrofit sprinkler issue was brought before Council at a later date as a separate item.

The 2000 International Building Code was adopted by Council in October 2002. The Building Code outlines requirements for all new construction within the City. It is important to point out that all of the uses recommended in this retrofit provision, if constructed under the 2000 IBC, would be required to install automatic sprinkler systems. Additionally, the State Legislature recently passed fire sprinkler regulations in state owned dormitories. A copy of the press release is attached as Attachment B.

2. Need for Retrofit Sprinkler Requirements. Local governments across the nation, including many with colleges and universities in their jurisdictions, are implementing retrofit sprinkler ordinances. With an estimated 1,700 fires hitting U.S. college campuses annually, the Federal Emergency Management Agency, through the U.S. Fire Administration and the College Parents

of America, are urging every college community to take time to focus on fire safety. Over 90 percent of the reported fires in college dormitories, classroom buildings, fraternities and sororities occurred where smoke alarms were present, but only 27 percent had sprinklers present. Fire Sprinkler Facts produced by the National Fire Sprinkler Association provides general information about sprinkler systems and is attached as Attachment C.

There are 56 structures within the City of Welltown on the current UI Certified Housing list. Of those, 15 are already fully sprinklered, 12 have partial sprinkler systems and 29 remain without sprinkler protection. Local sprinkler contractors have given more than a dozen bids to Welltown's fraternities and sororities in recent months.

3. Proposal to Cover Nursing Homes and High-Rise Buildings. In addition to dormitories, staff proposed that nursing homes, buildings with more than 16 dwelling units who have occupants with impractical evacuation capabilities, and high-rise buildings be included in the retrofit provision. A National Fire Sprinkler Association publication regarding fire safety in high rise buildings is attached as Attachment C. The National Fire Protection Association Life Safety Code includes a rather lengthy definition of impractical evacuation capability. Essentially, this describes a situation in which individuals that, because of either physical and/or mental impairments, would be unable to react in a manner to ensure their safety during a fire situation. The proposal would bring requirements for retrofitting sprinklers in nursing homes like those adopted in 1976 by the State of _____. All of the nursing homes within the City with only one exception are currently fully sprinklered. Care Center of Welltown on South Avenue is in the process of obtaining quotes to retrofit the facility.

Buildings with more than 16 dwelling units of occupants who have impractical evacuation capabilities would also need to install sprinkler protection. Staff has identified and anticipates a trend toward buildings housing an aging population who require assistance to evacuate in a timely fashion. Although these buildings might remain within the code definition of "apartment building," the fact that occupants cannot self-evacuate puts them at risk. A "protect in place" strategy utilizing sprinkler protection is the safest way for lives to be protected. This is the same philosophy used by model building and fire codes regarding nursing homes and hospitals. Round Manor is the primary occupancy within the City meeting these criteria.

Since 1985, the Life Safety Code (NFPA 101), currently the standard used by the State of _____, has required retrofit installations of sprinkler systems in buildings over 75 feet in height. The problems high-rise buildings pose for life safety, firefighting and fire protection in general include: evacuation times are greater (so people need more time to get out of a building); and occupant's ability (including those with disabilities) to evacuate vary greatly, so they need to be protected in place for as long as possible for rescue. Also, since there are added fuel loads, air and time for a fire to promulgate, high-rise fires intensify at an extremely rapid rate. The tragedy at the Chance County office building is an unfortunate example of a recent high-rise disaster. High Towers is the only high-rise in the City of Welltown that is not fully compliant. It currently has a partial sprinkler system and the owners are looking into the costs associated with providing sprinklers throughout.

4. Implementation and Enforcement Plan. The retrofit sprinkler ordinance includes language giving a reasonable time frame for existing dormitories (which includes most fraternities and sororities), nursing homes and high-rise buildings to come into compliance. Staff sought input from the Code Review Committee, fire sprinkler contractors and university housing officials to help determine that a five-year period appears to be a reasonable time frame.

Following formal adoption by Council, staff will notify all of the properties affected by the retrofit sprinkler ordinance and will provide educational opportunities about the new requirements. Staff will then meet with representatives from each of the properties and outline specific implementation strategies. The focus will be to ensure that all properties are compliant with the new regulations prior to the end of the five year time frame. Should staff encounter a lack of cooperation and compliance with the new regulations, the specific problem properties will ultimately be turned over to the Legal Department for follow-up action.

5. Adoption by Other Communities. Over the years, a number of cities and states have made significant efforts to upgrade fire protection in existing buildings through the mandatory retrofit of automatic sprinkler systems. Communities that have adopted retrofit sprinkler ordinances that apply to existing dormitories and high-rise buildings include: Buffalo Grove, Chicago, Hazel Crest, Lombard, Long Grove, Mount Prospect, Oak Brook, and Tinley Park. Several other communities have additional requirements for sprinkler installation in new one- and two-family dwellings. Those communities are: Barrington, Buffalo Grove, Clarendon Hills, Deerfield-Bannockburn, Hazel Crest, Highland Park, Hoffman Estates, Lombard, Long Grove, Mount Prospect, Oak Park, Park Ridge, Tinley Park, Wheeling and Wood Dale.

E. Alternatives:

1. Approve this Council Bill adopting a Retrofit Sprinkler Ordinance in the Municipal Code.

2. Do not approve this Council Bill and provide staff with direction on how to proceed.

F. Discussion of Alternatives:

Alternative 1 would approve the language and applicability of the proposed municipal code amendment. Staff will begin to notify occupancies covered by the ordinance that retrofit requirements must be met within five years.

a. Advantages

- Would add superior safety in buildings which house members of our community who need assistance and are at greater risk than the average population. There has never been a multiple fatality in a fully sprinklered building in the United States from fire.
- Would bring some buildings into compliance with the standard used by the State Of _____ (NFPA 101, Life Safety Code).
- Would protect Certified Housing units on the University of Welltown campus, many of which are listed on the National Register of Historic Buildings.
- A five year time frame would allow those affected by the requirement time to get competitive estimates from local contractors. Implementation schedules could also be worked out around the university calendar.
- Local sprinkler contractors would be able to keep up with the increased demand on their services.
- Brings the City of Welltown in line with similar communities.
- Privately "certified" dormitories would be treated as state-owned dormitories due to the recent passage of a statewide sprinkler retrofit requirement signed by the Governor.
- Meets the general consensus of the Code Review Committee, University of Welltown Certified Housing officials, the Vice-Chancellor's office as well as other university administrators.
- Places local Certified Housing units higher on the priority list of their National Corporate Boards in order to meet a mandated local requirement for certification.

b. Disadvantages

- May be a financial burden on some building owners.
- Increases the workload in the Building Safety Division who would review sprinkler plans, issued related permits and make on-site inspections during the installation process.
- Increases the workload of a Property Maintenance Inspector on their annual inspection of Certified Housing units at the University of Welltown.
- Creates a new program to manage by the Fire Prevention Division.

Alternative 2 would not approve this Council Bill as proposed. If this alternative is selected, staff would seek additional direction from Council on how to proceed.

a. Advantages

- Would not require the financial commitment of the owners to make these installations.
- Would avoid an increase in workload in the Building Safety Division as well as for a Property Maintenance Inspector as they inspect Certified Housing units.

b. Disadvantages

- Would not provide the level of safety in dorms, nursing homes and high-rises that are equipped with sprinkler systems.

G. Community Input: Community input has been sought from the Code Review Committee, University of Welltown Certified Housing officials, the Vice-Chancellor's office as well as other University administrators. Fire department staff also met Certified Housing managers at a mandatory meeting of the University of Welltown Dean's Office.

The Fire Department, in an effort to provide plenty of educational materials to housing administrators, hosted "Fire Sprinkler Expo" on Oct. 25, 2002 at the University of Welltown Fire Service Institute. Personal invitations were extended to Council members along with Urbana city officials, University of Welltown administrators and national corporate presidents and advisors to fraternities and sororities from the university. The purpose of "Fire Sprinkler Expo" was to provide a vivid educational opportunity regarding sprinkler benefits and to dispel erroneous notions of sprinkler activations as seen in the media (most of which were designed to entertain, not to educate). The Fire Department also produced a five-minute summary of the expo into a video entitled "Best Line of Defense." It has been shown on the City's Channel 5 as well as at various housing fairs and trade shows during the past year.

Following semiannual presentations at the university's mandatory Housing Orientation Meeting, house presidents viewed and were given "Get Out and Stay Alive" fire safety training kits for their respective Greek houses on campus. A joint letter signed by Welltown and Urbana's fire chiefs along with the Director of Greek Affairs from the University of Welltown accompanied videotaped and written information regarding retrofit sprinkler systems. These packages were delivered to national corporate presidents of each certified housing unit on campus.

Meetings with the Chamber of Commerce, the Central Apartment Association and with representatives from the local insurance and real estate industries have also been held to discuss this proposal.

In general, feedback was positive in terms of the recognition and importance of installing sprinkler systems. People truly understand the benefits. The concerns about the ordinance relate primarily to the costs of retrofitting. Fire Department staff contacted a major sprinkler contractor and inquired about the cost of retrofitting. Prices range rather dramatically based on a number of factors, i.e., type of construction, water availability, whether or not the property has an attic and/or basement, etc. Staff was advised that retrofitting would run between $3.45 and $7.00 per square foot. Staff was also asked if there was any City financial assistance available. Staff advised that there is currently no funding available to assist with retrofitting.

H. Budget Impact: There will minimal fiscal impact to the department's budget as a result of this proposed sprinkler requirement. Staff anticipates that there will be some minor printing, copying and postage costs related to the implementation phase. This will be funded within the current budget.

I. Staffing Impact: Fire personnel's staffing impact will consist of coordination with Building Safety, Neighborhood Services and the University of Welltown Certified Housing Division as compliance with the retrofit ordinance is made. Legal, Neighborhood Safety and Building Safety staff time will be required, principally for enforcement follow-up. These time commitments will not require any additional staff.

Prepared by:	Reviewed by:
Jane Mace	John Tible
Fire Inspector	Fire Chief

Attachment A: Municipal Code Chapter 13 Amendment
Attachment B: Press Release
Attachment C: Fire Sprinkler Facts

EXHIBIT A

Article VI. Retrofit Fire Sprinkler Requirements in Existing Buildings.

Section 13-120. Definitions.

The following terms as used in this article shall have the meaning respectively ascribed to them in this section.

Automatic fire-extinguishing system is an approved system of devices and equipment which automatically detects a fire and discharges an approved fire-extinguishing agent onto or in the area of a fire.

Fire Chief means the Fire Chief of the Welltown City Fire Department or said Fire Chief's designee.

High-Rise buildings shall mean buildings having occupied floors located more than 75 feet above the lowest level of fire department vehicle access.

Impaired evacuation capability, for the purposes of this article, shall mean an occupant that cannot reliably evacuate a building in a timely manner because of that occupant's physical and/or mental limitations or disabilities. The Fire Chief, or his/her designee, shall have the authority to determine whether a person is an occupant with an impaired evacuation capability as defined herein, and to conduct a timed evacuation drill to determine the extent to which an apartment building may contain occupants with impaired evacuation capabilities as defined herein.

Institutional Group "I" occupancy includes among others, the use of a building or structure, or a portion thereof, in which people having physical limitations because of health or age are harbored for medical treatment or other care or treatment, or in which people are detained for penal or correctional purposes or in which the liberty of occupants is restricted.

Residential Group "R-2" apartment occupancies (also referred to as apartment buildings) are those buildings containing more than two dwelling units where the occupants are primarily permanent in nature.

Residential Group "R-2" Dormitory (also referred to as dormitory) is a building or a space in a building in which group sleeping accommodations are provided for more than 16 persons who are not members of the same family in one room or a series of closely associated rooms under joint occupancy and single management, with or without meals, but without individual cooking facilities. *(Examples of dormitories are college dormitories, fraternity and sorority houses, and military barracks).*

Section 13-121. Existing High-Rise Buildings.

Existing high-rise buildings shall be protected throughout by an approved, automatic fire-extinguishing system in accordance with this Article.

Section 13-122. Existing Institutional Group "I" Occupancy Buildings.

Existing Institutional Group I Occupancies shall be equipped with an approved automatic fire-extinguishing system in accordance with this Article.

> Exception: An automatic fire suppression system shall not be required for Use Group I-2 child care facilities located at the level of exit discharge, which accommodate 100 children or less and in which each child care room has an exit door directly to the exterior.

Section 13-123. Residential Group R-2 Buildings with 16 or more Dwelling Units.

Existing Residential Group R-2 Apartment buildings with 16 or more dwelling units, each of which has one or more occupants who have impaired evacuation capabilities (as defined by this chapter) shall be equipped with an approved automatic fire-extinguishing system in accordance with this Article.

Section 13-124. Existing Residential Group R-2 Dormitories.

Existing Residential Group R-2 dormitories shall be equipped with an approved automatic fire-extinguishing system in accordance with this Article.

Section 13-125. Completion date.

Any existing building required to provide an automatic fire-extinguishing system by the requirements of this Article shall be protected in its entirety by an approved automatic fire-extinguishing system within five years of Nov. 2, 2004.

APPENDIX C

ADEQUATE PUBLIC FACILITIES ORDINANCE TEMPLATE

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Adequate Public Facilities

In many localities, the rate of growth is so rapid that it is outstripping local governments' abilities to provide adequate capacity in schools and other public facilities for the new residents. Many localities have overburdened infrastructure and overcrowded classrooms, even though they are making large investments in new infrastructure and new schools. Much of this problem is due to the fact that growth rates have been much more rapid than local governments anticipated at the time of approving rezonings.

What is an Adequate Public Facilities Ordinance?

An adequate public facilities ordinance is a growth management approach that ties or conditions development approval to the availability and adequacy of public facilities and services, thus ensuring that new development does not take place unless the infrastructure is available to support it. An Adequate Public Facilities Ordinance (APFO) is an ordinance adopted by the local government that allows it to defer the approval of developments based upon a finding by the governing body that public facilities would not be adequate to support the proposed development at build out.

How It Works:

1. The Adequate Public Facilities Ordinance is linked to the locality's Capital Improvement Program, which establishes a schedule of public facility construction over a five or six year period and details how they should be financed.

2. The ordinance identifies the types and levels of service that are needed to permit new development and establishes a policy about when the infrastructure and public services must be in place relative to the impact of development.

3. The development must demonstrate that the required levels of public facilities and services are, or will be, available to the proposed project.

4. Most Adequate Public Facilities Ordinances deal with only one or two types of facilities, such as roads or sewers that have caused critical problems in the community, while others apply such provisions to the full range of public facilities.

What are the components of an effective APF Ordinance?

- Identifies the types of public facilities to be considered.

- Limits the period of time during which the deferral on development imposed by an APFO can be in force.

- Requires the locality to have in place a capital facilities plan to remedy the infrastructure inadequacy that has been the basis for the development deferral.

What does granting APFO authority do?

- Allows localities to time development to coincide with the taxpayers' ability to pay for the schools, roads, public safety and other necessities upon which development is dependent.
- Helps to ensure that development doesn't proceed at the expense of decent schools, public safety, and good neighborhoods.
- Helps to ensure that the huge backlog of approved development in many high growth localities does not bankrupt localities, or taxpayers.
- Ensures that localities that wish to manage growth must adopt capital budgets that will support growth.

What APFO legislation does not do:

- Stop growth.
- Violate constitutionally guaranteed property rights.
- Excuse localities from their obligation to provide rights.
- Impose unfair costs on developers.
- Downzone property.

Potential Benefits:

1. Allows a community to maintain control over the timing and sequence of new development.
2. Forces the community to link its comprehensive land use plan with its capital improvement program, a principle of good planning that is often ignored.
3. Can encourage contiguous or even infill development because of its proximity to existing urban infrastructure and services. To the extent that land in facility-provided areas is limited, it will encourage developers to build at higher densities.

Limitations:

May increase the complexity of the development process and the cost of processing development proposals.

Adequate Public Facilities Ordinance

Article I – Purpose

1.1 Title
This Ordinance shall be known and may be cited as the Adequate Public Facilities Ordinance of the **[Specify Local Government]**.

1.2 Purpose
It is the purpose of the **[Specify Local Government]** to preserve the welfare of current and future **[Specify Local Government]** residents and to facilitate growth in an orderly manner by ensuring that adequate public facilities are available concurrently with the completion of new development. For the purposes of this Ordinance, public facilities shall include road, water, and sewer facilities.

Article II – Definitions

2.1 General
For the purpose of this Ordinance, the following terms, phrases, words, and their derivations shall have the meanings given herein. Words in the present tense include the future, the singular number includes the plural, and the plural includes the singular. The word "shall" is mandatory and the word "may" is permissive. The word "individual" shall mean natural person, joint venture, joint stock company, partnership, association, club, company, corporation, business trust or the manager, lessee, agent, servant, officer or employee of any of them. The term "Ordinance" shall refer to this Ordinance and all subsequent additions or amendments thereto. The word "adequate" shall mean meeting the established minimum standards in this Ordinance and therefore not preventing the approval of new development. The word "inadequate" shall mean not meeting the established minimum standards in this Ordinance and, therefore, prohibiting the approval of new development. **["[County or Town]" shall mean the [County or Town] of _____,South Carolina. "[County or Town] Council" shall mean the [County or Town] Council of _____, South Carolina. Substitute County where appropriate]** The word "approval" shall mean the review process, ultimately responsible for authorizing development, required subject to the **[County or Town]'s or county's]** relevant land development ordinances handling subdivision and site plan applications. The word "approved" shall mean a subdivision or site plan that has been authorized for development subject to the **[County or Town]'s** relevant land development ordinances handling subdivision and site plan applications. The word "approve" shall mean the act of authorizing the development of a subdivision or site plan subject to the **[County or Town]'s** relevant land development ordinances handling subdivision and site plan applications. Words or phrases not having their dictionary definition in this Ordinance shall have the meanings defined in Section 2.2 of this Ordinance.

2.2 Definitions

2.2.1 Binding Agreement: An agreement with the force of law made between the **[County or Town]** and developer(s) that specifies the developer's responsibility regarding project phasing and financial obligations for public facility improvements that must be taken on in order for road, water, and sewer facilities to be declared adequate for the purposes of this Ordinance.

2.2.2 Capital Improvements Program: If the **[County or Town]** owns the water or sewer system in question then this means the **[County or Town]**'s adopted schedule of all major projects requiring the expenditure of public funds, over and above the **[County or Town]**'s annual operating expenses, for the purchase, construction, or replacement of physical assets for the community. If the **[County or Town]** does not own the water or sewer system in question then this means the schedule of all major projects relative to the capacity of the system in question, as adopted by the water or sewer system's owner.

2.2.3 Developer: Any individual submitting a plan for new development under the provisions of this ordinance.

2.2.4 Development pipeline: Approved, not sunsetted, and unbuilt lots having a legal claim to the **[County or Town]**'s sewer and/or water capacity or development projects of any type that are approved and under construction.

2.2.5 Equivalent Dwelling Unit: The flow of water or wastewater equivalent to the average flow of a single-family residential dwelling unit. Each Equivalent Dwelling Unit shall equal X gallons per day for the purposes of water and Y gallons per day for the purposes of wastewater.

2.2.6 Level of Service: A qualitative measure, ranging from A (free flow) to F (forced), describing operational conditions of a transportation facility. Procedures for determining Level of Service are defined in the current Highway Capacity Manual published by the Transportation Research Board but are subject to modification by SCDOT when applied in this Ordinance.

2.2.7 New Development: New subdivisions or site plans for new construction received for approval by the **[County or Town]** Council after the effective date of this Ordinance.

2.2.8 Phase: A period of construction resulting in the completed construction of a number of units equal to or less than the total number of units of approved new development.

2.2.9 Site Plan: A plan, to scale, showing uses, structures, and other improvements for a parcel as required by the **[County or Town]**'s relevant land development ordinance.

2.2.10 Start of Construction: The point in time commemorating the breaking of ground for theconstruction of approved new development or a phase of that development

Article IV – Roads

All new development shall be served by an adequate network of roads.

4.1 Developer Submission
The developer of the new development in question shall be responsible for inquiring with **SCDOT** regarding the necessity for a Traffic Impact Study and submitting a copy of **SCDOT**'s response to the need for a Traffic Impact Study to the **[County or Town]** Council.

4.2 Traffic Impact Study

4.2.1 Any Traffic Impact Study performed subject to section 4.2.2 or section 4.2.3 of this Ordinance shall include in its scope those projects in the development pipeline that are geographically proximate to the new development being evaluated under this ordinance. A representative from the **[County or Town]** shall be in attendance at the meeting when the study's scope is established.

4.2.2 If **SCDOT** recommends a Traffic Impact Study based on section 4.1 of this Ordinance then the application for new development shall be held until such time as the developer completes a Traffic Impact Study reviewed by **SCDOT** and found to be in compliance with **SCDOT**'s regulations for Traffic Impact Studies, as amended from time to time.

4.2.3 If the **[County or Town]** Council adopts a resolution expressing concern with the traffic-related impacts of new development, then the application for new development shall be held until such time as the developer completes a Traffic Impact Study reviewed by the **[County or Town]**'s duly designated engineer and found to be in compliance with **SCDOT**'s regulations for Traffic Impact Studies, as amended from time to time.

4.3 Determination of Roads Adequacy
4.3.1 If a Traffic Impact Study subject to section 4.2.2 or section 4.2.3 of this Ordinance is not required, then roads shall be deemed adequate for the purpose of this Ordinance.

4.3.2 If the Traffic Impact Study performed subject to section 4.2.2 or section 4.2.3 of this Ordinance reports that the Level of Service for traffic is not F and there are no improvements necessary or recommended by **SCDOT** or the **[County or Town]** Engineer as a result of the Traffic Impact Study then roads shall be deemed adequate for the purpose of this Ordinance.

4.3.3 If the Traffic Impact Study performed subject to section 4.2.2 or section 4.2.3 of this Ordinance reports that the Level of Service for traffic is F or there are improvements necessary or recommended by **SCDOT** or the **[County or Town]** Engineer as a result of the Traffic Impact Study then roads shall be deemed inadequate for the purpose of

this Ordinance except in the case when the **[County or Town]** Council adopts a resolution affirming the idea that future road improvements set forth in a binding agreement or appearing in **SCDOT**'s Capital Transportation Program will, to the maximum degree possible, alleviate congestion exacerbated by approved new development.

