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A COMPARATIVE ANALYSIS OF THE MORAL DEVELOPMENT OF EMERGENCY PERSONNEL BASED ON THE DEFINING ISSUES TEST

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By
Romeo B. Lavarias

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By

Romeo B. Lavarias

We hereby certify that this Dissertation submitted by Romeo B. Lavarias conforms to
acceptable standards, and as such is fully adequate in scope and quality. It is therefore
approved as the fulfillment of the Dissertation requirements for the degree of Doctor of
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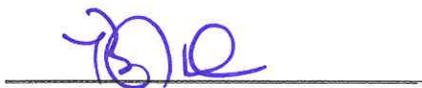
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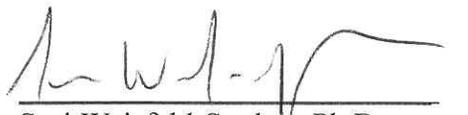
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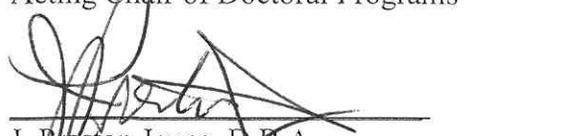
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CERTIFICATION STATEMENT

I hereby certify that this paper constitutes my own product, that where the language of others is set forth, quotation marks so indicate, and that appropriate credit is given where I have used the language, ideas, expressions, or writings of another.

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ABSTRACT

A COMPARATIVE ANALYSIS OF THE MORAL DEVELOPMENT OF
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Utilizing Lawrence Kohlberg's cognitive moral development theory as the guiding
theory, the research undertaken sought to explore the moral decision-making process of
emergency planners in the state of Florida. To assess the quantitative measurement for
moral judgment, the research applied and used the Defining Issues Test (DIT) developed
by James Rest (1979).
The research examined the relationship between education, gender, age, and ethics
training against the moral maturity of Florida emergency planners. With ethical maturity
level as the dependent variable, analysis showed a significant difference between males
and females, where females had higher postconventional scores than males regardless of
educational levels. Also interesting was that postconventional scores for males rose as
educational levels rose. However, there was no significant difference revealed between
postconventional scores when age and ethics training were the independent variables.
The results of this research may have significant implications for organizations before,
during, and after a disaster. While empirical research has shown that higher education is
positively associated with higher levels of cognitive moral development, the research has
shown that it may only apply to males.

ACKNOWLEDGEMENTS

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Chapter I

Introduction

The Transparency International Corruption Perception Index (CPI) is an index

that measures the perception of corruption in the public sector of 178 countries. It is the

organization's belief that public corruption is an obstacle to these governments' abilities

to address their most pressing societal problems (Transparency International, 2010). A

scale from 0 (highly corrupt) to 10 (highly clean) is used to score the countries, based on

13 surveys.

According to Roman (2010),

The United States received a score of 7.1 thus ranking the United States 22nd

among 178 surveyed countries. This is the lowest ranking for the United States

since the index's inception in 1995. This represents a decrease from a score of

7.5 (ranked 19th) in 2009 and a 7.7 score (ranked 16th) in 2000. (p. 5)

Roman's (2010) article goes on to discuss the need for "an administratively useful

definition of corruption" to help public servants to distinguish "corrupt acts from

fraudulent acts or unethical behavior" (p. 5). However, for the basis of this paper, this

researcher contends that while trying to secure definitions is necessary, it does little to

address the current state of affairs today. Academics and practitioners will undoubtedly

debate the issue of corruption and tie ethics into the mix in an environment of academic

conferences, academic journals, test cases, and lively debates. The environment will be

the typical, normal "office setting" of an organization. Yet what if that environment is in

the throes of a natural or man-made disaster? If organizations have difficulty with ethics

and corruption when things are normal, what about in times of chaos?

The crisis of ethics in organizations is nothing new. The world of business has been wrestling with this issue, and given the latest financial meltdowns and fiascos, the role of ethics in managers has come to the forefront of discussion. Schumpeter (2009) and Canales, Massey, and Wrzesniewski (2010) have stated that business schools must accept much of the responsibility for producing graduates who are more attuned to financial engineering than to the corporate social responsibility and ethics necessary to avoid the financial meltdowns that have occurred. What also is lacking is the response of business schools to remedy the situation. Some schools have instituted oaths and ethics courses, but both attempts are weak and amount to "window-dressing." Of concern for governments during times of disasters is that many public administrators (emergency managers) are not even schooled in public administration, let alone ethics. This issue of ethical competency in public administration has been discussed at length by public administration scholars.

Menzel (2009) discussed this pursuit of ethical competency among several noted public administration scholars at the October 2009 National Association of Schools of Public Affairs and Administration conference. Of the scholars, Terry Cooper (2009) of USC stated accurately that, "one of the most neglected and under developed perspectives essential for ethical competence in public administration is skill in linking ethical thinking and conduct to the organizational context in which it occurs" (p. 5). The statement ties in with the CPI in that corruption hinders countries in addressing their most pressing concerns. However, as stated previously, much of this discussion is based on the everyday functions of public organizations and not during times of disaster.

The challenge of emergency management in the United States is the population's expectation of who is running the show. According to Walters (2010), the general public expects the federal government will "ride in" to save the day when, in reality, an effective emergency management structure's foundation is a combination of a well-developed local response capacity with some help from the state (p. 35). In addition, no two disasters are ever the same, because each disaster has its unique quirks that may require different intergovernmental responsibilities and relationships (Walters, 2010). This aspect is identified in a white paper prepared by the National Homeland Security Consortium in October 2010, where "the impending change of federal, state, and territorial leaders in key positions can create instability" (p. 6). It is this quandary of "the possibility of two or more choices (where the choice between what is judged to be ethically legitimate or even obligatory today) versus the possibility that the same activity will be condemned tomorrow" (Dubnick & Justice, 2004, p. 28). To complicate the situation further, these intergovernmental responsibilities and relationships often are based on power—who has it and who does not.

In the January 2010 issue of *The Economist,* the issue of power was examined by Dr. Lammers and Dr. Galinsky, whose study advanced their argument that "people with power that they think is justified break rules not only because they can get away with it, but also because they feel at some intuitive level that they are entitled to take what they want" ("The Psychology of Power," 2010, p. 76). An example of this type of behavior can be seen in a January 23, 2010, Sun-Sentinel interview given by ex-Commissioner of Palm Beach County, Florida, Mary McCarty (Bennett, 2010). Mary McCarty was sentenced to three and half years for honest service fraud for enriching herself by using

her office to boost her husband's bond underwriting business and for accepting free to deeply discounted hotel stays from a business that won a contract to build a luxury hotel in West Palm Beach. Mary McCarty stated that, "she didn't set out to violate the public trust, but gradually came to regard herself as 'entitled' to play by her own set of rules" (Bennett, 2010, para. 14). Needless to say, the environment emergency managers have to operate is quite treacherous in terms of the organizational culture, actors, and entities with which he or she must coordinate disaster relief. Yet it is not these actors or organizations' cultures being examined. This researcher believes that the ethically mature emergency manager will operate effectively in this environment. However, no research has been conducted on the personality and cognitive factors found in emergency managers who often are tasked with leading their organizations in times of disaster and/or working with other organizations toward the successful resolution of a disaster, before, during, and after it occurs.

This study uses the Defining Issue Test (DIT) to survey emergency personnel to ascertain their level of moral development on Kohlberg's cognitive moral development scale in relation to the different types of professions that emergency managers will work with during a disaster. It expands on existing research conducted by and conclusions drawn and derived by Nova Southeastern University graduates, Rosalind Osgood (2002) and H. Michael Drumm (2002). Osgood studied the ethical maturity of elected officials, while Drumm's study examined the maturity of department heads and administrators. All three types of professions, elected officials, department heads, and emergency managers, play crucial roles in times of disaster.

Base Theory

This research is based on the cognitive moral development theory developed by Lawrence Kohlberg in his 1969 publication, *Stage and Sequence: The Cognitive-Development Approach to Socialization.* From Kohlberg's work, James Rest (1979) devised the Defining Issues Test (DIT) to provide quantitative analysis of the responses of test subjects to five moral dilemmas. The DIT indicates where this study's participants place on Kohlberg's cognitive moral development scale.

Definition of Terms

Cognitive Moral Development: how individuals acquire, through time, an understanding of the nature of moral obligations in complex social systems.

Emergency Management Personnel: those individuals assigned emergency duties on behalf of their government organization on the local, state, and federal levels. Typical job titles could be emergency manager, emergency planner, or emergency management coordinator.

Ethics training: training on organizations' codes of ethics, or ethics specific classes.

Background of Problems

After September 11, 2001, the world became different to the United States. The local, state, and federal government tasked themselves with providing security for their respective populations. New laws, rules, regulations, and, most importantly, funding were developed to address securing these organizations' assets. However, many of these organizations lacked the personnel, training, and emergency management background to handle these tasks. All organizations were forced to learn and strategize if they wanted to

comply with the new regulations as well as compete for funding. Who are these organizations relying on to accomplish these enormous tasks, and are these people capable of making ethical decisions during times of disaster? Will they operate in the best interest of the population and conduct themselves in the most professional/ethical manner, or will they fall into groupthink for the benefit of their own respective organization? (Gheytanchi et al., 2007; Kouzman, Johnston, & Thorne, 2009).