Article V – Water

All new development shall be served by an adequate water system.

5.1 Developer Submission

5.1.1 The developer shall submit a summary of the planned new development to the utility representative including the following:

a. An enumeration of the unit-types and number of each unit-type planned for new development.
b. Equivalent Dwelling Unit figures for water for each unit-type planned for new development.

5.2 Determination of Water System Adequacy

5.2.1 The utility representative shall draft and submit a report to the **[County or Town]** council addressing the adequacy of the **[County or Town]**'s water system to support new development, recommending water system upgrades, if any, necessary to support new development, recommending the **[County or Town]** council find the water system adequate or inadequate, and including a consideration of at least all of the following elements:

a. The water system's design capacity;
b. The water system's supply source;
c. The water system's available capacity;
d. The projected water needs of proposed new development to include needs for domestic consumption and fire protection;
e. Existing storage, treatment, and pumping facilities affected by the proposed development;
f. The impact of projects in the development pipeline on the water system's available capacity;
g. Projects appearing in the Capital Improvements Program that will affect the ability of the water system to serve new development;
h. Other variables found to have an effect on the ability of the water system to satisfy the projected water needs of the new development.

5.2.2 If the utility representative recommends that the water system be deemed inadequate, pursuant to section 5.2.1 of this Ordinance, then the **[County or Town]** Council shall determine the water system to be inadequate for the purposes of this

Ordinance and not approve the application for new development in question, in all but the following situations when water facilities may be deemed adequate for the purposes of this Ordinance by a simple majority vote of **[County or Town]** council:

a. Projects in the Capital Improvements Program will, according to the utility representative, increase the water system's ability to support new development, and a binding agreement specifies that development will take place in a manner so that the start of construction for phases of development found by the utility representative to result in inadequate water facilities without water system improvements does not occur until such time as improvements specified in the Capital Improvements Program are in place.
b. A binding agreement specifies that the developer shall fund water system improvements deemed necessary by the utility representative to provide adequate water facilities, pursuant to section 5.2.1 of this Ordinance, and the developer agrees that development will take place in a manner so that the start of construction for phases of development found by the utility representative to result in inadequate water facilities without water system improvements does not occur until the agreed upon developer funded improvements are in place.
c. A binding agreement specifies that the **[County or Town]** and developer will jointly improve the **[County or Town]**'s water system according to recommendations made by the utility representative, pursuant to section 5.2.1 of this Ordinance, and requires the developer to develop in a manner so that the start of construction for phases of development found by the utility representative to result in inadequate water facilities without water system improvements does not occur until such time as the agreed upon **[County or Town]** and developer funded water system improvements are in place.

d. Multiple developers submitting applications for new development under this Ordinance, including the developer whose application for new development is currently being reviewed, enter into a binding agreement containing all of the following conditions:

    1. The multiple developers party to this binding agreement shall share the costs of water system improvements deemed necessary by the utility representative to ensure adequate water facilities for new development.
    2. Each individual developer's share of the costs of water system improvements shall be calculated based on the individual developer's pro-rata share of water Equivalent Dwelling Units to be created by the multiple developers' new development, as determined by the utility representative.
    3. The individual developer's share of costs may be modified by the utility representative if circumstances other than the individual developer's pro-rata share of water Equivalent Dwelling Units are found by the utility representative to increase or decrease the cost of providing

water system improvements to the individual developer's new development.

4. The multiple developers shall agree to develop in a manner so that the start of construction for phases of development found by the utility representative to result in inadequate water facilities without water system improvements does not occur until the agreed upon developer funded improvements are in place.

5.2.3 If the utility representative recommends, pursuant to section 5.2.1 of this Ordinance, that the water facilities be deemed adequate then the **[County or Town]** Council may by a simple majority vote determine the water facilities to be adequate for the purposes of this Ordinance.

Article VI – Sewer

All new development shall be served by an adequate sewer system.

6.1 Developer Submission

6.1.1 The developer shall submit a summary of the planned new development including the following:

a. An enumeration of the unit-types and number of each unit-type planned for new development.
b. Equivalent Dwelling Unit figures for wastewater for each unit-type planned for new development.

6.2 Determination of Sewer System Adequacy

6.2.1 The utility representative shall draft and submit a report to the **[County or Town]** council addressing the adequacy of the **[County or Town]**'s sewer system to support new development recommending sewer system upgrades, if any, necessary to support new development, recommending the **[County or Town]** council find the sewer system adequate or inadequate, and including a consideration of at least all of the following elements:

a. The sewer system's design capacity;
b. The sewer system's available capacity;
c. The projected wastewater flow to be generated by proposed new development;
d. The impact of projects in the development pipeline on the sewer system's available capacity;
e. Projects appearing in the Capital Improvements Program that will affect the ability of the sewer system to serve new development;
f. The sewer system's permitted treatment capacity with the South Carolina Department of Health and Environmental Control;

g. Other variables found to have an effect on the ability of the sewer system to accept the projected wastewater flow from new development.

6.2.2 If the utility representative recommends that the sewer system be deemed inadequate, then the **[County or Town]** Council shall determine the sewer system to be inadequate for the purposes of this Ordinance and therefore not approve the application for new development in question in all but the following cases when sewer facilities may be deemed adequate for the purposes of this Ordinance by a simple majority vote of the **[County or Town]** council:

a. Projects in the Capital Improvements Program will, according to the utility representative, increase the sewer system's ability to support new development, and a binding agreement specifies that development will take place in a manner so that the start of construction for phases of development found by the utility representative to result in inadequate sewer facilities without sewer system improvements does not occur until the sewer improvements specified in the Capital Improvements Program are in place.
b. A binding agreement specifies that the developer shall fund sewer system improvements deemed necessary by the utility representative to provide adequate sewer facilities, pursuant to section 5.2.1 of this Ordinance, and the developer agrees that development will take place in a manner so that the start of construction for phases of development found by the utility representative to result in inadequate sewer facilities without sewer system improvements does not occur until the agreed upon developer funded improvements are in place.
c. A binding agreement specifies that the **[County or Town]** and developer will jointly improve the **[County or Town]**'s sewer system according to recommendations made by the utility representative, pursuant to section 5.2.1 of this Ordinance, and requires the developer to develop in a manner so that the start of construction for phases of development found by the utility representative to result in inadequate sewer facilities without sewer system improvements does not occur until such time as the agreed upon **[County or Town]** and developer funded sewer system improvements are in place.
d. Multiple developers submitting applications for new development under this Ordinance, including the developer whose application for new development is currently being reviewed, enter into a binding agreement subject to all of the following conditions:

    1. The multiple developers party to this binding agreement shall share the costs of sewer system improvements deemed necessary by the utility representative to ensure adequate sewer facilities for new development.
    2. Each individual developer's share of the costs of sewer system improvements shall be calculated based on the individual developer's pro-rata share of wastewater Equivalent Dwelling Units to be created

by the multiple developers' new development, as determined by the utility representative.

3. The individual developer's share of costs may be modified by the utility representative if circumstances other than the individual devleoper's pro-rata share of wastewater Equivalent Dwelling Units are found by the utility representative to increase or decrease the cost of providing sewer system improvements to the individual developer's new development.
4. The multiple developers shall agree to develop in a manner so that the start of construction for phases of development found by the utility representative to result in inadequate sewer facilities without sewer system improvements does not occur until the agreed upon developer funded improvements are in place.

6.2.3 If the utility representative recommends, pursuant to section 6.2.1 of this Ordinance, that the sewer facilities be deemed adequate then the **[County or Town]** Council may by a simple majority vote determine the sewer facilities to be adequate for the purposes of this Ordinance.

APPENDIX D

BILL PASSED BY THE STATE OF FLORIDA

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Three attachments are included:

1. Original version of Senate Bill 402 shown on top right side as "SB 402."

2. Bill analysis, which we discuss in the current class, is a compilation of all affected departments/divisions summarized in a single document. The content and various sections are critical for understanding how the review will impact financially, constitutionally and on local governments.

3. Final version that passed and is now enacted into law is shown as a Committee Substitute (CS for CS for SB 402). This only means that changes were proposed for the bill by the committee, creating the term Committee Substitute. Changes do not necessarily come from within the committee, but they may have come from the public or other stakeholders. However, by moving it forward as a Committee Substitute, it receives a little extra clout on the floor since it is presumed to be very important and strongly supported by the committee.

The following changes were made to the original filed version:

1. Lines 46 and 52 were deleted. This eliminated the Florida Medical Association, Florida Hospital Association, and the representative from the addiction and recovery association from the task force.

2. In response to Section VII of the analysis, the deliverables were reduced from 1 report to 2 along with a second due date for the final report.

Florida Senate - 2012 **SB 402**

By Senator Negron

28-00337-12 2012402__

A bill to be entitled

An act relating to prescription drug abuse; creating the Statewide Task Force on Prescription Drug Abuse and Newborns; providing a purpose; providing membership of the task force; providing for reimbursement of per diem and travel expenses for members of the task force; requiring that the Department of Legal Affairs provide the task force with necessary staff; specifying a date for the task force's organizational session; providing meeting times; providing the duties of the task force; requiring that the task force submit a report to the Legislature; providing an effective date.

Be It Enacted by the Legislature of the State of Florida:

Section 1. Statewide Task Force on Prescription Drug Abuse and Newborns.—

(1) The Legislature declares that the purpose of this act is to create a task force to examine and analyze the emerging problem of neonatal withdrawal syndrome as it pertains to prescription drugs.

(2)(a) There is created within the Department of Legal Affairs the Statewide Task Force on Prescription Drug Abuse and Newborns, a task force as defined in s. 20.03, Florida Statutes. The task force is created for the express purpose of researching the impact of prescription drug use and neonatal withdrawal syndrome, evaluating effective strategies for treatment and prevention, and providing policy recommendations to the

CODING: Words ~~stricken~~ are deletions; words underlined are additions.

Legislature.

(b) The task force shall consist of the following members, or his or her designee:

1. The Attorney General who shall serve as chair.

2. The Surgeon General who shall serve as vice chair.

3. The Secretary of Children and Family Services.

4. The Secretary of Health Care Administration.

5. The executive director of the Department of Law Enforcement.

6. A legislator appointed by the President of the Senate.

7. A legislator appointed by the Speaker of the House of Representatives.

8. A representative from the Florida Medical Association.

9. A representative from the Florida Hospital Association.

10. A representative, appointed by the Attorney General, from an addiction and recovery association.

(c) Members of the task force are entitled to receive reimbursement for per diem and travel expenses pursuant to s. 112.061, Florida Statutes.

(d) The Department of Legal Affairs shall provide the task force with staff necessary to assist the task force in the performance of its duties.

(3) The task force shall hold its organizational session by May 1, 2012. Thereafter, the task force shall meet at least four times per year. Additional meetings may be held if the chair determines that extraordinary circumstances require an additional meeting. A majority of the members of the task force constitutes a quorum.

(4) The task force shall:

CODING: Words ~~stricken~~ are deletions; words underlined are additions.

(a) Collect and organize data concerning the nature and extent of neonatal withdrawal syndrome from prescription drugs in this state;

(b) Collect and organize data concerning the costs associated with treating expectant mothers and newborns suffering from withdrawal from prescription drugs;

(c) Identify available federal, state, and local programs that provide services to mothers who abuse prescription drugs and newborns who have neonatal withdrawal syndrome; and

(d) Evaluate methods to increase public awareness of the dangers associated with prescription drug abuse, particularly to women, expectant mothers, and newborns.

(5) The task force shall submit a report of its recommendations to the President of the Senate and the Speaker of the House of Representatives by January 15, 2013.

Section 2. This act shall take effect upon becoming a law.

CODING: Words ~~stricken~~ are deletions; words underlined are additions.

The Florida Senate

BILL ANALYSIS AND FISCAL IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: The Professional Staff of the Health Regulation Committee

BILL:	SB 402
INTRODUCER:	Senators Negron and Fasano
SUBJECT:	Prescription Drug Abuse
DATE:	November 29, 2011 REVISED:

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	Wilson	Stovall	HR	**Pre-meeting**
2.			BC	
3.				
4.				
5.				
6.				

I. Summary:

The bill creates the Statewide Task Force on Prescription Drug Abuse and Newborns within the Department of Legal Affairs. The purpose of the task force is to examine and analyze the emerging problem of neonatal withdrawal syndrome as it pertains to prescription drugs. The task force will research the impact of prescription drug use and neonatal withdrawal syndrome, evaluate effective strategies for treatment and prevention, and provide policy recommendations to the Legislature.

This bill creates one undesignated section of law.

II. Present Situation:

Abuse of Prescription Drugs

Prescription drug abuse is the intentional use of a medication without a prescription of one's own; in a way other than as prescribed; or for the experience or feeling it causes. According to several national surveys, prescription medications, such as those used to treat pain, attention deficit disorders, and anxiety, are being abused at a rate second only to marijuana among illicit drug users.[1] The consequences of this abuse are reflected in increased treatment admissions, emergency room visits, and overdose deaths.

[1] National Institute on Drug Abuse, *Prescription Drugs: Abuse and Addiction*. Found at: <http://drugabuse.gov/ResearchReports/Prescription/prescription2.html#whatis> (Last visited on November 29, 2011).

Although many types of prescription drugs are abused, there is currently a growing, deadly epidemic of prescription painkiller abuse. In 2008, drug overdoses in the United States caused 36,450 deaths. Opioid pain relievers were involved in 14,800 deaths (73.8 percent) of the 20,044 prescription drug overdose deaths. Opioid pain relievers now account for more overdose deaths than heroin and cocaine combined.[2] In 2009, 1.2 million hospital emergency department visits (an increase of 98.4 percent since 2004) were related to misuse or abuse of pharmaceuticals, compared with 1.0 million emergency department visits related to use of illicit drugs such as heroin and cocaine.[3]

Reports from the National Survey on Drug Use and Health combine four prescription-type drug groups into a category referred to as "psychotherapeutics." The four categories of prescription-type drugs (pain relievers, tranquilizers, stimulants, and sedatives) cover numerous medications that currently are or have been available by prescription. They also include drugs within these groupings that originally were prescription medications but currently may be manufactured and distributed illegally, such as methamphetamine, which is included under stimulants. Use of over-the-counter drugs and legitimate use of prescription drugs are not included.

The national findings from the 2010 National Survey on Drug Use and Health indicate that 7.0 million persons aged 12 or older (2.7 percent of the population) were *nonmedical* users of psychotherapeutic drugs, including 5.1 million users of pain relievers, 2.2 million users of tranquilizers, 1.1 million users of stimulants, and 374,000 users of sedatives.[4] According to the findings from the survey, the number and percentage of persons aged 12 or older who were current *nonmedical* users of psychotherapeutic drugs have remained about the same since 2002.[5]

Drug Use by Pregnant Women

According to the national findings from the 2010 National Survey on Drug Use and Health, 4.4 percent of pregnant women aged 15 to 44 were current illicit drug users based on data averaged across 2009 and 2010.[6] This was lower than the rate among women in this age group who were not pregnant (10.9 percent). The rate of current illicit drug use was 16.2 percent among pregnant women aged 15 to 17, 7.4 percent among pregnant women aged 18 to 25, and 1.9 percent among pregnant women aged 26 to 44. Illicit drugs include marijuana/hashish, cocaine (including crack), heroin, hallucinogens, inhalants, and prescription-type psychotherapeutics used nonmedically.

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[2] CDC, *Vital Signs: Overdoses of Prescription Opioid Pain Relievers – United States, 1999 – 2008*, Morbidity and Mortality Weekly Report (MMWR), November 4, 2011 / 60(43); 1487-1492. Found at: <http://www.cdc.gov/mmwr/preview/mmwrhtml/mm6043a4.htm?s_cid=mm6043a4_w> (Last visited on November 29, 2011).

[3] *Id.*

[4] U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration, *Results from the 2010 National Survey on Drug Use and Health: Summary of National Findings*, page 12. Found at: <http://oas.samhsa.gov/NSDUH/2k10NSDUH/2k10Results.pdf> (Last visited on November 29, 2011).

[5] *Id.*, p. 12 and 13.

[6] *Id.*, p. 20.

Neonatal Withdrawal Syndrome

Neonatal Withdrawal Syndrome (NWS), also commonly referred to as Neonatal Abstinence Syndrome is a group of problems that occur in a newborn who was exposed to addictive illegal or prescription drugs while in the mother's womb. Drugs taken during pregnancy pass through the placenta – the organ that connects the baby to its mother in the womb – and reach the baby. The baby becomes addicted along with the mother. At birth, the baby is still dependent on the drug. Because the baby is no longer getting the drug after birth, symptoms of withdrawal occur.[7]

The symptoms of NWS depend on the type of drug the mother used, how much of the drug she was taking, for how long she used the drug, and whether the baby was born full-term or early. Symptoms can begin within 1-3 days after birth, or they may take 5-10 days to appear. The symptoms may include: blotchy skin coloring, diarrhea, excessive crying or high-pitched crying, excessive sucking, fever, hyperactive reflexes, increased muscle tone, irritability, poor feeding, rapid breathing, seizures, sleep problems, slow weight gain, stuffy nose, sneezing, sweating, trembling, and vomiting. NWS can last from 1 week to 6 months.[8]

According to the Florida Center for Health Information and Policy Analysis in the Agency for Health Care Administration, the number of cases of drug withdrawal syndrome in newborns jumped from 354 in 2006 to 1,374 in 2010.[9] These numbers include all drugs, not just prescription drugs. However, recent media reports indicate that hospitals are experiencing a rise in the number of infants born withdrawing from opiate-based pills such as oxycodone and hydrocodone.[10]

Task Forces

Chapter 20, F.S., establishes provisions for the organizational structure of state government. Subsection 20.03(8), F.S., defines "committee" or "task force" to mean "an advisory body created without specific statutory enactment for a time not to exceed 1 year or created by specific statutory enactment for a time not to exceed 3 years and appointed to study a specific problem and recommend a solution or policy alternative with respect to that problem. Its existence terminates upon the completion of its assignment."

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[7] U.S. National Library of Medicine, PubMed Health, A.D.A.M. Medical Encyclopedia, *Neonatal abstinence syndrome*. Found at: <http://www.ncbi.nlm.nih.gov/pubmedhealth/PMH0004566/> (Last visited on November 29, 2011).

[8] *Id.*

[9] The Florida Center for Health Information and Policy Analysis queried the Center's hospital inpatient discharge data for the years 2006 through 2010 for the principal and secondary diagnosis fields for Drug Withdrawal Syndrome in Newborns with a diagnosis code of 779.5.

[10] Ray Reyes, *Number of babies born addicted to pain pills rising in Tampa Bay*, The Tampa Tribune, July 25, 2011. Found at; < http://www2.tbo.com/news/breaking-news/2011/jul/25/number-of-babies-born-addicted-to-pain-pills-risin-ar-246186/> (Last visited on November 29, 2011).
Donna Leinwand Leger, *Doctors see surge in newborns hooked on mothers' pain pills*, USA Today. Found at: <http://yourlife.usatoday.com/parenting-family/babies/story/2011-11-13/Doctors-see-surge-in-newborns-hooked-on-mothers-pain-pills/51186076/1> (Last visited on November 29, 2011).

III. Effect of Proposed Changes:

The bill creates the Statewide Task Force on Prescription Drug Abuse and Newborns within the Department of Legal Affairs. The purpose of the task force is to research the impact of prescription drug use and neonatal withdrawal syndrome, evaluate effective strategies for treatment and prevention, and provide policy recommendations to the Legislature. The task force is charged with:

- Collecting and organizing data concerning the nature and extent of neonatal withdrawal syndrome from prescription drugs in this state;
- Collecting and organizing data concerning the costs associated with treating expectant mothers and newborns suffering from withdrawal from prescription drugs;
- Identifying available federal, state, and local programs that provide services to mothers who abuse prescription drugs and newborns who have neonatal withdrawal syndrome; and
- Evaluating methods to increase public awareness of the dangers associated with prescription drug abuse, particularly to women, expectant mothers, and newborns.

The bill specifies the membership of the 10-member task force and provides for reimbursement for per diem and travel expenses of the members. The organizational meeting of the task force is to be held by May 1, 2012, and the task force must subsequently meet at least four times per year. The task force must submit a report of its recommendations to the President of the Senate and the Speaker of the House of Representatives by January 15, 2013.

The Department of Legal Affairs is directed to provide staff support to the task force.

The effective date of the bill is upon the act becoming a law.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

The provisions of this bill have no impact on municipalities and the counties under the requirements of Article VII, Section 18 of the Florida Constitution.

B. Public Records/Open Meetings Issues:

The provisions of the bill have no impact on public records or open meetings issues under the requirements of Article I, Section 24(a) and (b) of the Florida Constitution.

C. Trust Funds Restrictions:

The provisions of this bill have no impact on the trust fund restrictions under the requirements of Article III, Subsection 19(f) of the Florida Constitution.

V. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

The estimated fiscal impact to the Office of the Attorney General (OAG) will be minimal. The OAG has indicated that it will use existing employees to staff the task force, organize the meetings, and write the report. The four required task force meetings will cost the OAG approximately $14,500, or $3,600 per meeting. The OAG has identified a legal settlement that could cover all task force costs.

VI. Technical Deficiencies:

None.

VII. Related Issues:

Subsection 20.03(8), F.S., limits the life of a task force created by specific statutory enactment to no greater than 3 years and the task force's existence terminates upon the completion of its assignment. It is not clear when the task force created in this bill would terminate. Lines 53 and 54 say that the task force must meet at least four times per year after its initial meeting, which is to occur no later than May 1, 2012. However, the task force must submit a report of its recommendations by January 15, 2013, less than a year after its first meeting. Under s. 20.03, F.S., the task force would then be terminated.

VIII. Additional Information:

A. Committee Substitute – Statement of Substantial Changes:
(Summarizing differences between the Committee Substitute and the prior version of the bill.)

None.

B. Amendments:

None.

This Senate Bill Analysis does not reflect the intent or official position of the bill's introducer or the Florida Senate.

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By the Committees on Budget; and Health Regulation; and Senators Negron and Fasano

576-04374-12 2012402c2

A bill to be entitled

An act relating to prescription drug abuse; creating the Statewide Task Force on Prescription Drug Abuse and Newborns; providing a purpose; providing membership of the task force; providing for reimbursement of per diem and travel expenses for members of the task force; requiring that the Department of Legal Affairs provide the task force with necessary staff; specifying a date for the task force's organizational session; providing meeting times; providing the duties of the task force; requiring that the task force submit reports to the Legislature; providing an effective date.

Be It Enacted by the Legislature of the State of Florida:

Section 1. Statewide Task Force on Prescription Drug Abuse and Newborns.—

(1) The Legislature declares that the purpose of this act is to create a task force to examine and analyze the emerging problem of neonatal withdrawal syndrome as it pertains to prescription drugs.

(2)(a) There is created within the Department of Legal Affairs the Statewide Task Force on Prescription Drug Abuse and Newborns, a task force as defined in s. 20.03, Florida Statutes. The task force is created for the express purpose of researching the impact of prescription drug use and neonatal withdrawal syndrome, evaluating effective strategies for treatment and prevention, and providing policy recommendations to the

CODING: Words ~~stricken~~ are deletions; words underlined are additions.

Legislature.

(b) The task force shall consist of the following members, or his or her designee:

1. The Attorney General who shall serve as chair.

2. The Surgeon General who shall serve as vice chair.

3. The Secretary of Children and Family Services.

4. The Secretary of Health Care Administration.

5. The executive director of the Department of Law Enforcement.

6. A legislator appointed by the President of the Senate.

7. A legislator appointed by the Speaker of the House of Representatives.

8. A representative from the Florida Medical Association.

9. A representative from the Florida Hospital Association.

10. A representative, appointed by the Attorney General, from an addiction and recovery association.

11. A representative from the Florida Osteopathic Medical Association.

12. A representative from the March of Dimes.

13. A representative of Healthy Start.

14. A resident of this state appointed by the Attorney General.

15. A representative from the Florida Nurses Association.

(c) Members of the task force are entitled to receive reimbursement for per diem and travel expenses pursuant to s. 112.061, Florida Statutes.

(d) The Department of Legal Affairs shall provide the task force with staff necessary to assist the task force in the performance of its duties.

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(3) The task force shall hold its organizational session by May 1, 2012. Thereafter, the task force shall meet at least four times per year. Additional meetings may be held if the chair determines that extraordinary circumstances require an additional meeting. A majority of the members of the task force constitutes a quorum.

(4) The task force shall:

(a) Collect and organize data concerning the nature and extent of neonatal withdrawal syndrome from prescription drugs in this state;

(b) Collect and organize data concerning the costs associated with treating expectant mothers and newborns suffering from withdrawal from prescription drugs;

(c) Identify available federal, state, and local programs that provide services to mothers who abuse prescription drugs and newborns who have neonatal withdrawal syndrome; and

(d) Evaluate methods to increase public awareness of the dangers associated with prescription drug abuse, particularly to women, expectant mothers, and newborns.

(5) The task force shall submit an interim report of its recommendations to the President of the Senate and the Speaker of the House of Representatives by January 15, 2013, and a final report of its recommendations by January 15, 2015.

Section 2. This act shall take effect upon becoming a law.

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UNIT 4:
THE ISSUE RESOLUTION PROCESS

TERMINAL OBJECTIVE

The students will be able to:

4.1 Facilitate a successful issue resolution process for a proposed public policy.

ENABLING OBJECTIVES

The students will be able to:

4.1 Explain the concept of issue resolution as applied to proposing a public policy.

4.2 Define the importance of the issue resolution process.

4.3 Describe the steps of the issue resolution process.

4.4 Analyze concerns that may impact the successful adoption of public policy.

4.5 Revise a public policy proposal during its issue resolution stage after gathering feedback from stakeholders.

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FEMA

U.S. Fire Administration

UNIT 4: THE ISSUE RESOLUTION PROCESS

Slide 4-1

TERMINAL OBJECTIVE

Facilitate a successful issue resolution process for a proposed public policy.

Slide 4-2

ENABLING OBJECTIVES

- Explain the concept of issue resolution as applied to proposing a public policy.
- Define the importance of the issue resolution process.
- Describe the steps of the issue resolution process.

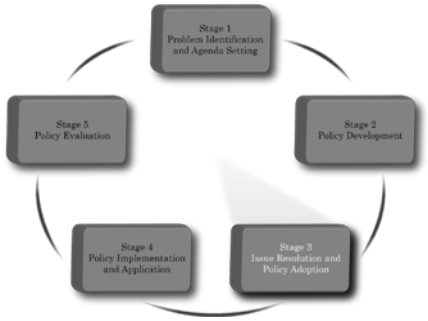
Slide 4-3

ENABLING OBJECTIVES (cont'd)

- Analyze concerns that may impact the successful adoption of public policy.
- Revise a public policy proposal during its issue resolution stage after gathering feedback from stakeholders.

Slide 4-4

PUBLIC POLICY DEVELOPMENT CYCLE



Slide 4-5

I. ISSUE RESOLUTION AS APPLIED TO PROPOSING A PUBLIC POLICY

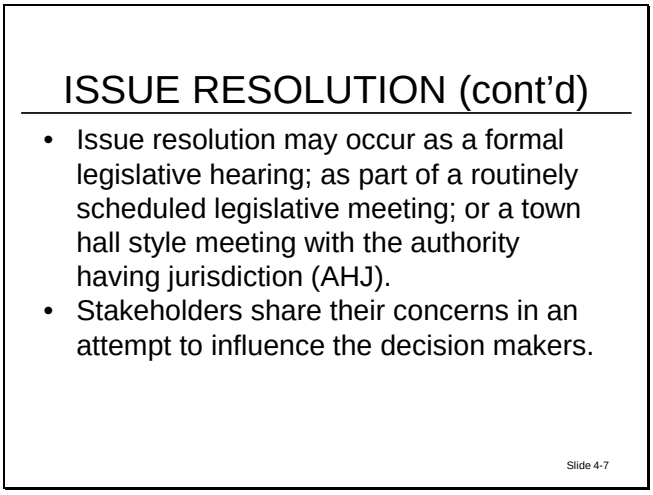
ISSUE RESOLUTION

- Proposal is presented to the governing body, general public, and stakeholders so it can be explained, discussed, and debated.
- Ultimate goal is to enable the democratic process and provide decision makers with the information they need about community desires.

Slide 4-6

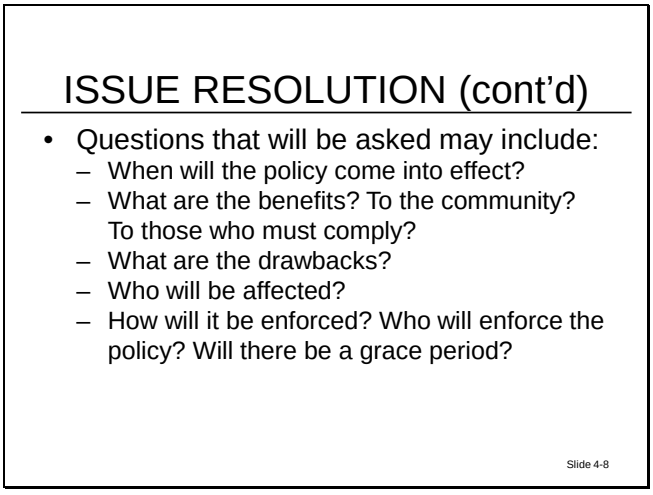
A. Public policy issue resolution is a process whereby a proposal is presented to the governing body and all other stakeholders in one or more forums so that the policy can be explained, discussed, and debated.

B. The ultimate goal of this democratic process is to allow all stakeholders a voice and provide the decision makers with the information they need to adopt, modify, or decline to adopt the policy.



C. Public policy issue resolution may occur as a formal legislative hearing dedicated solely to the new proposal, as part of a routinely scheduled legislative meeting, or a town hall style meeting with the authority having jurisdiction (AHJ).

D. Stakeholders, who may represent government agencies, nonprofit organizations, the private sector, and other interested parties, share their concerns in an attempt to influence the decision makers to support their views.



E. Typically early on, or at least by the resolution process, questions are being asked about:

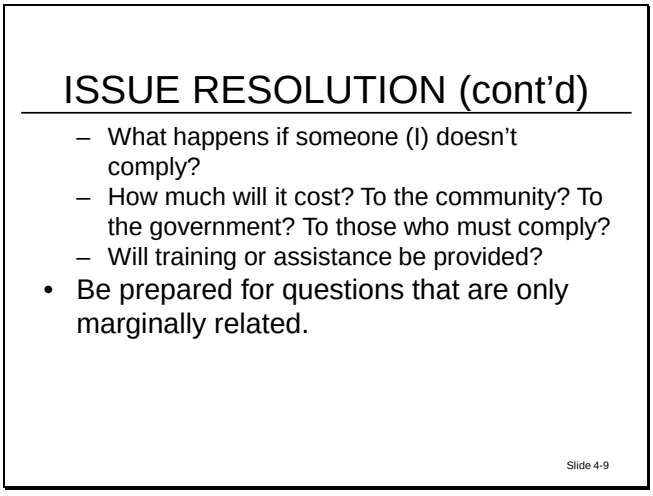
1. When will the policy come into effect?

2. What are the benefits? To the community? To those who must comply?

3. What are the drawbacks?

4. Who will be affected?

5. How will it be enforced? Who will enforce the policy? Will there be a grace period?



6. What happens if someone doesn't comply?

7. How much will it cost? To the community? To the government? To those who must comply?

8. Will training or assistance be provided to the community?

F. Be prepared for questions that are only marginally related to the proposed public policy initiative.

II. STEPS OF THE ISSUE RESOLUTION PROCESS



A. Step 1 — Prepare for public presentations.

1. Public notification of meeting or hearing: The AHJ will likely be required to provide some form of public notice through a pre-approved media.

   a. It is wise to make specific notification to key stakeholder groups when a public meeting or hearing on a proposed policy will be held. Avoid any opportunities for the opposition to claim they were not notified.

   b. Make sure there is clear understanding of the legal requirements for adequate public notice. In many jurisdictions this means an ad in a newspaper of general circulation or a specific publication, such as a county register. Take into consideration today's dependence on electronic and social media.

2. Location: The location for public meetings may not always be at city hall or the office of commissioners. Those proposing the policy may be asked to appear at a variety of locations convenient to stakeholders.

   a. You don't want to give the appearance that you're favoring one group over another. Consider selecting a location that is on neutral ground.

   b. Typical locations include schools, community buildings, churches, gymnasiums, and etc.

   c. The location should be large enough to comfortably accommodate everyone, and it needs to include access for people with disabilities.

d. Make sure the facility meets all code requirements. You do not want to be in a position advocating for an additional safety policy while defending why you are meeting in a location that does not meet existing requirements.

3. Interpreter: Depending on your target audience, you may need to have an interpreter at the meeting for people that may not speak or understand English and for the hearing impaired.

4. Equipment: All equipment should be checked and doubled checked prior to the meeting and on site. Public assistance systems sometimes fail or computers are not compatible with the equipment at the site. This will save time and embarrassment at the time of the meeting.

5. Occupancy load: If the room or building is not posted, you may need to make sure that its occupancy meets your expected need. You don't want to have to turn people away because of overcrowding issues!

6. Staff briefing: There should always be a briefing held to make sure the AHJ staff understands the current development stages of the policy and the goals and objectives of the meeting.

7. Hearing officer or meeting facilitator: Use an impartial third-party hearing officer or meeting facilitator to guide the meeting and keep control of discussions. The facilitator will need to have the most current information on:

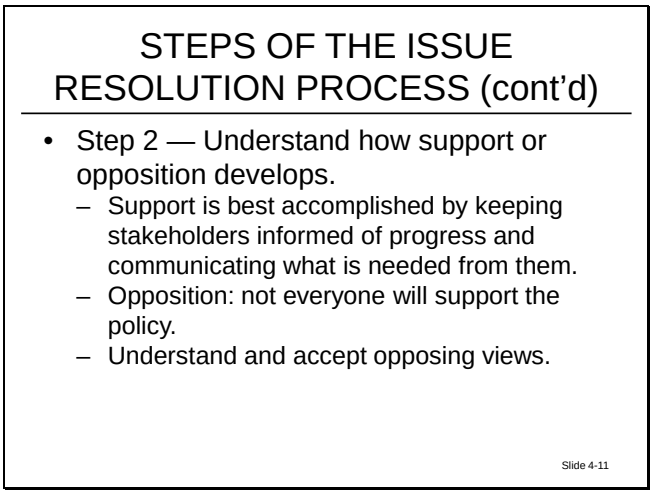
   a. Changes — Identify changes made to the policy so current information is disseminated. The public will need to be updated and informed of what (if any) changes have been made to the proposed policy and how the changes may impact them.

   b. General concerns and issues — Address concerns or issues that have been brought forward by stakeholders and/or interest groups. The facilitator should be prepared to address those questions that may arise. If there is no answer for the concern or issue at the time of the meeting, the facilitator should be instructed as to the correct response for those questions. Example — "We are still looking into that and will have an answer for you at the next meeting."

   c. Questions and answers — Set ground rules concerning question and answers sessions. People should be allowed to voice concerns but not dominate the meeting or let the meeting become about one issue. When addressing large groups, sometimes a time limit must be set per speaker.

d. Agenda — Hand out meeting agenda to all people attending. The facilitator should stay on topic and try not to go over the time allowed for each item to be discussed.

e. Record and transcribe the hearing or meeting so that all the stakeholders have a written record to reference. This will avoid memory problems in the future. In some jurisdictions this may be a legal requirement. Regardless, ensure that all parties understand the meeting is being recorded and that transcription will be provided upon request or posted.



B. Step 2 — Understand how support or opposition develops and prepare accordingly.

1. Support: It typically takes a team to see the process through conception to adoption. Support is best accomplished by keeping stakeholders informed of progress and communicating what is needed from them.

2. Opposition: Not everyone will support the policy. The people that oppose the policy typically have their own agenda and reasons for opposing the proposed policy. You must be able to work with this group as well as your supporters. You will need to show empathy for their beliefs and address their concerns. In some cases, they may switch from opposing the policy to providing support.

a. From your perspective, the new policy may appear to be very sound and a positive for all stakeholders. **You may be surprised to meet opposition from the community.**

b. The public has a constitutional right to be heard through their opposition or support of the policy. This is part of the democratic process concerning new ordinances, local policies, state statutes, and federal laws.

c. Invariably, there will be three factions with regard to policy approval: those who support it; those who oppose it; and those who are undecided.

d. Supporters and those who oppose may be very vocal in their attempt to persuade the undecided and ultimately the decision makers. All sides should be heard and addressed in a diplomatic fashion.

3. Understand and accept opposing views.

a. Freedom to express concerns or oppose a proposed public policy is a privilege afforded to a democratic society.

b. While the AHJ may have developed what they believe to be a sound policy proposal, it is a reality that opposition will likely exist at some point during the development process.

c. The resolution phase of policy development exists to facilitate productive dialog, negotiation, compromise, and issue settlement.

d. Sometimes, the opposing views of stakeholders may seem unclear or misguided to AHJ staff. Regardless of their concerns or presentation skills, stakeholders must be allowed to fully participate in the resolution process. Failure to allow this process may further alienate concerned stakeholders and even turn affirmatives, or those who are undecided, into negatives.

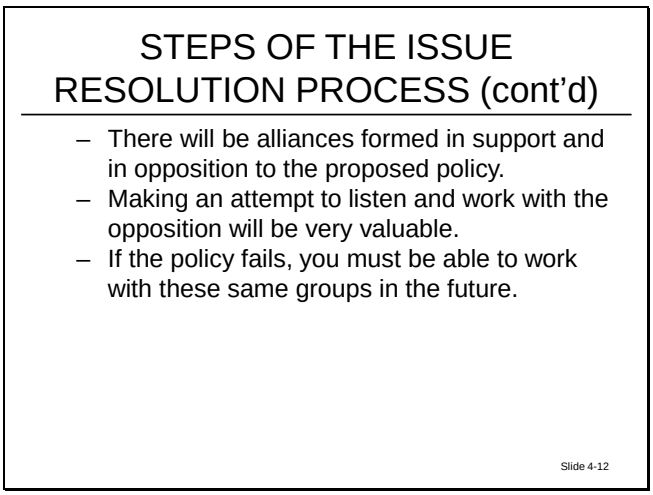
e. A person or group that is passionate enough about an issue to participate in the resolution process has the right and deserves the courtesy of a public forum to express their point of view.

f. Some groups or stakeholders may only oppose parts of and not the entire policy. Even though they may feel strongly about a specific section or portion, they may support the overall concept of the policy if afforded the opportunity to be heard.

g. AHJ staff must combine their skills of patience, understanding, open communication, negotiation, and compromise at this critical point in the policy development process.

h. Work collaboratively to find creative solutions to opposition.

i. Working collaboratively with different interest groups and stakeholders is the most effective way to gain approval of a proposed public policy.



4. There will be alliances formed in support and in opposition to the proposed policy. The following are actions that may be taken by alliance groups to demonstrate their views:

   a. Picketing.

   b. Using political clout or influences.

   c. Court action.

   d. Rallying support from other groups.

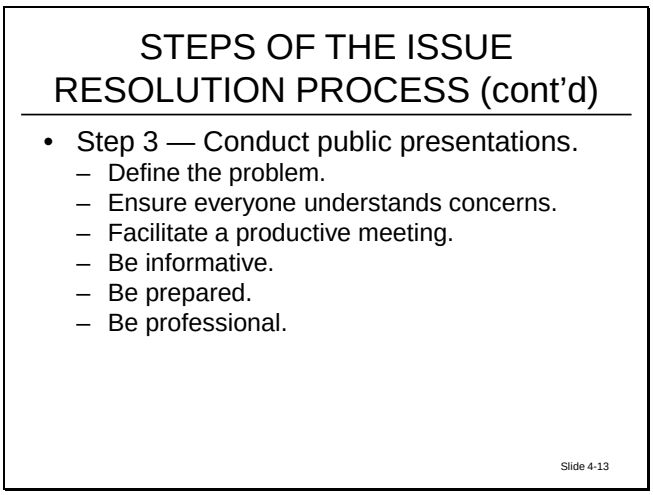
   e. Threats and scare tactics.

   f. Petitions.

   g. Some of these actions are illegal and not supported by the democratic process.

5. Making an attempt to listen and work with the opposition will be very valuable and pay dividends once you move to the implementation phase of policy adoption.

6. If the opposition is successful and the policy fails, you must be able to work with these same groups in the future for other policies you attempt to implement.



C. Step 3 — Conduct public presentations.

1. Define the problem — Have a clear understanding of the problem and what stakeholders may believe to be a solution. Do not make assumptions of their concerns. Listen attentively to their concerns.

2. Ensure that everyone clearly understands the concerns of all parties. Clear communication and understanding by all is critical. Ensure the opinion and concern of all stakeholders is understood by all in attendance. If there seems to be confusion, restate the question or response to ensure what is being communicated, is what is being received.

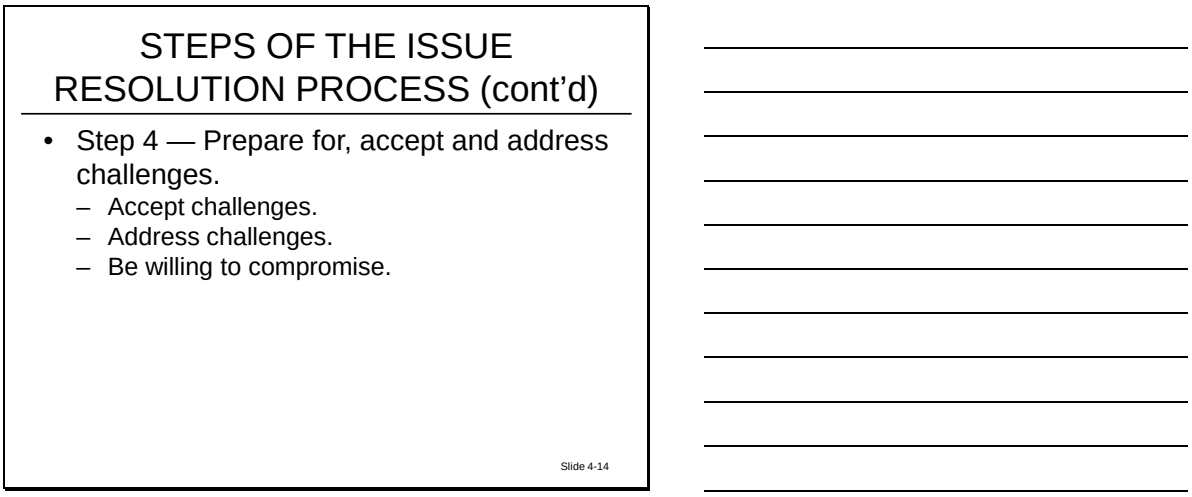
3. Facilitate a productive meeting — Encourage stakeholder participation throughout this entire process. Facilitate open meetings where people feel free to discuss their concerns. Keep participants focused and directed toward the goal of the meeting, policy resolution.

4. Be informative — Stakeholders, political leaders, and other decision makers will expect you to have conducted thorough research on all issues surrounding the proposed policy. Stakeholders will have varying levels of knowledge and beliefs about the proposed policy. It is your job to provide a clear fact-based rationale for why the policy is needed; its benefits to stakeholders; and how it will be applied if adopted.

   Consider providing attendees with a written summary document that carefully arranges the problem addressed, pros, and cons. This will help eliminate memory gaps and opposition claims. Also post on website.

5. Be prepared — Issues and concerns brought to your attention prior to the meeting should be researched, and a response should be prepared. This will show stakeholders that you have heard their concerns, conducted research and are providing a response. While stakeholders may not always agree with the response, they are more inclined to respond favorably when it's apparent that the AHJ has done its job.

6. Be professional — Deliver a professional presentation. This includes mannerisms, appearance and demeanor. AHJ staff should anticipate a variety of questions, opinions, and challenges. Do not take negative comments personally. Opponents may attempt to distract the process with negative comments or statements that are charged with emotion. Remain focused, present the facts, and stay on task.