Problem Statement

This research measures the moral maturity of emergency personnel using Kohlberg's theory of cognitive moral development as measured through Rest's DIT. The results were compared against the DIT results of Osgood's (2002) elected officials group and Drumm's (2002) department heads and administrators' groups.

Research Questions

In order to carry out this comparison of ethical maturity between all groups, this dissertation seeks to answer the following questions:

1. Is there a difference in ethical maturity level by gender of Florida emergency managers?

2. Is there a linear relationship between the ethical maturity and age of Florida emergency managers?

3. Is there a difference in ethical maturity level and educational levels of Florida emergency managers?

4. Is there a difference in ethical maturity level by ethics training of Florida emergency managers?

Importance of the Work

Professionals in the public sector today face special ethical challenges (Emison, 2010). They are tasked with complying with the established standards of their profession in an ethical manner in an ever-changing, dynamic environment. This all occurs in a routine, professional, office-type setting of an organization. In fact, it has been said that in this calm, office setting, public sector professionals face wicked problems. Yet what if that calm, office setting is interrupted by an immediate change to the setting where not all of the usual players are involved and new organizations are now part of the landscape in dealing with an immediate and drastic situation/disaster?

In the preparation, response, recovery, and mitigation of disaster events, many decisions must be made. Some decisions must be made without all the information necessary to make a good decision, and oftentimes extreme conditions require that immediate decisions be made. Such decisions will significantly impact the outcome of the disaster event and subsequently the success or failure of an organization and the quality of life of the people in its jurisdiction.

This study of the cognitive moral development or moral maturity of emergency personnel can aid in developing ways of preparing these individuals to function effectively under their trying environment. It may lead to higher levels and efforts to provide ethics training and/or diversity training to elevate their ethical/moral maturity.

Assumptions

It was assumed that the respondents would answer the questions to the survey honestly, without fear of repercussion from within and external to their work environment. Additionally, it was assumed that the subjects understood the context of

the questions as posed by this researcher. A research mantra this study tried to avoid is, "most people just do not give good answers, often because they are not asked good questions" (Noel, 2010, p. 4). Finally, it also was assumed that respondents would take the time to answer the questionnaires in order to provide a significant response rate.

Delimitations

The test subjects are the active members of the Florida Emergency Preparedness Association (FEPA). The emergency personnel studied are employed by government entities in the State of Florida.

Literature to be Reviewed

The first step was a review and analysis of the cognitive moral development theory developed by Lawrence Kohlberg and the Defining Issues Test (DIT) developed by James Rest. The literature used for this research were those sources that examine moral maturity, such as Rosalind Osgood's (2002) dissertation titled, "A Study of the Cognitive Moral Development Theory and Ethics in Municipal Government," and H. Michael Drumm's (2002) dissertation titled, "The Ethical and Moral Development Difference of Municipal Department Heads Based on the Defining Issues Test." One other proposed study is the dissertation currently being researched by Nova Southeastern University doctoral classmate, Natalie Hines (2011), titled, "Cognitive Moral Development in the Public Sector: Comparative Analysis of Elected Municipal Officials and Appointed City Managers Using the Defining Issues Test."

Recent articles on public administration and emergency management were reviewed. The *Handbook of Crisis and Emergency Management*, edited by Ali Farazmand (2001), and *Emergency Management: Concepts and Strategies for Effective*

Programs, written by Lucien Canton (2007), were reviewed on a variety of emergency management aspects.

Recent articles were reviewed that examine the political environment within emergency management must operate (Riccucci & Thompson, 2008), the current status of ethics in government (Bowman & Knox, 2008), the role of local governments in emergency management (Col, 2008), and how disasters themselves can be a factor in the development of ethical maturity (Forrest, 1986; General Accountability Office, 2008; Kreps, 1990; Kreps & Drabek, 1996).

Conceptual Empirical Design

A minimum of 100 test subjects were expected to be used in this study, preferably an even number of individuals representing small, medium, and large government organizations. The DIT was the instrument used via the University of Alabama's Office for the Study of Ethical Development to determine the levels of moral maturity (P-scores). A separate questionnaire also was included to obtain data on variables not covered on the standard DIT form, such as ethics training, test subjects' age, educational level, and age. The information collected from the separate questionnaire was coded to the corresponding DIT. The DIT was then emailed to the members of the Florida Emergency Preparedness Association (FEPA), which is the premier organization for Florida emergency planners.

The Office for the Study of Ethical Development at the University of Alabama scored the DIT, and this researcher collated the additional questionnaire with the DIT, since both were coded with specific and unique identifier numbers. The data was analyzed statistically by comparing the P-scores of the groups in Drumm's (2002) and

Osgood's (2002) study using the t-test. ANOVA also was performed to see if any

correlation exists between the P-scores and the descriptive variables in the questionnaire.

Conclusion

      This research can add additional support to the conclusions reached by Drumm

(2002) and Osgood (2002) in their respective dissertations. It can also lead to the DIT

being used as a learning tool for emergency planners to gauge their moral maturity and to

take steps to address any shortcomings through training and/or higher education. The

subsequent training would lead to better decisions and lessen the impact of incorrect,

biased decisions.

Chapter II

Review of Literature

"You know who gave Hitler his power? The clerks and the bookkeepers. The civil servants" (DeNiro & Roth, 2006).

Introduction

The world has become a world of organizations where much human time, effort, and emotion are invested in them (Kleiner, 2008). Many of these organizations are in the form of governments. In fact, there is probably no place in the world where an individual is not under the rule of government. In the United States alone, there are 87,576 systems of government (Morgan, Kirwan, Rohr, Rosenbloom, & Schaefer, 2010). Kleiner (2008) also stated that if these organizations (governments) are improved, then it improves the economic, social, and political prospects for everyone. It then becomes imperative to study not only how to make organizations work better but also those factors that impede them from working better.

Background and Overview

This researcher invokes the previous movie image for the power it has in suggesting the central point of the argument he wishes to make (McSwite, 2006). Throughout history, governments, empires, regimes, dictatorships, kingdoms, religious orders, special interest groups, and any other organization that carried out its policies to the masses was through some type of administration. In fact, administration could be considered the oldest profession in the world. Regardless, the strength of any organization is the effectiveness of its system to carry out and implement its policies. According to O'Leary (2009), ". . . daily decisions and actions at lower echelons make

concrete the realities of policy statements and the declared objectives of the leadership"

(p. 1068). It relies on the people in the system to make it work, and is also a double-

edged sword. While people are an organization's greatest strength, they also are its

greatest weakness. According to Bob Lavigna (2009) with the Partnership for Public

Service, "good government starts with good people" (p. 11). If government does not

have the good people, they risk losing the support of the masses, which then leads to

ineffective government since "lack of faith in government is costly because public

support is a key pillar of effective government. Negative views of government diminish

stakeholder interest in solving government's operational problems and undermine the

ability of government . . ." (Lavigna, 2009, p. 11).

In a cartoon episode of *Justice League* (League), the world's super heroes banded

together to organize themselves to help protect mankind. They operated from a space

station that orbited the Earth equipped with nuclear weapons. It was the League's

nuclear weaponry that concerned the United States government. The U.S. government

asked themselves what could stop these superheroes from taking over the world with

their superpowers and their weapons. Eventually, conflict developed between the League

and the U.S. government. In the end, the League realized the fear people felt towards

them. Superman and the League felt they should disband the League. Superman

explained to the audience that the League was guilty of hubris by losing touch with the

people, the same people they swore to protect. Yet in the end, the people asked them to

stay, which the League eventually did. One of the classic lines from this episode was

when Batman said to Green Arrow, "Quis custtodiet ipsos custodies" (McDuffie, 2005).

Green Arrow replied, "who guards the guardians?" (McDuffie, 2005). Interestingly

enough, this also was the opening line in H. Michael Drumm's (2002) study of ethical and moral development difference of municipal department heads based on Rest's Defining Issues Test.

The previous statement symbolized how those charged with protecting the people often can be seduced by the power and, in some cases, feel they deserve entitlements from their position and thus feel invulnerable, all in the name of public service and what they perceive is good for the people. On a national platform, examples abound, such as, Rod Blagojevich in Illinois, Eliot Spitzer in New York, James McGreevey in New Jersey, Mark Sanford in South Carolina, and John Rowland in Connecticut (Ehrenhalt, 2009, p. 9). On the Florida state level, one can mention Lt. Governor Jeff Kottkamp's use of the state's plane for personal use to transport his family and to attend social functions. On the local level, one has ex-Broward County Sheriff Ken Jenne's acceptance of illegal loans, Broward County Commissioner Josephus Eggleton offering to launder money, Broward County School Board member Beverly Gallagher agreeing to direct building contracts in return for money, and ex-City of Miramar City Commissioner Fitzroy Salesman securing illegal payments for directing government contracts to select companies.

How do educated, experienced, and public service-oriented people succumb to the trappings of their office and feel they are above everyone else in terms of ethical standards? Under normal working conditions, and through a period of time, these officials made decisions on a questionable ethical base that negatively impacted their constituency, all while in office. Yet, what about making decisions during a crisis, where "a serious threat to the basic structures or the fundamental values and norms of a social

system, which—under time, pressure and highly uncertain circumstances—necessitates making critical decisions" (Rosenthal & Kouzmin, 1997, p. 280)? How are public managers (emergency managers) able to prepare and lead an organization through a disaster/crisis, given the leadership described previously whose decision-making capabilities may be compromised?