D. Step 4 — Prepare for, accept and address challenges (potential compromises).

Since policy resolution is a democratic process, the AHJ must be prepared to accept and address challenges to the policy. The planning team should have a strategy in place should negotiations and potential compromises be necessary.

1. Accept challenges — Not everyone is going to support the proposed policy. There will be challenges from nonsupporters throughout the development and resolution process.

2. Address challenges — Do not ignore or avoid challenges. Address challenges as they develop. Conduct additional research and, if necessary, ask for assistance from other team members who have more experience in the area causing a challenge.

3. Be willing to compromise — Effective negotiation skills and carefully considered compromises will often be the key to developing a public policy that is accepted by stakeholders. Decision makers are more likely to enact a policy when the AHJ demonstrates that it has worked collaboratively with the community to reach consensus.

   When considering a compromise on components of the proposed policy, the AHJ should consider the following questions:

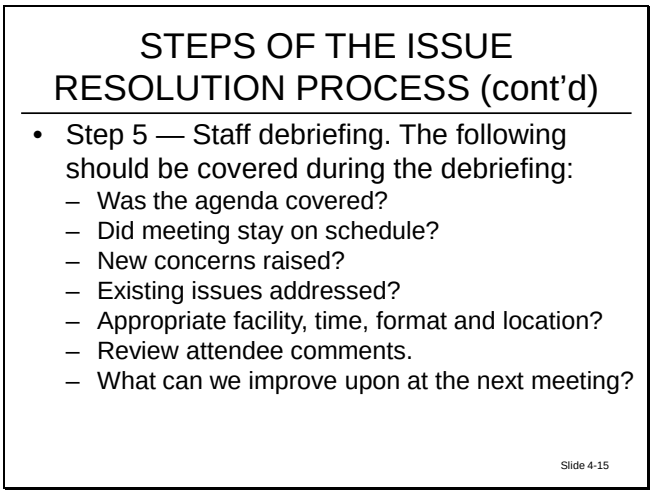
   a. How will the compromise affect the intent and components of the proposed policy?

   b. Who will be affected by the compromise?

   c. Is it better to compromise and lose part of what we wanted to accomplish, or not compromise and chance losing the entire policy?

   d. Will the compromise strengthen or weaken the policy?

   e. How much are we willing to compromise?



E. Step 5 — Staff debriefing.

   1. A staff debriefing after the public meeting is equally as important as the staff briefing held prior to the meeting. All team participants should participate because each individual will bring a different perspective of what transpired at the event. This will provide valuable insight on how to improve future public outreach efforts.

   2. The following should be covered during the debriefing:

      a. Was the agenda covered?

b. Did the meeting stay on schedule?

c. Were any new concerns raised that will need to be addressed?

d. Were existing issues addressed or do they need further attention?

e. Were the facility, time, format and location appropriate?

f. Review comments from attendees (both affirmative and negative).

g. What can we improve upon at the next meeting?

3. Prepare a follow-up written summary for posting on website.

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ACTIVITY 4.1

Understanding the Reality of Opposing Views

Purpose

Upon review of a case study, the class at large will identify potential opposition that may develop against a proposed public policy and design a strategy for addressing challenges.

Directions

1. Please read the case study.

2. Upon conclusion of reading, the instructor will pose the following questions to the class at large:

    a. Why are the residents of Westwood so angry about the city's proposed plan of action?

    b. How would you feel if your city took this course of action and it applied to your neighborhood?

    c. What could the city have done to better facilitate the process of neighborhood improvement?

    d. How does what we have learned so far in Unit 4 apply to this case study?

3. Sixty minutes total are allotted for the activity.

Case Study

The City of Belmont has long recognized challenges associated with the aging Westwood public housing complex.

The complex, built in 1950 and encompassing nine city blocks, has long been home to impoverished families, violence, drug marketing, and fires. (Many of the fires have been arson-related.)

Frustrated with deteriorating conditions at Westwood, the city applied for and received federal funding to raze and rebuild the neighborhood. Once redeveloped, the new community would feature a mix of single-family and duplex owner-occupied homes.

Prior to the opening of the "new" Westwood, federal mortgage assistance would be available so former residents could apply and hopefully own their first home. City (and federal) officials believed that developing a housing stock occupied by owners would create a culture of investment in the neighborhood, thus eradicating the current unsafe conditions present in Westwood.

Ecstatic about the prospect of creating a "new" community, city officials rushed to adopt a local policy giving them the authority to raze and rebuild the Westwood neighborhood. Officials did not seek the opinion of Westwood residents as they believed everyone would be in favor of a new, safer neighborhood where people could own their first homes.

A press conference was held at city hall to announce the good news. Word of the press conference and proposed actions quickly spread to the Westwood neighborhood.

While residents had heard rumors that the city was going to do something to try and redevelop the neighborhood, many expressed shock that the plan was really going to happen. Several residents were quoted by the press as saying: "Where is my family going to live now? The city is throwing us out of our homes!"

As news about the city's plan spread, residents in Westwood took action. Several local church leaders formed an advocacy group that vowed to fight razing the neighborhood. An attorney was recruited who told the group that if they organized and fought the city, the policy may not be adopted.

Residents quickly began recruiting peers to fight the proposed policy. In response to growing citizen concern, the city scheduled a public meeting at the Westwood community center. Most council members felt confident that once residents learned about the plan, they would be pleased with the city and support it.

As city officials arrived at the community center, they were shocked. The entire center was packed to capacity and many residents waited outside unable to get a seat. Several of the council members were heckled by residents as they tried to enter the community center. This action prompted a heated exchange of words between two council members and citizens.

Local police quelled the disturbance with verbal warnings.

As city officials entered the community center, they were met by an unfriendly crowd. More verbal exchanges occurred. Again, police had to make a presence and issue verbal warnings.

The meeting finally was held, but it was clear that residents wanted no part of the city's plan. Those who managed to speak above the noise of the crowd expressed rage that the city would just pass a law allowing their homes to be torn down.

City officials left the public meeting frustrated and determined to do what they believed to be right for its citizens. Unfortunately, now they are divided on what course of action to take next.

ACTIVITY 4.2

Preparing for the Issue Resolution Process — Grady County

Purpose

To identify and prepare for stakeholder concerns that may challenge the resolution process for the policy proposed to address the specific risk selected in Activity 2.2 and developed in Unit 3. This activity prepares for Activity 4.3 when the proposed policy is being heard and is open for comment before the Grady County Council.

Directions

1. It is assumed that the proposed policy for Grady County has been reviewed by council. The council has placed the proposed policy on its agenda so public input (which includes council discussion) is made possible.

2. You will be divided into the following groups based on your assigned roles given at the end of Day 1.

    a. Council members.

    b. County administrator and agency heads.

    c. Grady County business interests.

    d. Grady County citizens' groups.

3. Each table is to prepare a written summary of their assigned group's concerns regarding the proposed public policy from Unit 3. Groups are free to write a single combined summary or a summary from each of the group constituents. Each table should select a representative to present their concerns as testimony before the Grady County Council and accept questions from the council members. The written summary is to be provided to the class instructor and will be used as submitted testimony in Activity 4.3. Sixty minutes are allotted for this action.

4. Financial data can be found in the following table.

5. When groups have completed their work, reconvene the class and have each team report their summary of concerns to the class at large. Thirty minutes are allotted for this action.

GRADY COUNTY FINANCIAL DATA

Annual Costs	
Motor Pool assumptions (from Fleet Mgmt data)	
Replacement costs/yr for 6 year cycle	$ 4,200
Maintenance costs/yr	$ 950
Fuel costs/yr based on 20K	$ 1,500
Rental vehicles (2 months @ $900 month)[A]	$ 1,800
Equipment and communications service assumptions	
phones/lines	$ 720
smart phone & service	$ 870
Laptop wireless access	$ 780
Equipment and furnishings replacement assumptions	
Misc. furnishings for 6 year cycle	$ 690
Desktops for 3 year cycle	$ 925
Tablet PC for 3 year cycle	$ 770
Small tools wear, tear & loss for 3 yr cycle	$ 1,400
Training, Certification & Professional Development	
Continuing education - 1 class/year/inspector	$ 1,000
Initial certification training	$ 2,000
Association membership	$ 420

Footnotes

[A] Cost for rental cars due to planned and unplanned maintenance

[B] Cost for rental cars are included because of the delay between ordering and delivery.

Annual Costs					
Space calcs	**ft²**	**positions**	**WorkYears**	**$ / ft²**	**total/yr**
Supervisor	144	1	1	$17.50	$ 2,520
Employee	90	1	1	$17.50	$ 1,575
AdminSpec I	63	1	1	$17.50	$ 1,103
Fiscal Asst.	63	1	1	$17.50	$ 1,103
Admin Aide	63	1	1	$17.50	$ 1,103
Circulation	30%				

One-Time Only Operating Costs	
Facilities & Equipment	
Systems furniture-each	$ 3,300
chairs	$ 270
Desktops	$ 2,750
Tablet PC	$ 2,300
vehicle mount	$ 675
desktop mount	$ 475
small tools	$ 4,200

Capital Outlay Costs	
Motor Pool assumptions	
Incremental cost (initial purchase)	$ 21,000
Vehicle equipment (radio & warning equipment, etc.)	$ 7,500
Rental Cars[B]	$ 2,700

ACTIVITY 4.3

Issue Resolution Process — Grady County

Purpose

To conduct a simulated issue resolution process for the policy proposed for adoption in Grady County.

Directions

1. This is a large group activity that requires everyone to assume assigned roles and participate in a simulated public meeting and issue resolution process. Those members from a table not assigned to a representative role should advise the representative on questions that come from the council members.

2. Group representatives will provide testimony before the Grady County Council. Testimony will match the concerns developed in Activity 4.2. You should assume a demeanor and hold opinions that match what was described in the profiles of Grady County.

3. Time will be allowed for groups to caucus before the meeting.

4. One of the instructors or the National Fire Academy (NFA) training specialist will assume the role of mayor and facilitate the meeting.

5. The room will be arranged so that the mayor is sitting in front of the class with council members on each side. The county scribe will be positioned at the end of one of the council tables. There should be a seat in the middle of the room designated for whoever is addressing the council with public remarks. The rear of the classroom should be set up in a gallery arrangement.

6. The benefit of this activity can only be realized if everyone takes his or her role seriously and fully participates.

7. You are encouraged to reflect on your past experiences when playing your assigned role.

8. Instructor may add roles such as concerned citizens; additional lobbying groups; people that have been involved in incidents; etc.

9. It is assumed that the proposed policy for Grady County is next on the council's agenda. The mayor will ask the county scribe to summarize the proposed policy. The mayor should then facilitate discussion and concerns from the council members and the public comments from stakeholder representatives will follow. All public commentators must state their name and organization being represented prior to offering their opinions. Council members should ask pertinent questions of stakeholders and make recommendations to the mayor for changes to the proposed policy based on the testimony provided by stakeholder representatives. The county scribe will take notes on council recommendations. The notes will be used in Activity 4.4 to revise the proposed policy.

10. Ninety minutes are allotted for the activity and 30 minutes for a debriefing period.

Roles of Participants and Groups

Grady County Elected Officials

Mayor Taylor — Instructor or NFA training specialist

County Scribe

Councilwoman Blake

Councilman Hager

Councilman Cortez

Councilman Matthews

County Administrator and Department Heads

County Administrator Faith

Fire Chief Walker

Police Chief Watson

Health Department Officer Haines

School Superintendent Pike

Elementary School Principal (has lost eight students in five years to incidents)

Grady County Utilities Department Head

Grady County Business Concerns

Representative of Working for Everyone's Benefit (WEB) (retirees)

Representative of Comet Energy

Representative of BFT Intermodal

Representative of Farming's Friend

Grady County Citizens' Groups

Representatives from neighborhood associations in Census Tracts 1, 2 and 3 (three people)

Several farmers from Census Tract 4

Members of Healthy Grady coalition

Concerned Citizens (worried about…)

Parents who have lost children or loved ones to incidents

Citizen who comes and speaks at all meetings

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III. REFINE THE POLICY PROPOSAL THROUGH NEGOTIATION AND COMPROMISE



A. Consider negotiation and compromise strategies.

1. Depending on the emotions and the parties involved, sometimes it may be appropriate to make a compromise that would appeal to stakeholders.

   a. You may feel very strongly about the policy and not willing to make any changes, but this can be very devastating to the entire process if the AHJ is not willing to exhibit any flexibility.

   b. Use a strategic approach to negotiations and compromise.

   c. Begin any negotiations by making sure all parties agree that the core objective is relevant.

      - Identify any and all areas where there is agreement. It is always easier to begin negotiation from points of common ground.

      - Identify areas where the differences are not that far apart.

      - Identify areas where the differences are furthest apart.

2. In most cases, negotiation and compromise will be a necessity and will be expected by local politicians, management, and the community.

3. A **soft approach** to negotiation refers to being generally more willing to trust other stakeholders and make concessions based on honest, open communication.

REFINE THE POLICY PROPOSAL (cont'd)

- A **hard approach** is the opposite.
- There will be parts of the policy that the AHJ may be willing to compromise, and there will be components that are non-negotiable.

Slide 4-20

4. A **hard approach** is the opposite. It means keeping a hard line, being unwilling to make concessions, and keeping one's own intentions secret.

5. When negotiating and compromising over a new policy, there will be parts of the policy that the AHJ may be willing to compromise and make changes to suit the opposing stakeholders. Conversely, there will be components that are non-negotiable.

REFINE THE POLICY PROPOSAL (cont'd)

- AHJ should consider the following questions:
  - -- What is the core objective or issue that the policy tries to correct?
  - -- Are there alternative means to accomplish the objective?
  - -- Do these alternative means require compromise?
  - -- Are there alternative means of reaching the objective?
  - -- Are we willing to compromise?

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6. The AHJ should consider the following questions when considering a compromise:

   a. What is the core objective or issue that the policy tries to correct?

   b. Are there alternative means to accomplish the objective?

   c. Do these alternative means require compromise?

   d. Are we willing to compromise?

REFINE THE POLICY PROPOSAL (cont'd)

- AHJ should consider the following questions:
  - -- What sections are we willing to compromise on?
  - -- How will it affect policy?
  - -- Will it affect costs and deadlines?
  - -- Could it cause a "domino" reaction?

Slide 4-22

e. What sections of the policy are we willing to compromise on?

f. How will compromise affect the policy?

g. How will compromise affect costs?

h. Will compromise affect any deadlines?

i. Will compromise cause a domino reaction?

REFINE THE POLICY PROPOSAL (cont'd)

- Follow-up with stakeholders.
  - Research.
  - Approval.
  - Who.
  - Affect.
  - Timing.
  - Questions given.
  - Method.

Slide 4-23

B. Follow-up with stakeholders.

The AHJ should always provide follow-up communication when stakeholders have requested more information or clarification on a topic. The following should be completed before a follow-up to issues is given:

1. Research — Investigate to see if any change or compromise is warranted.

2. Approval — Changes would have to be approved through the chain of command.

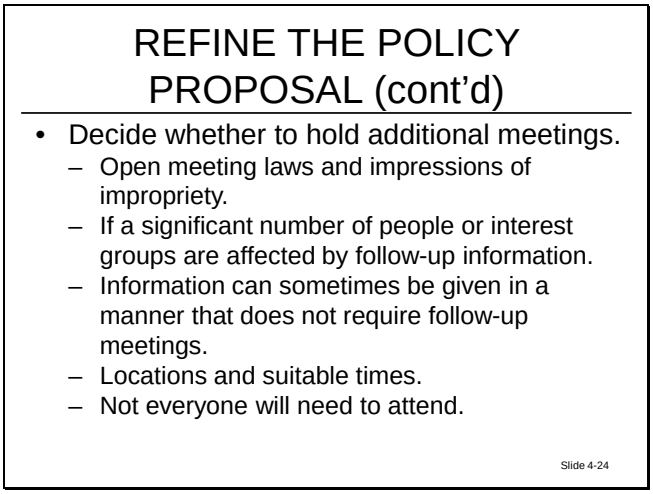
3. Who — The liaison for interest groups should be the contact person and he or she would follow-up with the individuals of the group.

4. Affect — Consider how the stakeholder or group will react to your response and how it will affect them. Prepare yourself for a variety of responses and emotions.

5. Timing — Response time should be reasonable. The sooner the better.

6. Questions given — They should be documented with responses that will be given and signed off on by the chain of command.

7. Method — In what manner will the response be given (written, email, phone call, or additional meetings)?



C. Decide whether to hold additional meetings.

1. Keep in mind any legal open meeting requirements and avoiding the impression that negotiations are being held in secret when meeting with stakeholders.

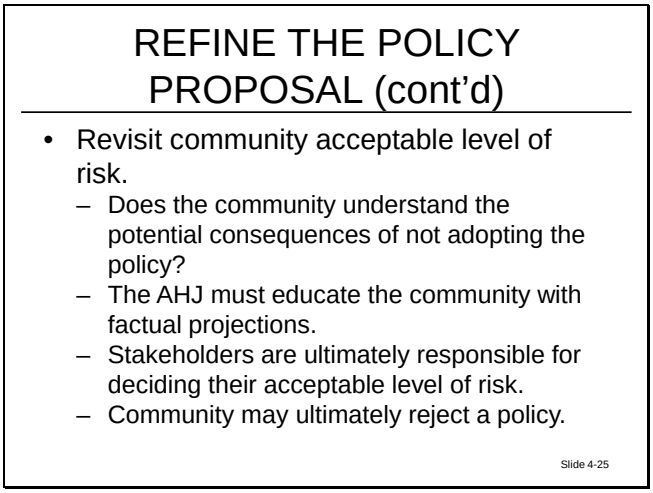
2. Additional meetings will be required if a significant number of people or interest groups are affected by follow-up information that requires a feedback. Ask public if additional meetings are needed.

3. Information can sometimes be given in a manner that does not require follow-up meetings.

Example — The issues or follow-up information only affects a few individuals or groups or another meeting is not desired by the individual or groups. In these cases, you may be able to conduct one-on-one informal meetings or contact them by phone, in writing, or by email.

4. Locations and suitable times will need to be determined if additional meeting are needed. The location and time should best suit the target audience.

5. Not everyone will need to attend follow-up meetings. Only individuals or groups that have requested follow-up information will need to be invited.



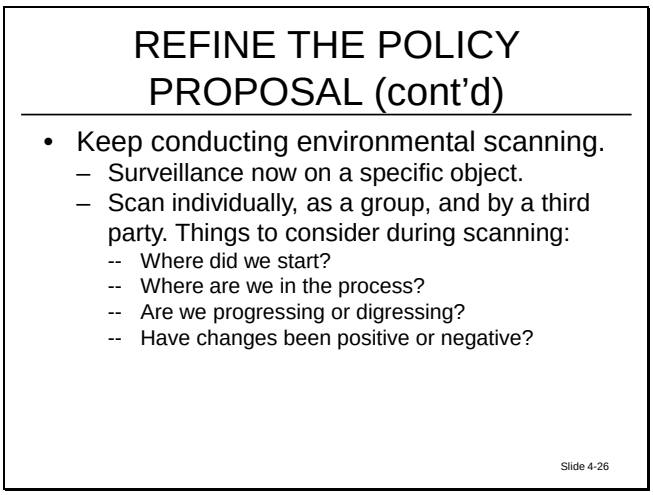
D. Revisit community acceptable level of risk.

1. If the policy is designed to reduce risk, is it supported by the community (why or why not), and do they fully understand the potential consequences if the policy is not adopted?

2. The AHJ must educate the community with factual projections of what vulnerability to risk will either remain or develop if the proposed policy is not approved.

3. Stakeholders are ultimately responsible for deciding their acceptable level of risk.

4. Unfortunately, a community may reject a policy that will save lives because of the costs associated with its application.



E. Keep conducting environmental scanning.

Recall from Unit 2 that environmental scanning is the careful monitoring of an organization's internal and external environments for detecting early signs of opportunities and threats that may influence its current and future plans.

1. In comparison, surveillance is confined to a specific objective or a narrow sector.

   This has also been described as an overhead view of the policy or procedure to check the direction it may be headed. This allows you to step back from the process and make sure that everything is still on course and heading in the right direction.

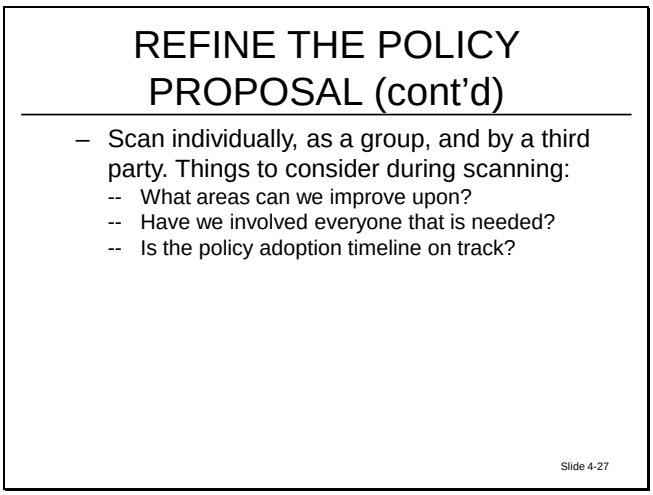
2. The scan should be completed individually, as a group, and by a third party that is neutral to the process. This will look at the process from totally different angles, different perspectives, and thought processes. Things to consider while completing the scan include:

   a. Where did we start?

   b. Where are we in the process?

   c. Are we progressing or digressing?

   d. Have changes made been positively or negatively?



e. What areas can we improve upon?

f. Have we involved everyone that is needed to be involved?

g. Is the policy adoption timeline on track?

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ACTIVITY 4.4

Negotiation and Compromise — Grady County

Purpose

To simulate the negotiation and compromise process to reach a mutually acceptable new language for the proposed public policy heard before the Grady County Council.

Directions

1. This is a large group activity that requires you to participate in a simulated negotiation process to reach an agreement on a revised policy language.

2. You will assume the stakeholder roles and representative roles assigned during Activity 4.2 and Activity 4.3.

3. The county administrator will facilitate the negotiation process and control speakers and proposals. The county administrator will prepare a new language as the stakeholder representatives present their recommendations for changes.