It is agreed that successful disaster/crisis managers require knowledge, skills, and courageous leadership in risk taking. Yet, how willing are emergency managers to take risks (make decisions) given the leadership they are under, where, according to Farazmand (2001), one of the five aspects of successful disaster/crisis management is the ability to break away from the self-protective organizational culture by taking risks and actions that may produce optimum solutions in which there would be no significant losers? Farazmand's inclusion of no significant losers is naïve in that any level of loss during times of disaster is always significant, due to the budgetary constraints that municipalities currently are facing. Dillman and Hailey (2001) state that elected and appointed officials must make decisions, and that decision-making requires judgment that is a result of not intelligence but of character. This especially is challenging to elected officials who must make decisions before all the information is available. This uncertainty coupled with the well-being of their political career may lead them to either ignore flaws in their decisions or opt for the quick decision, both of which may lead to a seriously flawed decision (Nice & Grosse, 2001). Boin and Hart (2003) also state that disasters may expose an elected official's leadership weakness if he or she does or does not implement sweeping reforms and decisions to address the situation.

Based on these conditions, it is not surprising to see that the current conditions of local emergency plans are ". . . inconsistent and often weak performance by local governments across all disaster stages" (Henstra, 2010, p. 237). It is not surprising that emergency managers' ability to collaborate with other organizations is vital. McGuire and Silvia (2010) offer empirical evidence "that the emergency manager . . . is affected greatly by his or her operating environment and that his or her perceptions of the severity of problems and managerial skill explains the level of intergovernmental collaborative activity by that manager" (p. 287). However, emergency managers also can be known to respond irrationally and enact errors of bias (Pearson & Clair, 2007) and be more concerned about maintaining the image of their agency (Gheytanchi et al., 2007). The emergency manager must face the reality that "no general theory of disaster management as a set of prescriptive rules is likely to emerge," given the complexity and uncertainty of crisis/disasters (Koehler, Kress, & Miller, 2001, p. 301).

In addressing this question, this researcher begins with an overview of ethics as a branch of philosophy and ethics in the public sector. From that point this researcher discusses the field of emergency management that includes a discussion of the ethical problems that occur in emergency management. That overview concludes with a discussion of Lawrence Kohlberg's cognitive moral development theory as well as James Rest and his development of the Defining Issues Test (DIT) and its use in the measurement of Kohlberg's theory. This researcher then takes a contemporary look at the DIT's application through several dissertations and its application to those studies' other occupations. This researcher's intent in all of this is very specific: It is to place emergency management on a higher level than police chiefs, fire chiefs, city

management, and elected officials in its significance, due to the drastic impact emergency managers have during times of disaster and its equally important aftermath.

Ethics as a Branch of Philosophy

Before a discussion of ethics can occur, it must first establish its place in the field of philosophy. Though not everyone believes in the same definition of philosophy, for the purposes of this study, philosophy is defined as "a discipline or study in which we ask—and attempt to answer—basic questions about key areas of subject matters of human life and about pervasive and significant aspects of experience" (MacKinnon, 2004, p. 3). Philosophy, in turn, generally is divided into five main branches or areas of study: metaphysics, epistemology, ethics, aesthetics, and logic (Russo & Fair, 2000). Ethics question the nature of the good and virtuous life and focus on the moral problem of how people ought to live their lives (Turnbull, 2002). The area or study of ethics is further subdivided into three subbranches: metaethics, normative ethics, and applied ethics (Newall, 2005). Though it has been described as a branch of philosophy, the very definition of ethics is highly debatable.

Ethics has several descriptions. The definition used for the purpose of this study is that, "ethics refers to well based standards of right and wrong that prescribe what humans ought to do, usually in terms of rights, obligations, benefits to society, fairness, or specific virtues" (Velasquez, Andre, Shanks, & Meyer, 2010, para. 9). Furthermore, for the purposes of this study, normative ethics is utilized because

it takes on a more practical task, which is to arrive at moral standards that regulate right and wrong conduct. This may involve articulating the good habits that we

should acquire, the duties that we should follow, or the consequences of our

behavior on others. (Feiser, 2009, p. 1)

The field of ethics has several major theories that are relevant in the subject of

ethics and emergency management. The major ethical theories that are discussed are

utilitarianism, Kantian ethics, and natural law.

According to MacKinnon (2004), the classical formulation of utilitarian moral

theory is found in the writing of Jeremy Bentham (1748–1832) and John Stuart Mill

(1806–1873). The basic moral principle of utilitarianism is called the "The Principle of

Utility" or "The Greatest Happiness Principle." MacKinnon proposes two simplified

formulations:

- The morally best (or better) alternative is that which produces the greatest (or

  greater) net utility and is defined in terms of happiness or pleasure.

- We ought to do that which produces the greatest amount of happiness for the

  greatest number of people (p. 48).

The second formulation previously mentioned is the most popular mantra in the field of

emergency management. However, the dilemma in some cases is that by helping one

group of people, another group may be hurt.

In Kantian ethics, Immanuel Kant's (1724–1804) central aspects are fairness,

consistency, and treating persons as autonomous and morally equal beings (MacKinnon,

2004). These aspects were derived by Kant's work to answer the main questions of what

can I know and what ought I do. What makes Kantian ethics unique and applicable to

this discussion is that it promotes a framework of formal justice that serves to preserve

the integrity of society and facilitates its fair operation (Cavico & Mujtaba, 2005). It is

this subject of justice that forms the basis of Kohlberg's cognitive moral development on which James Rest developed and based his Defining Issues Test, which was used as the method of evaluation for this study.

One final ethical theory pertinent to this study that must be discussed is natural law. According to Cavico and Mujtaba (2005), natural law is "fundamental moral law that provides an objective norm for human conduct" (p. 111). It is different from government issued law in that

> Natural law is the corpus of universal, constant and enduring moral rules, discoverable and interpreted by reason, valid for all societies and states, at all times, and independent of any legal conventions, proclamations, and agreements. The body of natural law necessarily is more general than civil law since the natural law must be broad enough to hold for entire societies and divergent communities. (Cavico & Mujtaba, 2005, p. 112)

It is this natural law ethical theory that may take effect in times of disaster. Before, during, and after disasters, there often is a reduction or even an absence of governmental law.

Ethics and Ethical Problems in the Public Sector

Perhaps in no other profession is ethics more scrutinized, weighed, and judged than in the public sector in both elected officials and the administrators who carry out the policies established by elected officials. According to O'Leary (2009), there are enduring themes that are relevant today: the inherent tensions between democracy and bureaucracy; the many masters of career bureaucrats; the ways in which organizational culture can both empower and constrain employees; and what it means to act responsibly,

ethically, and with integrity as a public servant. Larsen (2000) has discussed the conflicting demands between the administrator and the administrative system, such as "the demands by law, the administrator's superiors, the administrator's profession and civil society. The administrator has to meet these demands to maintain his role. It is paradoxical that it is the person who is responsible for fulfilling these demands. A role cannot be held responsible for anything, only a person can" (p. 5).

Dwight Waldo (1980), considered the father of public administration, offered a map of ethical obligations, especially as it pertained to the United States. His map still is relevant today. Waldo's 12 ethical obligations are as follows: the Constitution; law; nation or country; democracy; organizational/bureaucratic norms; profession and professionalism; family and friends; self; middle range collectives; public interest/general welfare; humanity of the world; and religion or God (O'Leary, 2010). In addition to these ethical obligations faced by government workers is reinventing government's call for a new type of government worker: one who is creative, entrepreneurial, and flexible (DeHart-Davis, 2007).

> There is a contradiction by Olsen (2000), who cites Weber's statement that the administrator should obey his superiors as long as his superiors give orders within the law. However, a superior can give an order which the administrator finds wrong to obey. In this case there is also a shifting of the conflict from the role to the person. It is in his role that the administrator must obey his superiors, but it is as a person that he bears responsibility for his actions. (Larsen, 2000, p. 63)

Zack (2009) states that in the United States, the idea of a social contract at the foundation of civil society, or society under government, dates back to John Locke and Thomas Hobbes in the seventeenth century.

> The social contract is an explicit or implicit agreement among citizens that justifies the formation of government and emphasizes the rights of citizens in their relationships to government. Social contract theory posits those rights of citizens that are prior to, and more fundamental than, the organization of society under government. Such rights are presumed in the U.S. Declaration of Independence and are protected by the first two amendments to the U.S. Constitution. (Zack, 2009, p. 72)

There are two quintessential questions when engaging in ethics discussion in the public administration sector: (a) What is ethics? (b) Can ethics be taught? (MacKinnon, 2004, p. 2). The basis of these questions comes from the highly politicized environment that public administrators work within. They often face the challenge between doing what is right against the wishes of elected officials who may or may not have the masses' best interests at heart. In response to this, most professional fields have a code of ethics, except for the emergency management field. Codes of ethics list out recommendations on the type of behavior their respective professional practitioners all should practice and/or exhibit to ensure honesty, fairness, and compassion to those they serve. Many of these codes arise from the need to "professionalize" the occupations and to police fellow colleagues to ensure they "behave" correctly. It also provides a means for many organizations to censure and/or punish their own, since many of the possible wrongs are not necessarily against the law. But with the sudden proliferation for the need of

emergency managers, no standardized code of ethics has been mandated and required for them to adhere to at this time.