4. The county scribe will document the compromise language into the correct legislative format provided in Unit 3. The county scribe will begin the process by reviewing the recommendations from the Grady County Council.

5. Groups will be given 10 minutes at the start of the exercise to prepare initial recommended changes to language contained in the proposed public policy.

6. The representative from each assigned group is the only person allowed to propose new language. Other members of the group will provide advice to the representative. Each representative will have four minutes each time they are called upon to make recommendations. In that time, recommended language and justification should be provided.

7. The instructor will emphasize that the benefit of this activity can only be realized if everyone takes their role seriously, participates in all components, and negotiates in good faith.

8. Reflect on your past experiences when playing your assigned roles.

9. Compromise language must be agreed upon by the end of the activity. This is a graded assignment and everyone rises or falls together.

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IV. POLICY ADOPTION

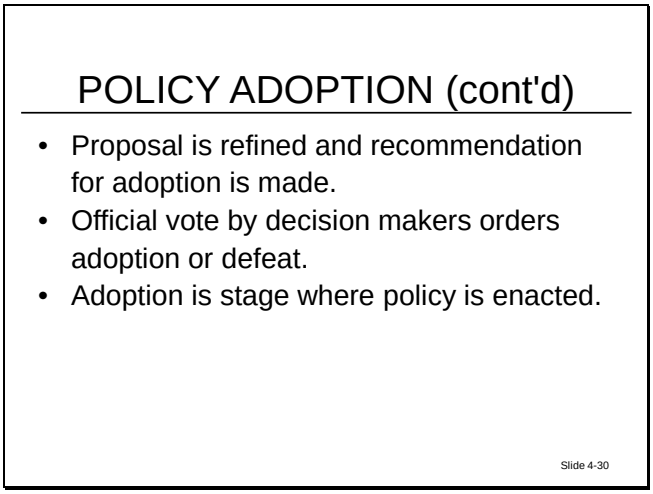


A. The issue resolution process for a public policy is often not a simple endeavor.

B. Facilitating a democratic issue resolution process allows stakeholders, and the public at large, to have influence over adoption of a public policy. We are the agents of democracy.

C. This process may take months or even years, in some cases. It is not unusual for public policies to have multiple failures before adoption. This is part of the educational process and agenda setting.

D. It may also entail a series of negotiations and compromises between those who propose the policy and stakeholder groups that are in opposition.



E. As part of the resolution process, the proposed policy is refined and recommendation for adoption is made to the governing body.

F. At some point, an official vote by decision makers orders the policy adopted or defeated.

G. Adoption is the stage when the policy is enacted or brought into force.

GRADED ACTIVITY 4.5

Preparing for the Issue Resolution Process — Home Community

Purpose

To develop a strategy to address stakeholder concerns that may challenge the resolution process for the policy proposed for their home community.

Directions

1. You should assume that the proposed policy for your home community has been reviewed by council. The council has placed the proposed policy on its agenda so public input (which includes council discussion) is made possible.

2. Please identify which stakeholders (elected officials included) may have concerns that could challenge the resolution process for the proposed policy and what those concerns might be.

3. Once the list has been established, prepare a strategy of how the particular stakeholders' concerns should be addressed when it comes time for the public meeting.

4. This activity is to be processed during allotted class time and during the evening. Peer collaboration is encouraged.

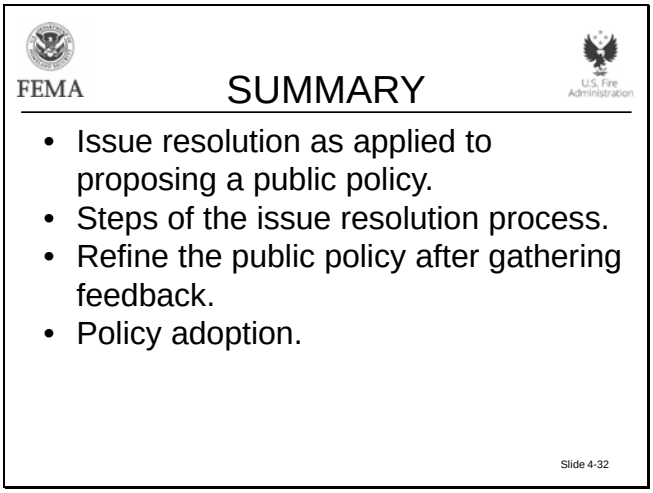
5. This activity should be word processed.

6. Refer to your Student Scoring Dimension Guide for this activity so you know how the activity will be graded.

7. Attach your assignment to the Student Scoring Dimension Guide and turn into your instructors for grading.

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V. SUMMARY


FEMA
SUMMARY
U.S. Fire Administration
• Issue resolution as applied to proposing a public policy.
• Steps of the issue resolution process.
• Refine the public policy after gathering feedback.
• Policy adoption.
Slide 4-32

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UNIT 5: POLICY IMPLEMENTATION AND APPLICATION

TERMINAL OBJECTIVE

The students will be able to:

5.1 Develop an implementation and application plan for a newly adopted public policy.

ENABLING OBJECTIVES

The students will be able to:

5.1 Analyze potential implementation options for a new or modified public policy.

5.2 Develop a strategy to educate stakeholders and customers about the implementation of a new or modified public policy.

5.3 Explain the difference between implementation and application of a policy.

5.4 Select and train team members to provide good customer service.

5.5 Implement and apply public policy.

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FEMA

U.S. Fire Administration

UNIT 5: POLICY IMPLEMENTATION AND APPLICATION

Slide 5-1

TERMINAL OBJECTIVE

Develop an implementation and application plan for a newly adopted public policy.

Slide 5-2

ENABLING OBJECTIVES

- Analyze potential implementation options for a new or modified public policy.
- Develop a strategy to educate stakeholders and customers about the implementation of a new or modified public policy.

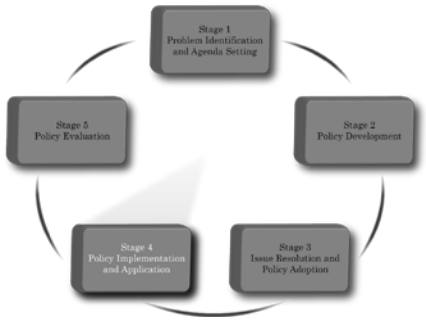
Slide 5-3

ENABLING OBJECTIVES (cont'd)

- Explain the difference between implementation and application of a policy.
- Select and train team members to provide good customer service.
- Implement and apply public policy.

Slide 5-4

PUBLIC POLICY DEVELOPMENT CYCLE



Slide 5-5

I. IMPLEMENTATION AND APPLICATION OF NEW PUBLIC POLICY

IMPLEMENTATION AND APPLICATION

- Policy has been adopted and is ready to be implemented.
- Stakeholders should be viewed as customers.
- Community must understand:
  - Policy.
  - Implementation date.
  - Phase-in period.
  - Application time.

Slide 5-6

A. This unit assumes that the policy has been publicly adopted and is ready to be implemented and applied into the community.

B. Stakeholders who will be affected by the policy should be viewed as customers who will be receiving a level of service provided by the authority having jurisdiction (AHJ).

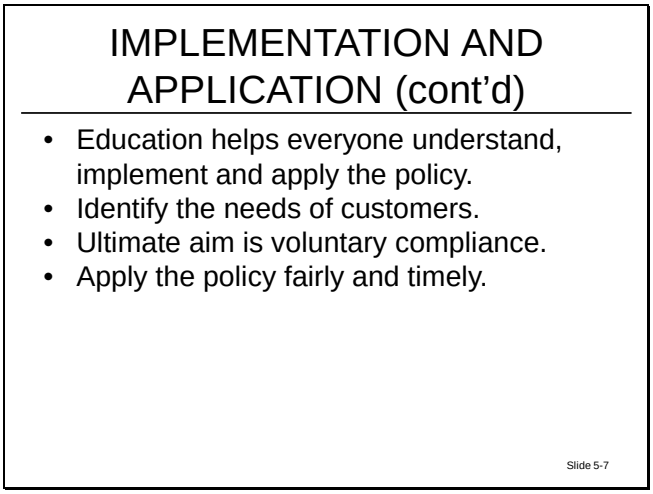
C. The community must understand:

1. The policy.

2. Its implementation date.

3. The phase-in period.

4. When application (enforcement) will begin taking place.



D. Education will help everyone to better understand, implement and apply the components of the policy.

E. When implementing and applying a new or modified public policy, it is critical to identify the needs of our customers, so we can assist them in compliance with the policy.

F. The ultimate aim in this process is to achieve voluntary compliance within the community.

G. Once the policy is implemented, it must be applied fairly, timely and enforced when necessary.

II. IMPLEMENTING PUBLIC POLICY



A. Implementing public policy.

1. Policy implementation is what happens **after** a proposed policy becomes law.

2. It entails laying the groundwork to be able to apply and enforce the policy.

3. In this stage, you will need to ensure that the community is prepared for the impact of the new policy.

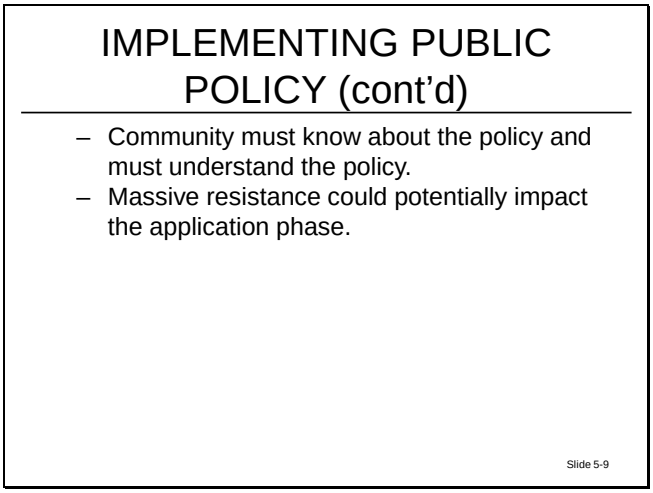
4. Preparation will require consideration of how the community may require assistance with conforming to standards included in the policy.

5. Taking time to prepare to assist customers with their needs should help ensure a smoother transition from the implementation phase to the applying and enforcing phase.

6. Significant resources are invested to advance a policy to the implementation phase.

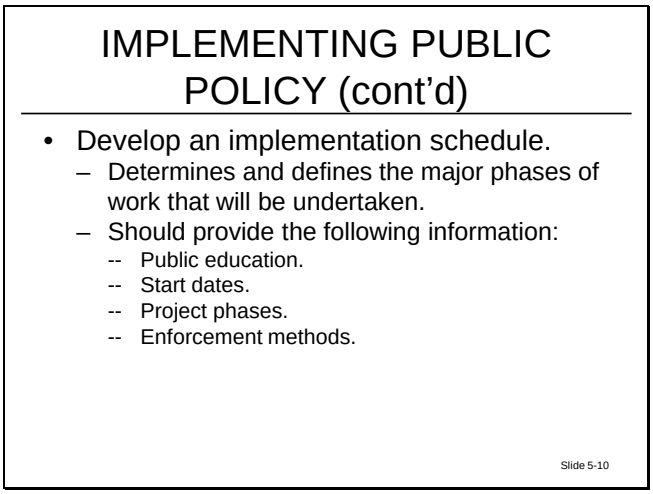
   a. Still, the majority of the community will have had little (if any) involvement with its development.

   b. Broad-based public education is the most important component of the implementation phase of the process.



7. If the community does not know about or understand the policy, it **may** not appreciate or accept its enforcement component.

8. Massive resistance from stakeholders and the community at large could potentially impact the application phase of a new or modified policy.



B. Develop an implementation schedule for the policy.

1. The implementation schedule determines and defines the major phases of work that will be undertaken to achieve the desired policy objective.

2. The implementation schedule should provide the following information in a clear, easy-to-read format:

a. Public education — Educating the community and personnel on the need for and benefits of the new or modified policy.

b. Start dates — When the policy will be implemented, applied and enforced.

c. Project phases — If the policy is going to be phased in over a period of time by district or locations or if parts of the new policy will come into effect at different dates, this should be public information.

d. Enforcement methods — How will compliance be gained (criminal or civil actions), and how will compliance be verified (mandatory or voluntary inspections)?

IMPLEMENTING PUBLIC POLICY (cont'd)

- Sequence the implementation stage.
  - Step 1 — Awareness campaign.
    - This will ensure that the public is aware of the new or modified policy. Personnel will be informed concerning the policy, so they can answer questions intelligently from the community.

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C. Sequence the implementation stage.

1. Step 1 — Awareness campaign.

   This will ensure that the public is aware of the new or modified policy. Personnel will be informed concerning the policy, so they can answer questions intelligently from the community.

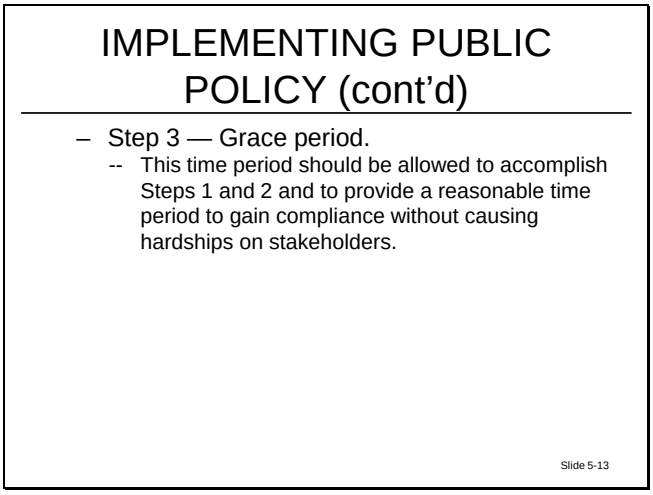
IMPLEMENTING PUBLIC POLICY (cont'd)

- Step 2 — Education.
  - Educate personnel first and community second on the rationale and benefits of the policy.

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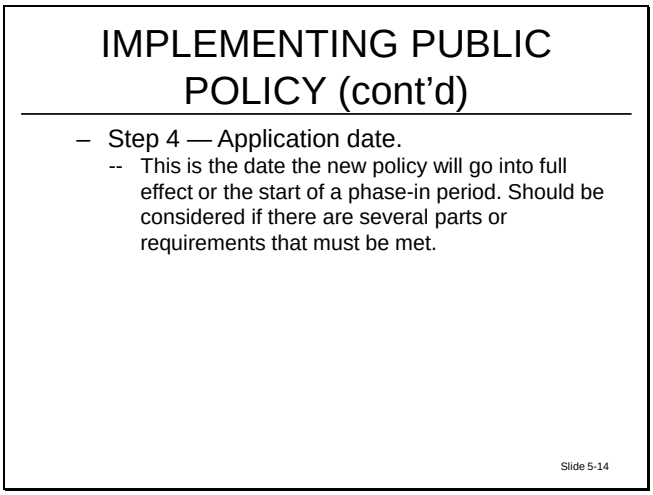
2. Step 2 — Education.

Educate personnel first and community second on the rationale and benefits of the policy. This can be done by interdepartmental training for staff and public service announcements, social media, websites, handouts and brochures, community meetings, and business-related contacts (inspections, medical call, public education events, etc.) for the community.



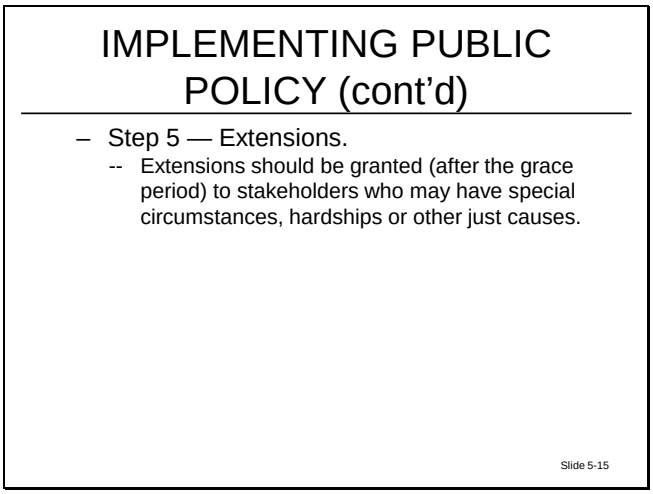
3. Step 3 — Grace period.

This time period should be allowed to accomplish Steps 1 and 2 and to provide a reasonable time period to gain compliance without causing hardships on stakeholders.



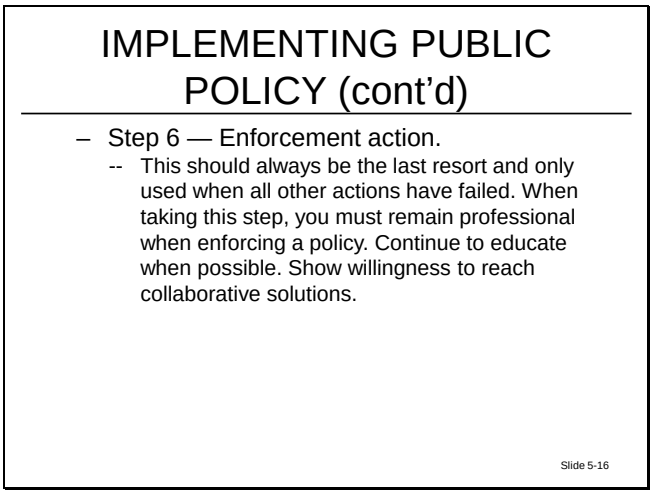
4. Step 4 — Application date.

This is the date the new policy will go into full effect or the start of a phase-in period. The phasing in of a policy should be considered if there are several parts or requirements that must be met. You could allow a certain number of requirements to be met during a specific time frame until full compliance is achieved.



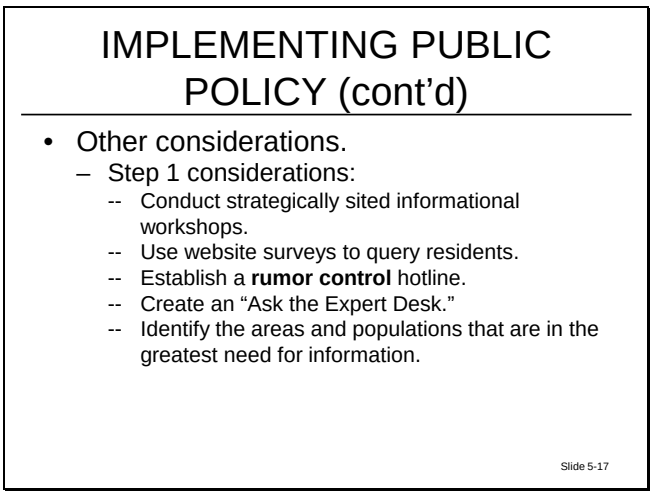
5. Step 5 — Extensions.

Extensions should be granted (after the grace period) to stakeholders who may have special circumstances, hardships or other just causes.



6. Step 6 — Enforcement action.

This should always be the last resort and only used when all other actions have failed. When taking this step, you must remain professional when enforcing a policy. Even during enforcement, continue to educate when possible. Show willingness to reach collaborative solutions.



D. Other considerations during implementation.

Some of the considerations that may be used for each of the steps in the implementation and application plan during the development phase are shown below. This list is not an exhaustive compilation of tasks and many other specific actions could be deployed. Not every item on the list will be applicable to every plan. The complexity of the policy will dictate the depth of the implementation and application plan.

1. Step 1 considerations:

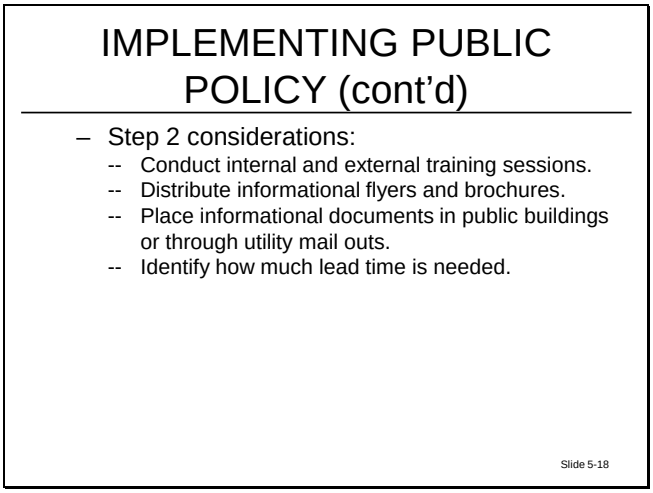
   a. Conduct strategically sited informational workshops to explain the policy and answer questions.

   b. Use website surveys to query residents on their knowledge level of the policy.

   c. Establish a **rumor control** hotline.

   d. Create an "Ask the Expert Desk."

   e. Identify the areas and populations that are in the greatest need for information.



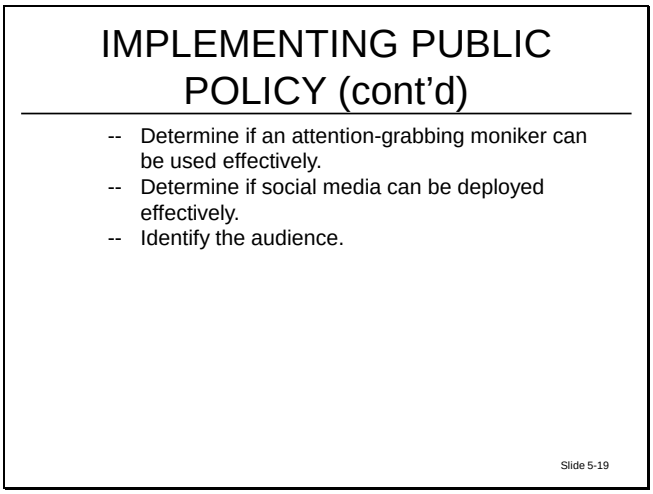
2. Step 2 considerations:

   a. Conduct internal and external training sessions.

   b. Distribute informational flyers and brochures.

   c. Place informational documents in public buildings or distribute them through utility mail outs.

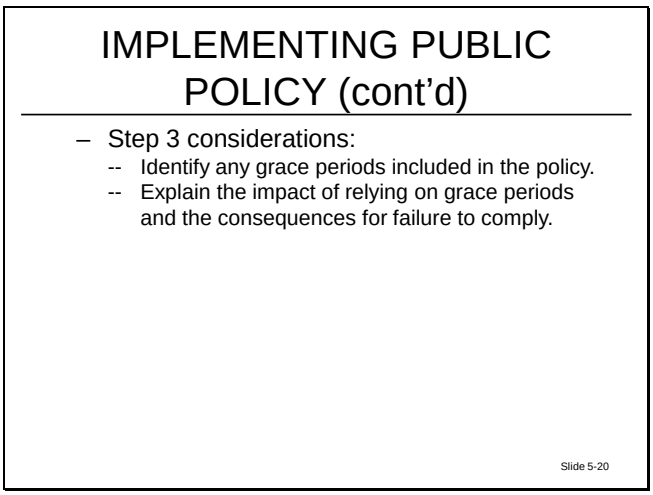
   d. Identify how much lead time is needed.



   e. Determine if an attention-grabbing moniker can be used effectively.

   f. Determine if social media can be deployed effectively to support the policy.

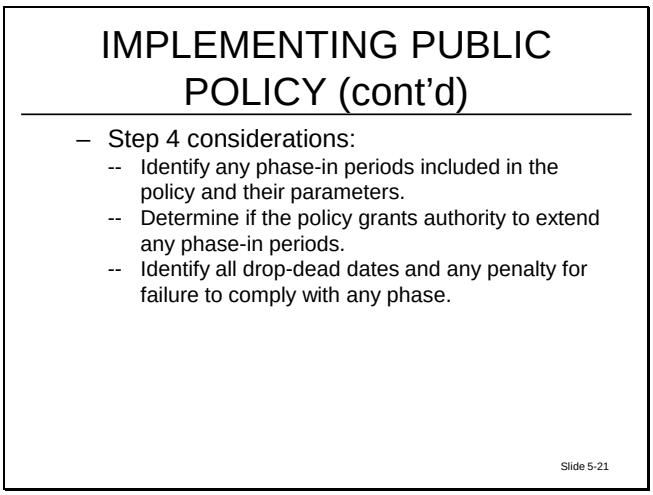
   g. Identify the audience.



3. Step 3 considerations:

   a. Identify any grace periods included in the policy.

   b. Explain the impact of relying on grace periods and the consequences for failure to comply.

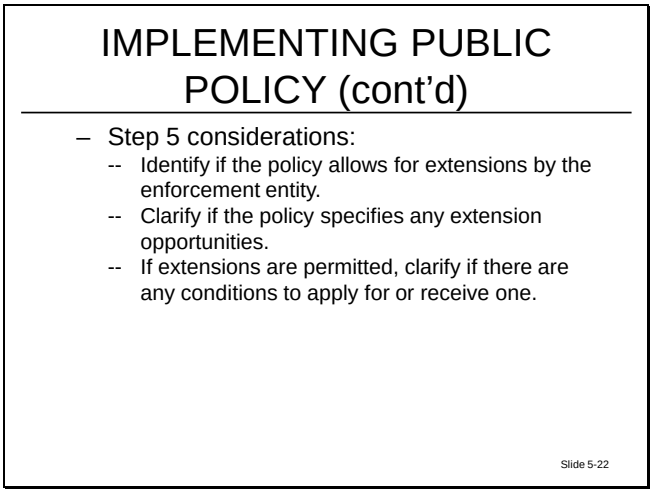


4. Step 4 considerations:

   a. Identify any phase-in periods included in the policy and their parameters.

   b. Determine if the policy grants authority to extend any phase-in periods.

   c. Identify all drop-dead dates and any penalty for failure to comply with any phase.

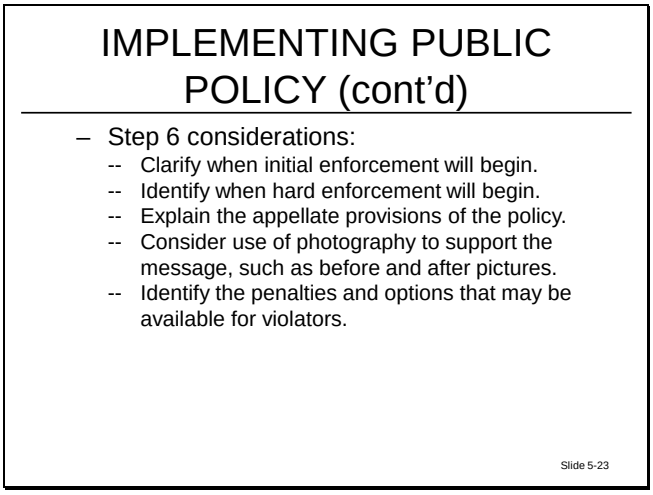


5. Step 5 considerations:

   a. Identify if the policy allows for extensions by the enforcement entity.

   b. Clarify if the policy specifies any extension opportunities.

   c. If extensions are permitted, clarify if there are any conditions to apply for or receive one.



6. Step 6 considerations:

   a. Clarify when initial enforcement will begin.

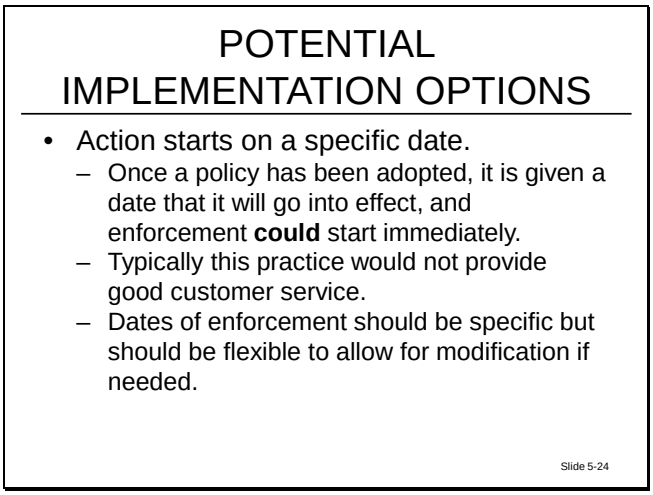
   b. Identify when hard enforcement will begin.

   c. Explain the appellate provisions of the policy.

d. Consider use of photography to support the message, such as before and after pictures.

e. Identify the penalties and options that may be available for violators.

III. POTENTIAL IMPLEMENTATION OPTIONS FOR A NEW OR MODIFIED PUBLIC POLICY



A. Action starts on a specific date:

1. Typically, once a policy has been adopted, it is given a date that it will go into effect, and enforcement or use of the policy **could** start immediately.

2. Typically this practice would not provide good customer service since people often need time to understand the policy and how to comply with its requirements.

3. Dates set for policy application should be specific but also flexible to allow for modifications if needed.

   a. We must keep the community and our personnel informed when dates and times change.

   b. Sometimes time frames will be too stringent, and we will need to adjust accordingly.

POTENTIAL IMPLEMENTATION OPTIONS (cont'd)

- Often urge to rush into enforcement.
- Consider how and when is best.
- Budgets should be considered.

Slide 5-25

4. There is often the urge to begin enforcement of a new policy, especially when it has been a long-drawn-out process to implement.

    a. This methodology may be a mistake and cause delays and setbacks at later dates.

    b. Unless it is an extreme circumstance, most policies would be best served with a realistic schedule of when they will be enforced.

5. Throughout the stages of a new policy, the AHJ must consider how and when implementation will take place.

6. It should be kept in mind that budgets are seldom sufficient to implement all components of a public policy at the same time.

POTENTIAL IMPLEMENTATION OPTIONS (cont'd)

- Phased in over a period of time.
  - Best course of action to take.
  - Complexity will determine phases.
  - Dates to meet goals and objectives should be realistic.

Slide 5-26

B. Phased in over a period of time:

1. Phasing in a new policy will typically be the best course of action to take.

a. This is similar to making payments over a period of time with no interest being attached.

b. This strategy will help the community assimilate and become acclimated to the new policy.

2. The complexity of the policy and number of people impacted will help determine the number of phases that will need to be set.

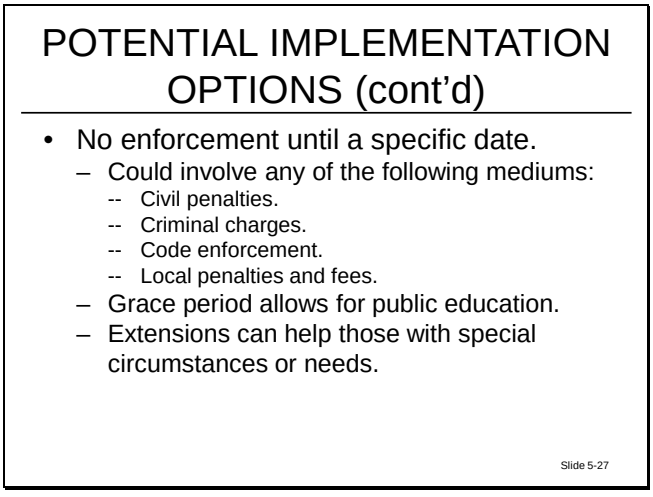
a. Each phase will have goals and objectives to be achieved by a given date.

b. These dates can be and normally are required to be adjusted due to unforeseen obstacles.

3. Dates to meet goals and objectives should be as realistic as possible without over-extending personnel and resources.

a. Unrealistic dates can cause hardships on the community and also result in frustrated personnel who are attempting to apply the policy.

b. Anger and frustration can result in massive stakeholder and public resistance.



C. No enforcement until a specific date:

1. Enforcement of policies could involve any of the following mediums:

a. Civil penalties.

b. Criminal charges.

c. Code enforcement.

d. Local penalties and fees.

2. Giving the community a grace period allows for public education to build a foundation for voluntary compliance with the new policy.

   a. Utilizing this strategy will often result in fewer complaints being generated from those who will be affected by the policy.

   b. A grace period creates a window of opportunity to educate the community on why the policy was adopted and how they can comply.

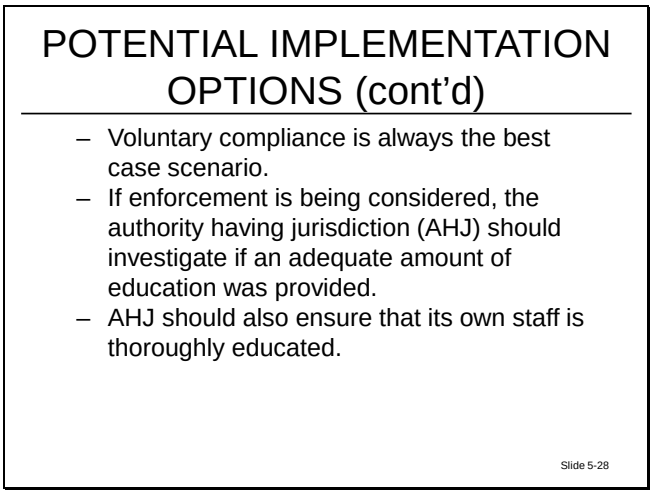
   c. This is not a time to push around newly given authority created by the policy.

   d. The AHJ will need to continue to market the new policy to the community through education to make sure customers understand that enforcement is always going to be the last option taken.

3. Extensions can be granted once enforcement starts. This will assist customers who may have special needs or concerns to be addressed.

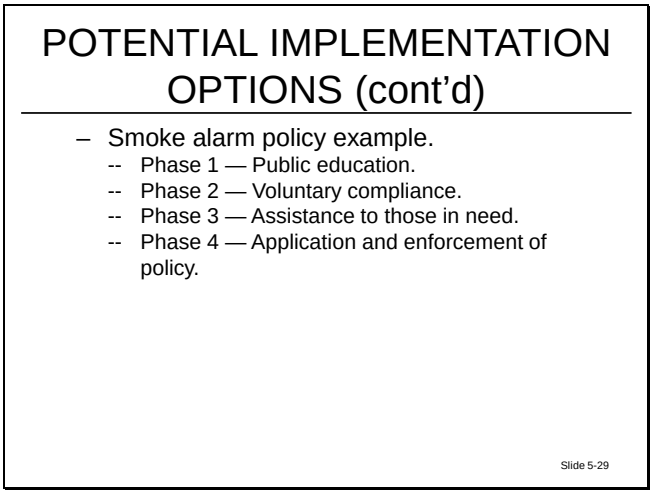
   a. Extensions allow customers (stakeholders) time to comply in lieu of enforcement actions.

   b. This strategy will show customers that the AHJ is willing to work with and assist them whenever possible.



4. Voluntary compliance is always the best case scenario. When education precedes enforcement, the community will be more inclined to understand the need for the policy and hopefully comply without further actions needed by the AHJ.

5. The AHJ should also ensure that its own staff is thoroughly educated about the new public policy prior to enforcement measures being initiated.



6. Here is an example of the phases of an implementation schedule supporting a policy on smoke alarms.

   a. Phase 1 — Efforts are made to make the community aware of the new policy.

      - Provide educational events to the community on the importance of the program, start date, statistics, installation methods, how the policy will be enforced, by whom and when.

      - This can be done through public service announcements, community events, social media websites, and door-to-door campaigns.

      - Information concerning the policy is sent out with water bills. Public service announcements are aired by the media.

      - Outline what actions will be taken to gain compliance when the policy goes into effect (voluntary, incentives, fines and penalties, and/or civil and criminal process).

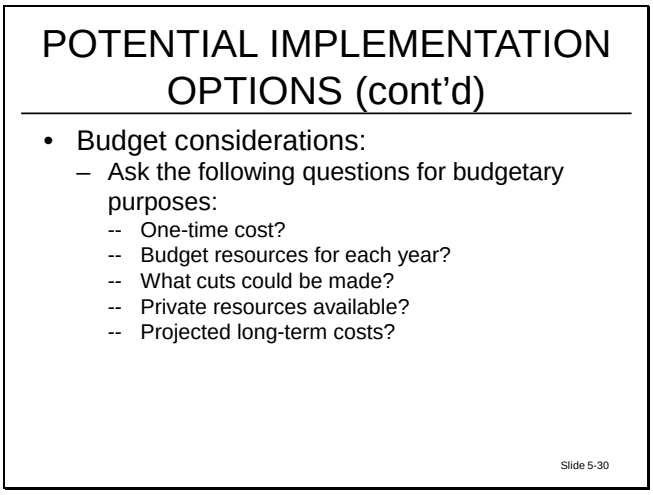
   b. Phase 2 — Voluntary surveys are performed in neighborhoods, and no enforcement actions are taken.

- Residents are educated in-person about the policy.

- If people are not at home, informational brochures and flyers are placed on doors.

c. Phase 3 — Assistance (in the form of free alarms) is provided to low income homeowners at their request through grants or public and private donations.

d. Phase 4 — Application and enforcement of the policy.



D. Budget considerations.

1. A new policy can be taxing on the AHJ's budget. This reality must be considered early on in the policy development process. The policy will be useless if the AHJ can't properly fund the process of implementing and applying it. The involved organizations must ask the following questions for budgetary purposes:

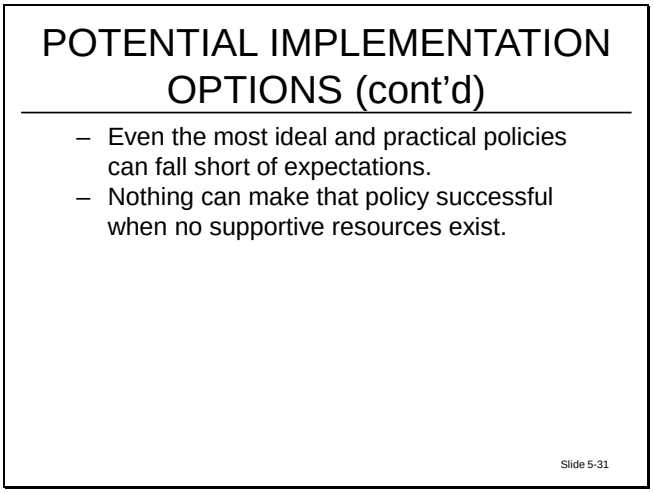
a. Will this be a one-time cost for this budget year? If so, do we currently have the resources to fund its implementation and application phases?

b. Will we need to budget resources each year for policy application?

c. What items may need to be cut to stay within budget, and how will it affect the implementation and application process?

d. Are there private resources or grants that can help fund the effort?

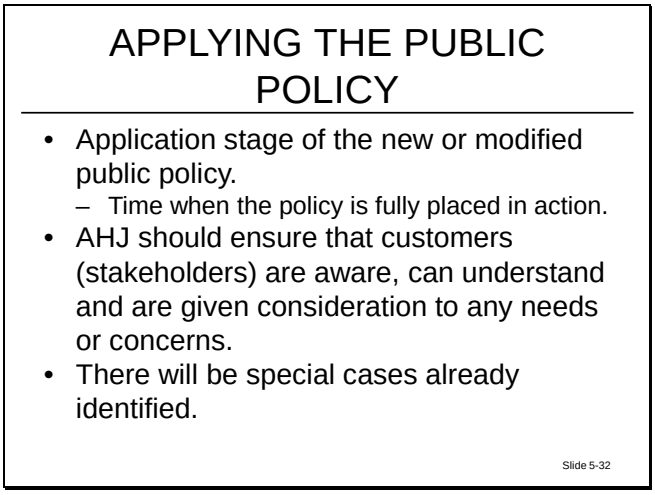
e. What are the projected costs over a given period of time (one, five and 10-year marks)?



2. Even the most ideal and practical policies can fall short of expectations if adequate resources are not available to support it.

3. If the policy is dependent on a certain level of projected funding or participation, nothing can make that policy successful when no supportive resources exist.

IV. APPLYING THE PUBLIC POLICY



A. The application stage is when the new or modified policy is fully placed into action.

1. This could involve enforcement, new actions that will be required to be taken, or a complete change in standards or procedures.

2. Before applying a new policy, the AHJ and community must completely understand what to expect before any action is taken to move forward with the process. All parties should understand the new policy being applied and enforced, actions that will be taken, and how it affects them.

3. Depending on the policy, many people in the community may not fully understand or even be aware of the new policy. Every effort should be made to educate the public concerning the policy and who it will affect before applying full application (enforcement).

4. Applying the new policy and customer service should go hand in hand (especially at first).

B. Before applying the new policy, the AHJ should ensure that customers (stakeholders) are aware of the policy, understand it and are given consideration to any needs or concerns they may have.

Applying a new policy cannot always be enforced equally across the community. It should be enforced fairly, and consideration should be given to the needs and concerns of customers.

C. There will be special cases that will require creativity in applying the policy and to what degree.

Special cases should have already been identified. These include:

1. Financial burden — Consider the financial impact on the community as a whole, individual citizens or business owners.

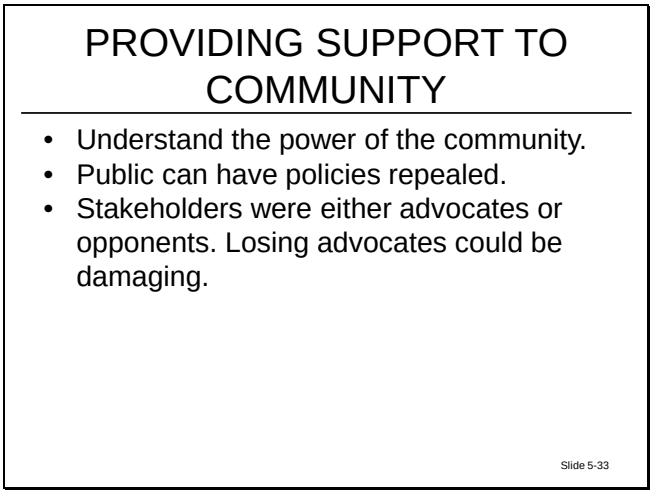
2. Beliefs — How might the policy affect certain group's religious or cultural beliefs?

3. Historic districts — Some historic districts are exempt from new requirements.

4. Education levels — Does everyone have a full grasp on the new policy, or will certain people or groups need additional assistance?

5. Cultures — We will sometimes need to find ways to work around beliefs and lifestyles that people in our community may have.

V. PROVIDING SUPPORT TO THE COMMUNITY

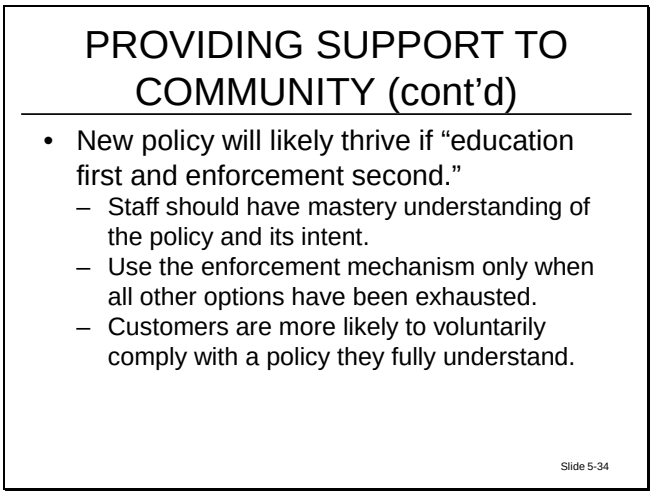


A. When applying public policy, the AHJ must be cognizant of the potential power of the community.

B. If a community perceives that it is being treated unfairly by the AHJ, public pressure could drive a process whereby a public policy is rescinded or repealed.

C. Customers (stakeholders) were either advocates or opponents throughout the stages of the public policy development.

Losing advocates could possibly be one of the most damaging aspects to any new policy.

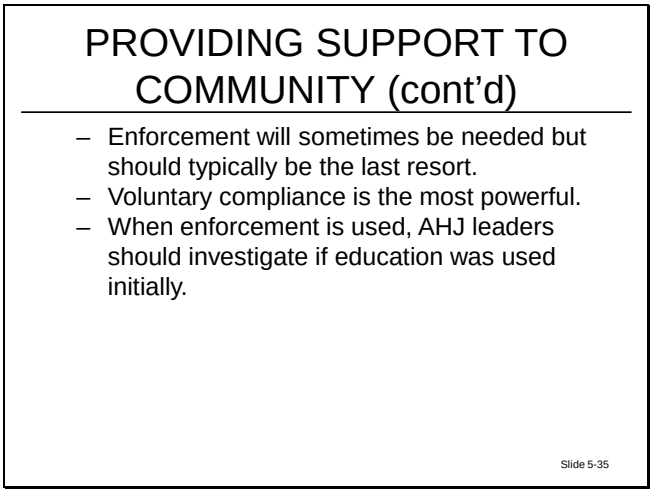


D. The new policy will likely thrive if an "education first and enforcement second" approach is taken.

1. Staff should have mastery understanding of the policy and its intent, so education of customers is accomplished with proficiency.