According to Lavigna (2009), it can be agreed that "the core areas of an effective government is the right talent, an engaged workforce, strong leadership, effective systems and structures, and public support" (p. 11). Bowman and Knox (2008) contend that "ethics provides the preconditions for the making of good public policy, all policies depend on it" (p. 627). However, according to the Pew Research Center for the People and the Press (2010), only 22% of Americans say they can trust government. Opinions on elected officials are even worse where only 25% of Americans are favorable of Congress. It is this "crisis of character" where the loss of confidence and trust in public officials and in the process of government, generally, are due to widespread perceptions of citizens that officials are (a) unwilling or unable to maintain high standards of morality, (b) unable or unwilling to maintain generally acceptable standards of private morality, or (c) both (Dillman & Hailey, 2001, p. 11).

So, if ethics is so important and integral to the effectiveness of government to deliver services, why is it lacking in many public organizations? Cooper (2009) claims that "one of the most neglected and under developed perspectives essential for ethical competence for public administrators is skill in linking ethical thinking and conduct to the organizational context in which it occurs" (pp. 1–2). It is this lack of a link that leads to the ethical dilemmas most commonly faced by organizations, their leaders, and staff.

Literature on Disaster Management and Emergency Preparedness

Plato (as cited in Nice & Grosse, 2001) wrote in his last major book, that "accidents and calamities . . . are the universal legislators of the world," referring to the

fact that disasters/crisis are focusing events that demand public attention to a policy

failure or a problem (p. 55). It is unfortunate that it is through disasters where issues are

brought to the public's attention to galvanize and finally force government action. Using

the description provided by Somers and Svara (2009), "disasters take many forms,

including natural (e.g., earthquakes, hurricanes), economic-technical (e.g., power failures,

chemical spills), social (e.g., riots, violent labor strikes), and political (e.g., terrorism or

armed strife)" (p. 182). Donahue and Tuohy (2006) describe disasters as

> devastating natural, accidental, or willful events that suddenly result in severe
>
> negative economic and social consequences for the population they affect, often
>
> including physical injury, loss of life, property damage and loss, physical and
>
> emotional hardship, destruction of physical infrastructure, and failure of
>
> administrative and operational systems. (p. 2)

It is the responsibility of emergency managers to intervene before, during, and after such

events to minimize the harm disasters cause and to restore order.

The field of disaster management and emergency preparedness is known by other

names, such as crisis management, emergency management, disaster planning,

contingency planning, crisis planning, and so forth. The beginning of this field, and its

formal and modern conception for the purposes of this study, start from the creation of

the Federal Emergency Management Agency (FEMA) in 1979 through President Jimmy

Carter's Executive Order. Yet even before FEMA's formal creation, the field of

emergency management suffered from lack of interest and an identity crisis. It was most

aptly described in Dwight Waldo's (1980) book, *The Enterprise of Public*

Administration: A Summary View, where he stated,

When editor-in-chief of the *Public Administration Review,* I tried to identify

someone willing to organize a symposium on what I called alternately *disaster*

management and *emergency management.* Again, even advertising for a

symposium editor failed: not a single candidate. The reasons for our collective

indifference I judged to be several, including a perceived lack of professional pay

off in this area and vague sense that it is peculiar if not un-American to be looking

for trouble. Most fundamentally I think this is involved: Administration is

concerned with rationality, order, calculability, efficiency: how can these be

applied to the unpredictable, the disorderly, the destructive? (p. 185)

Waldo's (1980) statements are an accurate portrayal of the environment

emergency managers operate in and their attempts at mitigating the unpredictable, the

disorderly, and the destructive in an environment where order and efficiency are the

primary objectives of an organization. Somers and Svara (2009) go on to state that

there is an inherent inconsistency between "management" and "emergency."

Management seeks to control and regularize activities. It seeks to reduce

variation across a wide range of occurrences and to achieve optimal conditions.

In contrast to normal management problems, emergencies are rare and unique.

Some aspects of "emergencies" can be "managed" in a traditional sense, but

anticipating emergencies takes managers into the realm of uncertainty, and

responding to emergencies requires creativity and flexibility in dealing with

circumstances that cannot be fully anticipated. (p. 181)

Concerted efforts were made in the emergency planning field, especially after the

September 11, 2001 (9/11) attack on the World Trade Center. It is this event, along with

the failed attempt of the bombing of the Pentagon that finally pushed emergency

management to the point of President George W. Bush's administration creating the

Department of Homeland Security (DHS) in 2002. The sole purpose of the DHS is to

protect the American homeland. It is the DHS's purpose that makes the statement that

through public administration, emergency management can address its purpose and place.

Waldo's (1980) position about public administration and emergency management is

further refined by Waugh (2007) who states that,

> There is a natural affinity between public administration and emergency
>
> management largely because emergency managers plan, organize, manage,
>
> human resource, lead, coordinate, review and deal with budgets. Whether they
>
> work in the public, non-profit, or private sector, their organizational
>
> responsibilities are critical to their disaster responsibilities. Indeed, most of their
>
> time is spent in managing human and financial resources and dealing with other
>
> officials and organizations. The discipline of public administration provides a
>
> foundation for emergency management educational programs and the discipline is
>
> increasingly associated with emergency management research. (p. 163)

Prior to 9/11, emergency management in the United States had a disjointed start,

but was later unified. Kreps (1990) stated that FEMA's reason for creation as an

independent unit in mid-1979 came from an outgrowth of general dissatisfaction with

federal disaster mitigation, preparedness, and response activities under President Jimmy

Carter's Administration.