2. Staff should use the enforcement mechanism only when all other options have been exhausted. This practice will typically keep the policy in place with much less resistance.

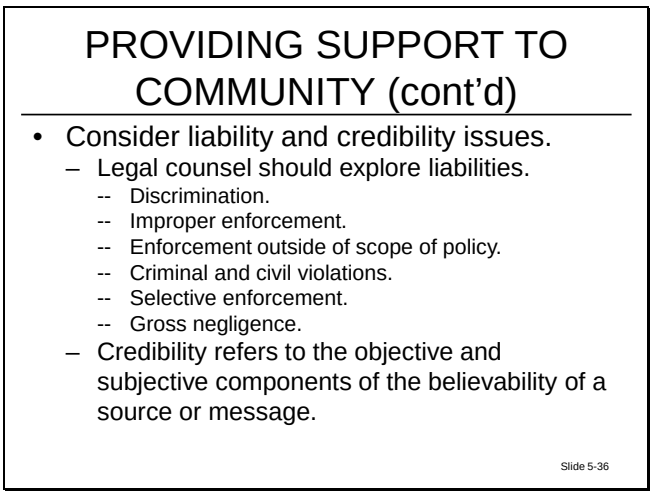
3. Education first — Customers are more likely to voluntarily comply with a policy they fully understand. Make sure that political leaders, community groups, stakeholders and the community in general have a good understanding of the policy.



4. Enforcement second — This will sometimes be needed but should typically be the last resort. Enforcement without education normally only corrects the problem for the short term.

5. Voluntary compliance — This is the most powerful compliance because it will typically show that customers (stakeholders) understand the need for the policy and are willing to comply on their own.

6. When enforcement is used, AHJ leaders should investigate if education was used as an initial compliance strategy or if staff immediately pursued enforcement mechanisms.



E. Consider liability and credibility issues.

1. The following is a list of some of the many items that should be considered when attempting to reduce or minimize an agency's liability:

   a. Discrimination.

   b. Improper enforcement.

   c. Enforcement outside of scope.

   d. Criminal and civil violations.

   e. Selective enforcement.

   f. Gross negligence.

2. Credibility refers to the objective and subjective components of the believability of a source or message.

   a. Agency credibility is something easily lost and hard to regain. You can spend many years building the credibility of your department and lose it in a matter of seconds.

   b. Credibility is similar to a personal credit record; you can spend many years building a good history, but lose it quickly with one unpaid transaction.

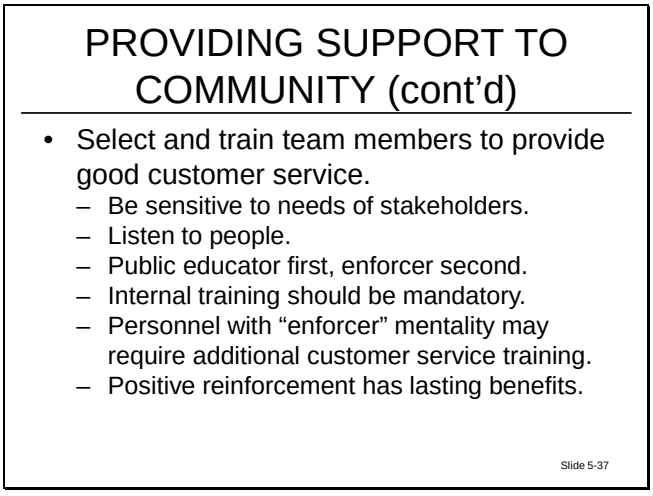
   c. Some ways an agency can lose its credibility over a short period of time include:

      - Dishonesty.

- Hidden agendas.
- Illegal actions.
- Unkept promises.
- Double talk.
- Favoritism.
- Strong arming.

d. Strategies for gaining or maintaining credibility include:

- Honesty.
- Open communication.
- Follow legal requirements and departmental guidelines.
- Only make promises that can be kept.
- Be straight forward.
- Equal treatment.
- Use hard enforcement as a last resort for compliance.



F. Select and train team members to provide good customer service.

1. Being sensitive to the needs of customers (stakeholders) must be a priority.

2. Listening to their concerns and needs will demonstrate the AHJ's intent to work collaboratively and not employ an "enforcement only" approach to compliance.

3. AHJ staff should be trained so that they are public educators first and enforcers second.

4. Internal training on how to communicate with and educate customers should be a **mandatory** component of an AHJ agency.

5. Personnel with "enforcer" mentality may require additional customer service training, or they may not be allowed to take enforcement actions without review and approval from a supervisor.

6. While corrective actions are sometimes needed to keep "enforcers" balanced, most staff will adopt customer oriented behaviors if AHJ leadership creates a culture that supports educating first and enforcing as a last resort.

7. Positive reinforcement results in lasting behavioral modification, whereas punishment changes behavior only temporarily and causes many detrimental side effects.

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ACTIVITY 5.1

Analysis of an Implementation and Application Process

Purpose

To analyze how poor implementation and application of a new public policy can create opposition from citizens.

Directions

1. Individually, you should read the case study.
2. You will be asked the following questions:
    a. Was this a reasonable new policy and why?
    b. What actions could have occurred in lieu of creating a new policy?
    c. What major steps were missed during the implementation and application stages of the policy?
    d. What is the community's perception of the department and the city now?
    e. How could the fire department have better educated the public before applying the policy?
    f. What customer service steps were missed?
    g. What may happen when this department wants to implement another policy in the future?
    h. Did the department lose any credibility?
    i. Could there be any liability issues?
    j. Should the fire department have used monetary means to gain compliance?
    k. How can the attitude of the enforcement staff be changed?
    l. What can be done to boost morale?
3. You will be allotted 60 minutes for the activity.

"Enforcement Town" Marketing and Application Process

Enforcement Town, USA, is a mid-size town on the east coast with a population of 300,000. Their fire department has both suppression personnel and a fire prevention bureau. Both suppression and prevention handle a total of 12,000 fire inspections on an annual basis. The suppression bureau handles the majority of that number (approximately 7,000), and the bureau handles the rest (approximately 5,000). The bureau handles the more complex and timely inspections, and the suppression personnel mainly handle smaller, less technical assignments.

The fire department requires that all violations listed on an inspection be corrected within a given time frame. They keep detailed records of the number of inspections (and reinspections) they conduct on an annual basis.

The department has found that they have to do at least one reinspection for over 50 percent of the businesses they inspect, and another 25 percent require more than one reinspection. Most of the violations they have to go back on are the same violations they find every year. These include fire extinguisher servicing, fire alarm maintenance, emergency and exit light checks, and address numbering deficiencies.

Making repeated trips to the same location numerous times is very costly for the department in fuel, salaries and other resources. For that reason, the fire department decided to implement "Life Safety Fees" for common violations that caused numerous reinspections.

The policy was developed by the fire marshal and sent up the chain of command. The fire chief signed off on the policy and presented it to city management. City management allowed the plan to be presented to the Public Safety Committee.

During the Public Safety Committee meeting, the fire chief and fire marshal gave an excellent presentation that outlined reasons for the new policy and its cost benefits. The committee agreed that the policy may reduce the number of return inspections and recoup resources lost during previous return inspections.

Citation fees were as follows:

- Exit and emergency lighting record — $50
- Fire alarm maintenance — $50
- Address numbers posted — $50
- Fire extinguishers — $50
- Blocked fire exit — $200
- Overcrowding — $500

The policy was approved by the Public Safety Committee and forwarded to city council. City council placed the item on the consent agenda, and it was passed with no opposition. The policy came into effect one month later.

Marketing for the policy included a few public service announcements and limited news coverage. The local newspaper did an article, and a local news network did a five-minute interview with the fire marshal concerning the new policy. Thinking their marketing effort was complete, the fire department was eager and ready to start applying this new policy.

The fire department began applying (enforcing) the policy exactly one month after the adoption, so return inspections could be quickly reduced.

The department provided no staff training on how to enforce the new policy or address customer concerns. Staff were given a citation book and advised to go out and do their jobs. To ensure that the business community was being treated equally, citations were to be issued for any of the listed violations found. No exceptions would be made.

Fire department staff (prevention and suppression) was eager to enforce the new policy. They felt enforcement was absolutely going to be the best way to fix the problem locations that had troubled the organization for years. Many staff had the attitude that "once we begin to get into their wallets, compliance will be a breeze."

Staff began issuing citations and gave no consideration to whether the business owner or manager was aware of the new policy. The fire department staff enforcing the policy looked at it almost as a game as to who issued the most citations for the day. Comments were being made such as, "I issued $500 worth of citations today." Someone else stated, "That is nothing, I issued $1,000 worth of citations before lunch." Staff began to feed off these comments, and each day things became more competitive. The administrative staff was aware of comments being made and the number of citations being issued. Many actually encouraged the attitudes and competition.

After approximately two weeks of applying the policy throughout the community, the phones were ringing briskly at the offices of the city manager, fire chief and the fire marshal. However, they were not with accolades but with complaints from irate taxpayers. Callers stated that they were not aware of the new policy or wondered why the fire department was now citing them for issues that they have dealt with for years at their businesses. Council members were also receiving complaints about the new policy from the business community.

In response to pressure from city council, the city management and the fire chief decided that any citations that had been issued would be voided, and a grace period of one year would be given to educate the community concerning this matter before (and if) the program was allowed to restart.

City management was very upset with how the business community was treated and was not sure if the new policy should be restarted. The fire chief was given the task to develop a plan to show how they could go about reimplementing and applying this policy in a more "customer friendly" way.

Fire department staff (especially the enforcers) were very upset about the policy being rescinded and felt that they were only doing their job. Many stated that city management should try to go out and do inspections without having the enforcement power to **make things happen!**

ACTIVITY 5.2

Create an Implementation and Application Plan — Grady County Public Policy

Purpose

To develop a draft implementation and application plan for a newly adopted public policy that addresses the Grady County risk issue.

Directions

1. You should assume that the public policy addressing the Grady County risk issue has been adopted.

2. Working within your small group, develop a draft of specific tasks that may be included within the implementation and application plan for the policy.

3. Information from the preceding lecture should be used as support when developing the plan.

4. Each small group will be assigned three of the steps that should occur during the implementation stage to prepare the community for application of the new policy.

   a. Groups 1 and 3.

      Step 1 — Awareness campaign, Step 2 — Education, and Step 3 — Grace period.

   b. Groups 2 and 4.

      Step 4 — Application date, Step 5 — Extensions, and Step 6 — Enforcement action.

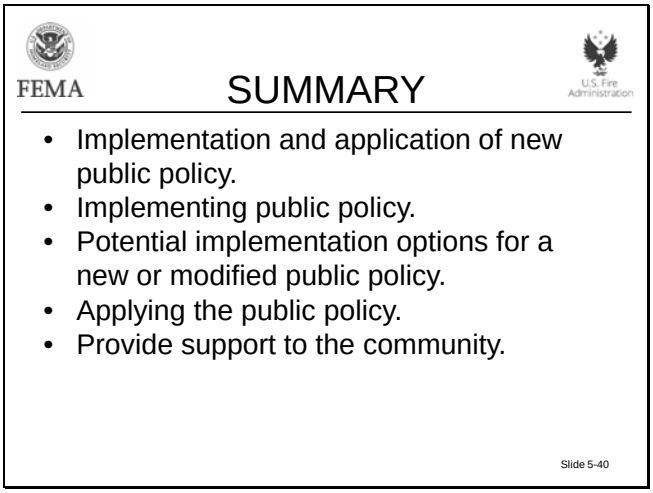
5. Each small group should create a bulleted list of actions they are recommending. You will be allotted 45 minutes for these actions.

6. The class will then reconvene and each group will provide a five-minute summary of their recommendations. You will be allotted 20 minutes for this task.

7. Next, the class at large should suggest a final list of recommendations that would offer the most value to the implementation and application plan. You will be allotted 25 minutes for this task.

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VI. SUMMARY


FEMA
SUMMARY
U.S. Fire Administration
• Implementation and application of new public policy.
• Implementing public policy.
• Potential implementation options for a new or modified public policy.
• Applying the public policy.
• Provide support to the community.
Slide 5-40

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UNIT 6: EVALUATING THE EFFECTIVENESS OF PUBLIC POLICY

TERMINAL OBJECTIVE

The students will be able to:

6.1 Evaluate the effectiveness of a public policy.

ENABLING OBJECTIVES

The students will be able to:

6.1 Describe the purpose of evaluating the efficiency and effectiveness of a public policy.

6.2 Apply the four stages of policy evaluation.

6.3 Summarize how to evaluate the implementation and application of a public policy.

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FEMA

U.S. Fire Administration

UNIT 6: EVALUATING THE EFFECTIVENESS OF PUBLIC POLICY

Slide 6-1

TERMINAL OBJECTIVE

Evaluate the effectiveness of a public policy.

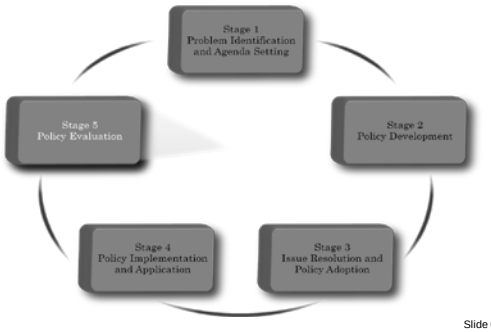
Slide 6-2

ENABLING OBJECTIVES

- Describe the purpose of evaluating the efficiency and effectiveness of a public policy.
- Apply the four stages of policy evaluation.
- Summarize how to evaluate the implementation and application of a public policy.

Slide 6-3

PUBLIC POLICY DEVELOPMENT CYCLE



Slide 6-4

I. PURPOSE OF EVALUATING A PUBLIC POLICY

PURPOSE OF PUBLIC POLICY EVALUATION

- Helps decision makers determine:
  - What is the nature and scope of the problem the policy is attempting to address?
  - What is it about the problem that justifies a new, expanded or modified policy?
  - What are the feasible policy interventions?
  - Who are the appropriate target populations?

Slide 6-5

A. Public policies, by intent, are social programs intended to ameliorate a social problem. It is important for decision makers to be able to distinguish between effective, valuable policies and ineffective, unproductive policies. Evaluation will answer the following questions:

1. What is the nature and scope of the problem the policy is attempting to address?

2. What is it about the problem that justifies a new, expanded or modified policy?

3. What are the feasible policy interventions?

4. Who are the appropriate target populations?

PURPOSE OF PUBLIC POLICY EVALUATION (cont'd)

- Is the policy reaching its intended target populations?
- Is the policy being implemented well?
- What are the desired policy goals and objectives?
- Are the costs reasonable compared to the policy effectiveness and results?

Slide 6-6

5. Is the policy reaching its intended target populations?

6. Is the policy being implemented well?

7. What are the desired policy goals and objectives?

8. Are the costs reasonable compared to the policy effectiveness and results?

PURPOSE OF PUBLIC POLICY EVALUATION (cont'd)

- Evaluating the development process can:
  - Identify who the key stakeholders are and where they should fit into the development process.
  - Guide the policy development process, establish milestones, determine appropriate metrics and fix responsibility.
  - Expose challenges.
  - Establish systematic monitoring of implementation and application of the policy.

Slide 6-7

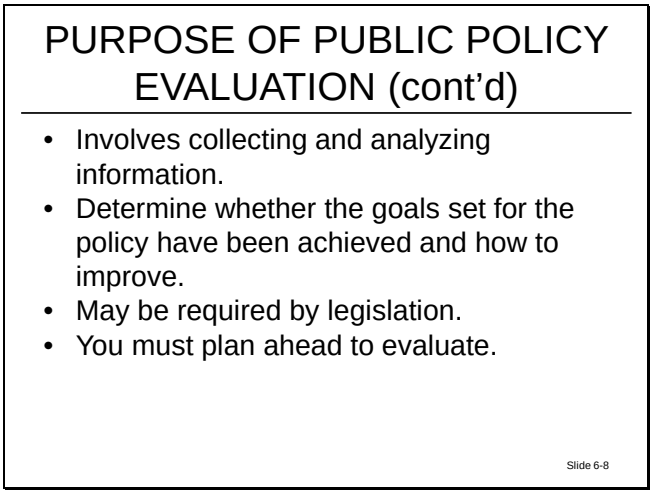
B. Evaluating the public policy development process can:

1. Identify who the key stakeholders are and where they should fit into the development process.

2. Guide the policy development process, establish milestones, determine appropriate metrics and fix responsibility.

3. Expose challenges.

4. Establish systematic monitoring of implementation and application of the policy.



C. Policy evaluation involves collecting and analyzing information about the efficiency, effectiveness and equity of policies, which are uniquely governmental concerns.

D. The purpose is to determine whether the goals set for the policy have been achieved and how to improve policy performance.

E. Evaluation may be required by the legislation creating the policy or by more general legislation, such as sunset laws.

Sunset laws are statutes that require each program to be terminated at some specific time (for example five or 10 years) unless an evaluation leads to a decision to continue the program.

F. In order to conduct an evaluation, it is necessary to plan ahead.

II. PLAN AHEAD FOR EVALUATION

PLAN AHEAD FOR EVALUATION

- Should begin the moment an idea is conceived.
- Planning for each stage of evaluation begins as the policy is being developed.

Slide 6-9

A. Evaluation should begin the moment an idea is conceived for using policy as a component of prevention.

B. Planning for each stage of evaluation begins as a policy is being developed, and no stage is truly complete until the policy is no longer in place.

PLAN AHEAD FOR EVALUATION (cont'd)

- Identify the purpose of the evaluation.
  - Is it to focus on the formative stage, process stage, impact stage, outcome stage or all of the functions together?
  - What is the goal of the policy or program?
  - What does the evaluation need to determine?
  - What assumptions are being made?
  - What resources are needed?
  - What indicators or measures will be used?

Slide 6-10

C. First, it is important to identify the purpose of the evaluation. Questions to ask include:

1. Is it to focus on the formative stage, process stage, impact stage, outcome stage or all of the functions together?

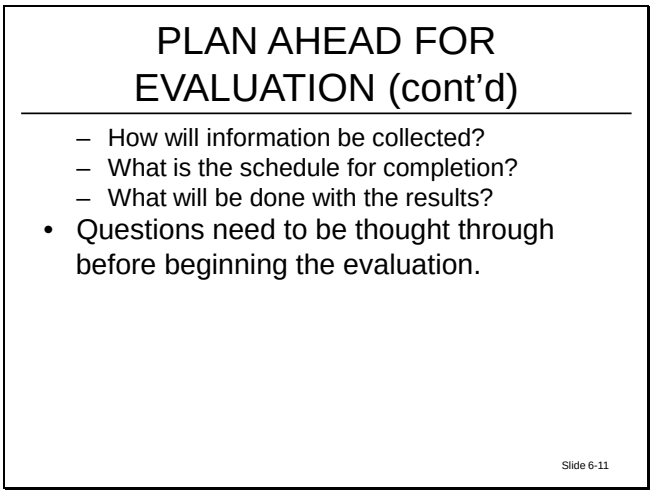
2. What is the goal of the policy or program(s)?

3. What does the evaluation need to determine?

4. What assumptions are being made?

5. What resources are needed?

6. What indicators or measures of performance are going to be used?

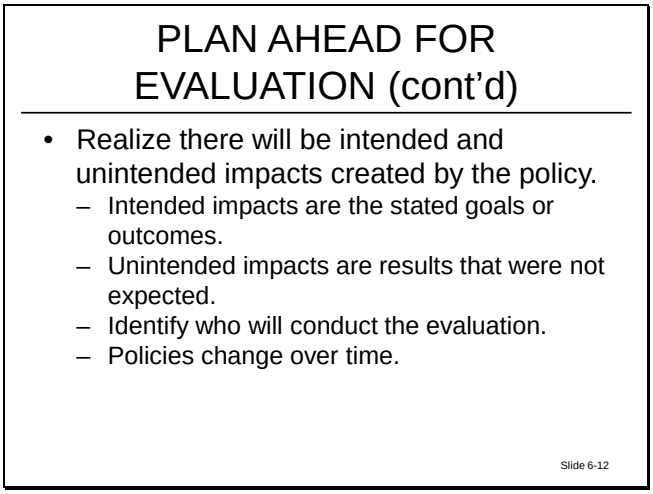


7. How will the information be collected?

8. What is the schedule for completion?

9. What will be done with the results of evaluation?

D. All of the above-listed questions need to be thought through before beginning the evaluation.



E. Recognize that there will be both intended and unintended impacts of a policy.

1. Intended impacts are the stated goals or outcomes of the policy.

2. Unintended impacts, also known as unintended consequences, are results that were not expected as the policy was developed.

   Here are some examples:

   a. Recycling plastics may consume more resources than throwing plastic away.

   b. Raising fuel economy standards results in people driving more.

   c. Increasing trade with China allows more Americans to buy Chinese products, causing American factories to lay off U.S. workers thus increasing U.S. unemployment rates.

3. Identify who will conduct evaluation. Public policy evaluations are inherently political activities. Since public policy is a value-laden decision by influential stakeholders, any evaluation will be subject to scrutiny by these same stakeholders.

   a. Know who is requesting the evaluation, who is conducting the evaluation, what their agendas are, and where their allegiances lie.

   b. Most states have an auditing agency responsible for evaluation or have legislative committees with such responsibilities.

   c. Local governments use a variety of similar agencies.

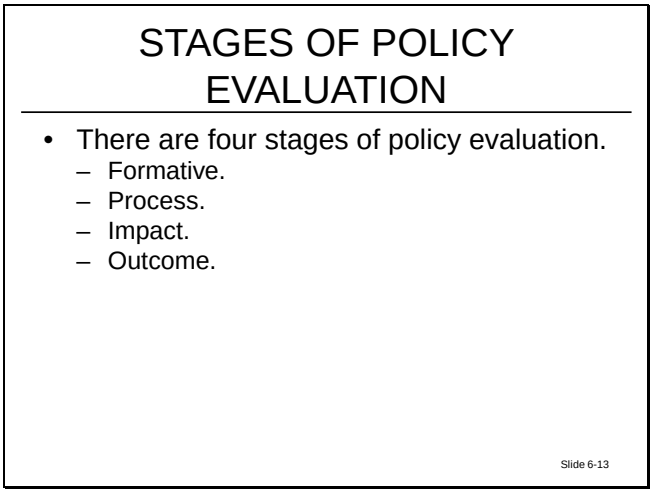
   d. Governments also contract with independent contractors to conduct evaluations.

4. Policies change over time.

   a. Evaluation is used to learn how to improve the policy by making modifications as needed.

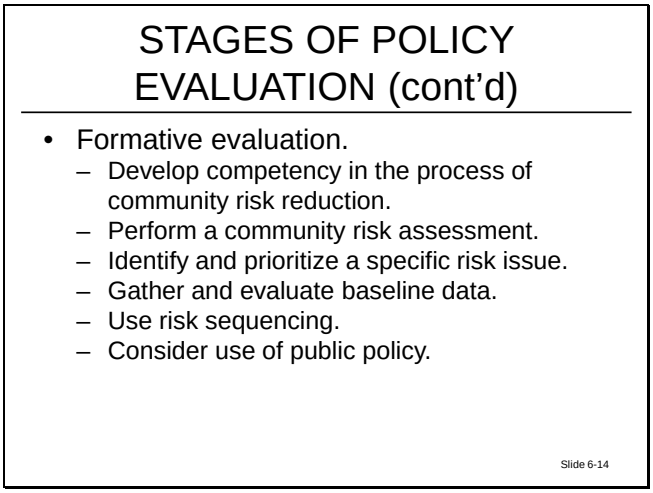
   b. Some policies outlive their usefulness and are terminated.

III. STAGES OF POLICY EVALUATION



A. There are four stages of policy evaluation.

1. Formative.
2. Process.
3. Impact.
4. Outcome.



B. Formative evaluation.

1. Formative evaluation is used during the development of a new policy or when an existing policy is being modified, has problems with no obvious solutions, or is being used in a new setting, with a new population, or to target a new problem or behavior.

2. The following actions should be included as components of formative evaluation:

   a. Develop competency in the process of community risk reduction.

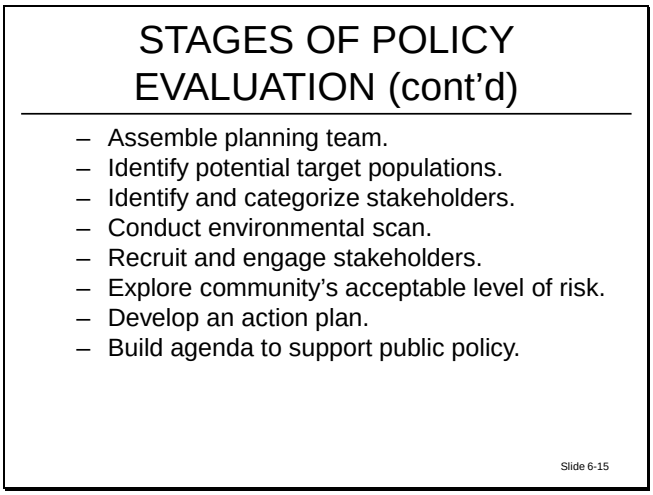
   b. Perform a community risk assessment (identify and understand **local** risks).

   c. Clearly identify and prioritize a specific risk issue.

   d. Gather baseline data so future impact and outcome evaluation can occur.

   e. Employ risk sequencing to identify potential solutions (all five "E's").

   f. Consider public policy as a component of the risk reduction strategy.



   g. Assemble a planning team.

   h. Identify potential target populations.

   i. Identify and categorize potential stakeholders.

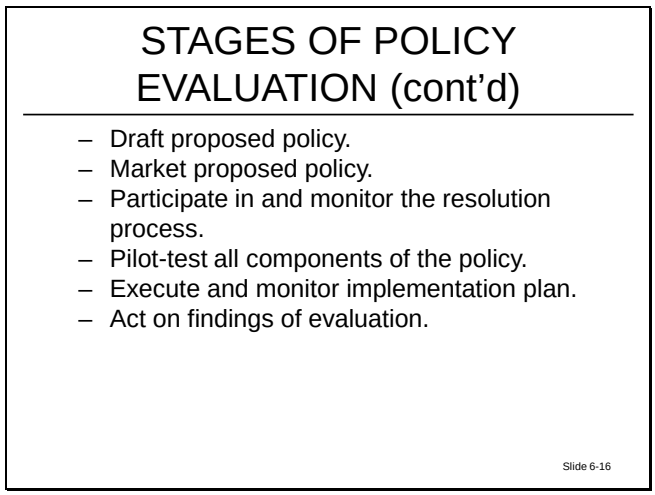
   j. Conduct an environmental scan (ongoing effort).

   k. Recruit and engage stakeholders.

   l. Explore community's acceptable level of risk.

m. Develop an action plan that includes use of public policy as an intervention.

n. Build an agenda to support development of the policy.



o. Draft the proposed public policy.

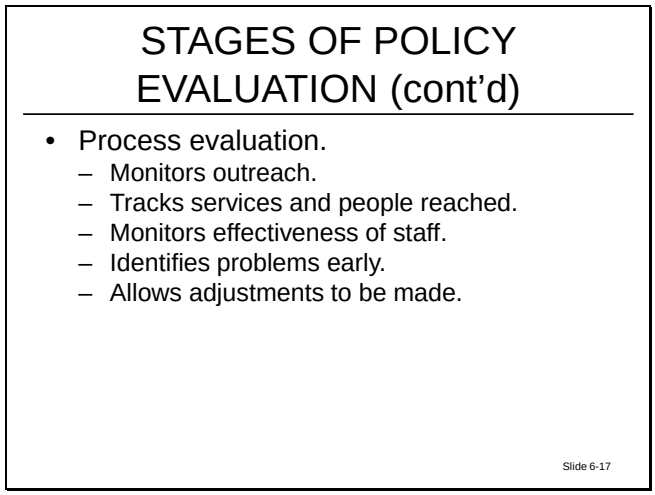
p. Market the proposed policy.

q. Participate in and monitor the policy resolution process.

r. Pilot-test all components of the policy (activities, programs, etc.).

s. Execute and monitor a policy implementation plan.

t. Act on findings that develop from evaluation of the process, impact and outcome stages of evaluation.



C. Process evaluation.

Process evaluation should begin as soon as the policy is implemented. It can be referred to as policy implementation and application monitoring.

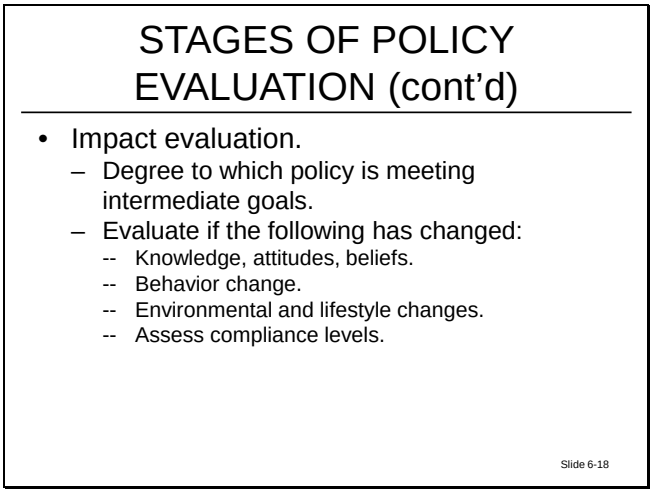
1. Process evaluation monitors outreach into the community by counting the number of programs that are delivered to market, implement and apply the public policy.

2. It tracks the number of services delivered and people reached.

3. It also monitors the effectiveness of staff members who market, implement and apply the policy.

4. Process evaluation identifies early any problems that may be affecting outreach to the target population.

5. Like formative evaluation, process evaluation allows a policy development team to evaluate how well their plans, procedures, activities and materials are working so adjustments can be made before logistical or administrative weaknesses become entrenched.



D. Impact evaluation.

1. Impact evaluation reveals the degree to which a policy is meeting its intermediate goals. Failure to meet intermediate goals indicates that outcomes are unlikely to be met.

2. The following actions should be included as components of impact evaluation:

a. Assess if knowledge of the policy and its requirements has increased among the target population (use surveys, prepost testing, etc.).

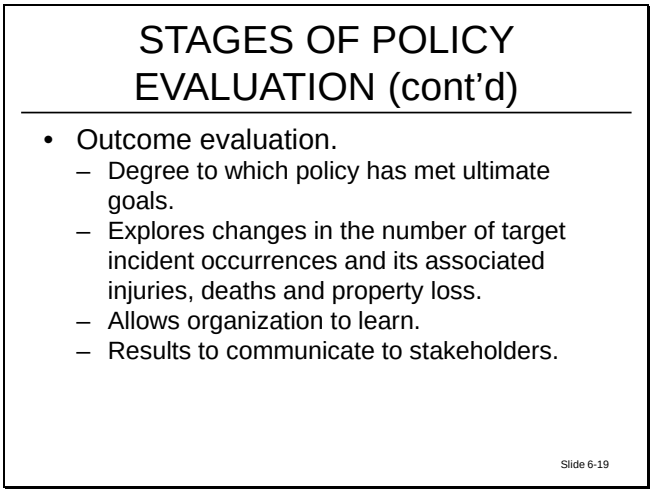
b. Assess if attitudes and beliefs about the policy or problem have changed (surveys).

c. Assess if desired behavior changes are occurring among the target population as a result of the policy (use surveys, inspections, checkpoints, etc.).

d. Assess if environmental modifications have occurred as a result of the policy (use surveys, inspections, checkpoints, etc.).

e. Assess if lifestyle changes have occurred as a result of the policy (use surveys, inspections, checkpoints, etc.).

f. Assess compliance levels.



E. Outcome evaluation.

1. Outcome evaluation demonstrates the degree to which a policy has met its ultimate goals in reducing loss and improving the quality of life in the community.

2. Outcome evaluation explores changes in the number of target incident occurrences and its associated injuries, deaths and property loss.

3. It is useful because it allows organizations to learn from their successes and failures and to incorporate what they have learned into their next project.

4. It also provides evidence of success to communicate to stakeholders and the community at large.

STAGES OF POLICY EVALUATION (cont'd)

- Supportive evidence when asking for additional funding.
- Long-term effort.
- Anecdotal testimonies are a shorter term measure of outcome.
- Important to collect evaluation data (i.e., evidence) during the first three stages to prove your program.

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5. Further, it can be used as supportive evidence when asking for additional funding.

6. Outcome evaluation is long-term because it may take years for measurable trends in the reduction of incidents and loss to occur.

7. As part of a shorter term measure of outcome, anecdotal testimonies can reinforce the effectiveness of a policy.

   Example — A person provides testimony that an incident or loss of life was prevented as a result of the policy.

8. Because outcome evaluation measures success over the longer term, it is especially important to collect evaluation data (evidence) during the first three stages to prove your program or strategy's worth.

STAGES OF POLICY EVALUATION (cont'd)

- The following actions should be included as a component of outcome evaluation:
  - -- Determine the number of annual occurrences of the problem or incident.
  - -- Identify the number of annual injuries, deaths and property loss from the problem or incident.
  - -- Estimate improvement of quality of life resulting from the adoption of the policy.

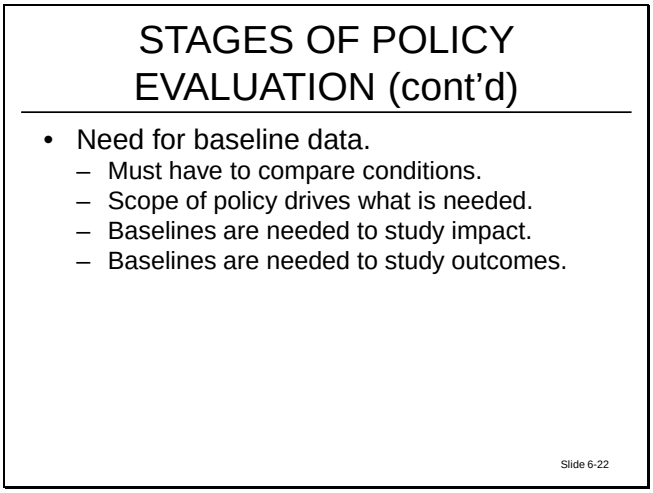
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9. The following actions should be included as a component of outcome evaluation:

   a. Determine the number of annual occurrences of the problem or incident.

   b. Identify the number of annual injuries, deaths and property loss from the problem or incident.

   c. Estimate improvement of quality of life resulting from the adoption of the policy.



F. The need for baseline data.

   1. Because both impact and outcome evaluation involve comparing conditions that exist prepolicy to those present after the policy has been in place, it is essential to establish baseline sets of data.

   2. The scope of the policy will drive what sets of data are needed. Some general guidelines are to include baselines on the following information.

   3. Baseline data needed to study policy impact includes:

      a. What people know about the risk problem and proposed policy before any activities begin.

      b. Targeted behaviors that are occurring before launch of the policy.

      c. Targeted environmental conditions that exist before start of the policy.

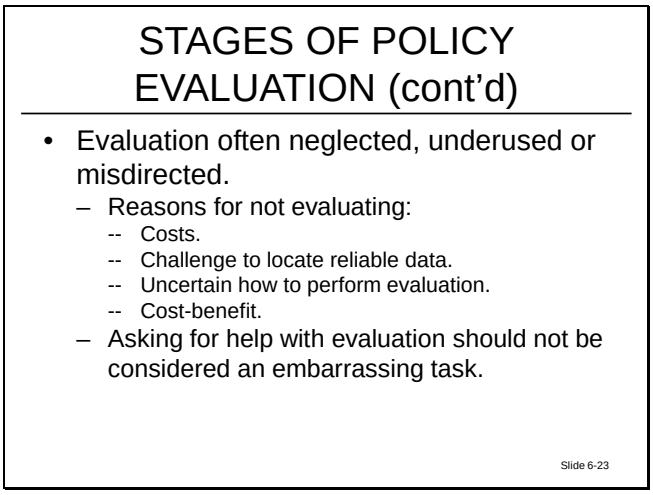
d. Existing lifestyles of target populations prior to implementation of the policy.

4. Baseline data needed to study policy outcome:

a. Average number of annual occurrences of the problem or incident.

b. Average number of annual injuries, deaths and property loss from problem or incident.

c. Compliance before adoption of the policy.



G. Evaluation is one of the most important, yet often neglected, underused or misdirected components of community risk reduction.

1. Some reasons that are given for not evaluating include:

a. Costs associated with evaluation.

b. Challenges locating reliable data.

c. Uncertain of how to perform evaluation.

d. Cost-benefit.

- Direct costs and benefits may be easy to determine.

- Indirect costs and benefits are more difficult. Example — A regulation may cause a business to close.

2. Asking for help with evaluation should not be considered an embarrassing task. In fact, involving stakeholders and partner agencies in the evaluation process is a good way to create co-ownership of a community risk reduction issue.

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ACTIVITY 6.1

Evaluating Strategy for Public Policy — Grady County

Purpose

To develop an evaluation strategy for a public policy being developed for use in Grady County.

Directions

1. This is a small group activity that culminates with participation from the class at large.

2. Please review the implementation and application plan created as part of Activity 5.2.

3. Based upon the information developed in Activity 5.2, you will identify what evaluation actions should have or will occur for the Grady County public policy.

4. Groups are assigned the following stages of evaluation:

    a. Group 1 — Formative stage.

    b. Group 2 — Process stage.

    c. Group 3 — Impact stage.

    d. Group 4 — Outcome stage.

5. You will be allotted 40 minutes for the processing stage of the activity. You will be allotted 20 minutes for groups to report on their recommendation.

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ACTIVITY 6.2

Evaluating Strategy for Public Policy — Home Community Risk

Purpose

To create an evaluation strategy for a public policy being considered for use in your home community.

Directions

1. This is an individual activity. Peer collaboration is encouraged.

2. Please review the implementation and application plan created as part of Activity 5.2.

3. Based upon the information developed in Activity 5.2 and Activity 6.1, create an evaluation strategy for the public policy being considered for your home community.

4. Include a brief summary of actions that should occur during the following stages of evaluation:

    a. Formative stage.

    b. Process stage.

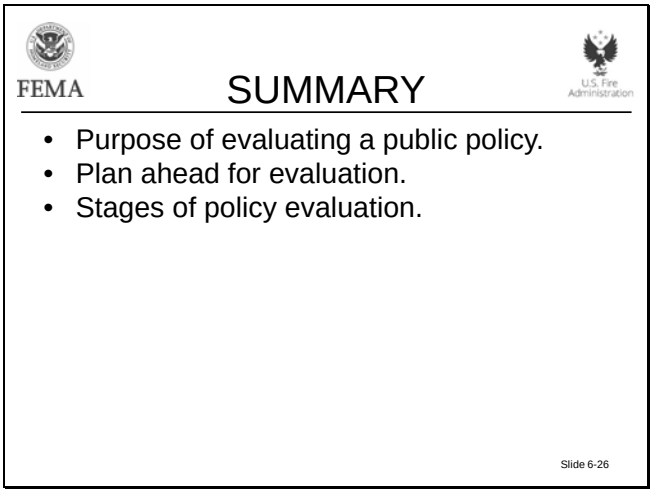
    c. Impact stage.

    d. Outcome stage.

5. You will be allotted 45 minutes for the processing stage of the activity. You will be allotted 15 minutes to share examples of your work with the class at large.

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IV. SUMMARY


FEMA
SUMMARY
U.S. Fire Administration
• Purpose of evaluating a public policy.
• Plan ahead for evaluation.
• Stages of policy evaluation.
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GLOSSARY/ACRONYMS

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GLOSSARY

Bridge People	Those who are able to span the gap between government and community, facilitating information exchange and dialogue.
Code	A systematically arranged and comprehensive collection of laws. Contains mandatory requirements and typically use the word "shall" as opposed to "should." It becomes a law when formally adopted by the appropriate authority.
Community-Related Data	The critical infrastructure of the community that includes its utility infrastructure, types of structures and occupancies in the community, and housing profiles.
Community Risk Assessment	A fact-based objective study of local risks.
Environmental Scan	The careful monitoring of an organization's internal and external environments.
Extensions	Specific period of time granted once enforcement starts to allow those with special circumstances to reach voluntary compliance with the policy.
Formative Evaluation	Utilized to evaluate the development process of a new policy; or when an existing policy is being modified, has problems with no obvious solutions, or is being used in a new setting with a new population, or to target a new problem or behavior.
Grace Period	Period of time during the policy implementation process where public education is utilized to build a foundation for voluntary compliance. There is no enforcement of the policy during a grace period.
Impact Evaluation	Reveals the degree to which a policy is meeting its intermediate goals; it measures changes in knowledge, attitudes, behaviors, environments and lifestyles.
Implementation Schedule	Determines and defines the major phases of work that will be undertaken to achieve the desired policy objective.
Interest Groups	Bring together and speak for individuals, groups and organizations that have common interests, views and concerns.

Listings	Many manufacturers and jurisdictions require specific listings for products used and installed in various occupancies. Listings can come from third party testing organizations such as Underwriters Laboratories and Factory Mutual, which are two of the more recognized names in the United States.
Outcome Evaluation	Demonstrates the degree to which a policy has met its ultimate goals in reducing loss and improving the quality of life in the community.
Ordinance	A law usually found in a municipal code. It can be administrative or regulatory.
People-Related Data	The demographics of the local community that identify where and how people live.
Performance-Based Codes	Defines the expected outcomes (goal), and relies on engineering consulting with other stakeholders to design the methods to meet the outcomes.
Policy Adoption	The time when the policy is enacted or brought into force.
Policy Community	The collective of all stakeholders.
Policy Implementation	Is what happens after a proposed policy becomes law. It entails laying the groundwork to be able to apply and enforce the policy.
Policy Planning Group	A group of key stakeholders that are recruited for the purpose of developing a viable policy.
Problem-Related Data	Human-created and naturally-occurring incidents such as fires, falls, motor vehicle crashes, weather-related events, etc.
Process Evaluation	Monitors community outreach when marketing, implementing and applying the public policy. It also monitors the effectiveness of staff members who market, implement and apply the policy.
Public Policy	A system of laws, regulatory measures, courses of action and funding priorities concerning a given topic promulgated by a governmental entity or its representatives.
Public Policy Issue Resolution	A process whereby a proposal is presented to the governing body and all other stakeholders in a forum, so that the policy can be explained, discussed and debated.

Recommended Practices	A document that is similar to a code or standard but contains only nonmandatory provisions; the word "should" is used to provide guidance.
Risk Sequencing	Determining the typical sequence of events that leads to the occurrence of an incident.
Stakeholders	People or groups that have a direct interest in an issue.
Standards	A document where the main body of the text contains mandatory provisions using the word "shall." Standards are written in a format that is generally suitable for reference by another code or can be adopted on its own.
Statutes	Laws established by a legislative body.
Voluntary Compliance	Those required to take specific actions according to a policy, do so.

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ACRONYMS

ACS	American Community Survey
AHJ	authority having jurisdiction
ALS	advanced life support
BLS	basic life support
CDC	Centers for Disease Control
CRR: PA	"Community Risk Reduction: A Policy Approach"
DOT	Department of Transportation
EMS	Emergency Medical Services
FM	Factory Mutual
GCFD	Grady County Fire Department
ICC	International Code Council
IFC	International Fire Code
IG	Instructor Guide
MVCs	Motor Vehicle Collisions
NFA	National Fire Academy
NFIRS	National Fire Incident Reporting System
NFPA	National Fire Protection Association
NHTSA	National Highway Traffic Safety Administration
OSHA	Occupational Safety and Health Administration
ROCs	Report on Comments
ROPs	Report on Proposals
SAW	Student Activity Worksheet

SFPE	Society of Fire Protection Engineers
SM	Student Manual
UL	Underwriters Laboratories
USFA	U.S. Fire Administration
WEB	Working for Everyone's Benefit