Emergency management today is a complex function that involves almost many

facets of everyday life; a multitude of subjects; and coordination among many local,

state, federal, nonprofit, and non-governmental organizations. Emergency managers

need to be able to successfully understand how each facet works individually as well as

together toward a common goal. According to McGuire and Silvia (2010), ". . . public

managers find themselves in situations in which the problems facing their organization

are increasingly severe, [that] they will [have to] reach out to other entities and agencies"

(p. 286). The study by McGuire and Silvia demonstrates that the emergency manager . . .

is affected greatly by his or her operating environment and that his or her perceptions of

the severity of problems and managerial skill explain the level of intergovernmental

collaborative activity by that manager" (p. 287).

Ethics and Ethical Problems in Disaster Management

Emergency managers are committed to an ethical responsibility to prepare for and

respond to emergencies in ways that protect the poor, the disadvantaged, and the

vulnerable (Somers & Svara, 2009). Craig Fugate, the current FEMA Administrator,

further stated that "we (FEMA) have a duty to the taxpayers, and if we cannot hold

ourselves to that standard, how can we expect the public to trust us in very complex

disaster responses where we're making decisions and our ethical motives are called into

question?" (Pastula, 2010, p. 18). However, examples abound of failures. Minorities,

especially Blacks, Hispanics, and immigrant workers, suffered most from South Miami

disasters caused by Hurricane Andrew, the poor in Louisiana suffered (and continue to)

in Hurricane Katrina, and those low income groups suffered during the heat wave in

Chicago. Aside from the failures are the difficult ethical issues of allocating resources

between the haves and have-nots, but in some cases it is the have versus the haves-nots,

where only the poor are the focus for providing assistance while the middle class are

forced to fend for themselves (Charles, 2010). Examples of this are the allocation of swine flu vaccine to certain groups and not to others, racial disparities in disaster trailer distributions in New Orleans (Craemer, 2010), and the decisions on the eradication of certain diseases in certain parts of the world (Natural Hazards Center, 2010).

Zack (2009) stated that "moral or ethical issues pertain to human well-being. We have a general moral obligation not to harm others and to help those in distress" (p. 2). In times of disasters, she also argued "that government has an obligation, based on the justification of its origins, to prepare citizens for survival in second states of nature caused by disaster" (Zack, 2009, p. 9). "What persons in authority intend to do and carry out in disasters is an ethical matter because it involves human well-being" (Zack, 2009, p. 13). According to Zack, "disaster preparation is an ethical matter, and it is mandatory" (p. 19). "Disaster plans must be consistent with normal planning principles of not intending harm and positively preserving well-being" (Zack, 2009, p. 19). Conversely, Zack also states that disasters magnify social inequality:

> The average disaster survivor is often imagined to be an able-bodied, young or middle aged, white male. He is the likely hero, the norm for a traditional majority of the American population, and he is in fact the norm from a perspective of emergency workers and the military, even though both institutions are becoming increasingly diverse in race and gender. (p. 108)

In 2003, the National Science Foundation funded a workshop on the skills and competencies necessary for emergency management (Waugh, 2007, p. 163). It was reflected that in the inclusion of qualities like empathy was the public service ethic, the desire to meet the public's needs, or simply to do good. However, the leaders that

emergency managers answer to may not share that same ethic. Authors have examined a few issues on what makes countries (their leaders) take the approach they do towards disasters in either improving the status quo or preserving the status quo. In a political practical view, elected officials may pose the following question: Why sacrifice now for events that may or may not happen if I, the elected official, do not benefit from it? Efforts, and sacrifices, made in the official's term may not pay off during the term, that is, may not lead to votes that lead to a second term or a higher office.

In Davis and Seitz's (1982) study, they stated that some countries declare disasters because "disaster declarations may bring about impressive transfers of money, goods and services" or under report a disaster's severity or incidence because "regimes at peace may fear that knowledge of events could undermine their economic survival, i.e. scare off tourists" (p. 552). Think of the movie *Jaws,* where the Mayor pressures the Sheriff to report a shark attack as a boating accident for fear of having to close the beach and therefore negatively impact the town's economy. However, Davis and Seitz's study attempted to construct a disaster model with disasters on one side and various social, political, and economic indicators on the other side. Yet their study did not consider the ethical backgrounds of those individuals behind all those indicators. Rosenthal and Kouzmin (1997) would expound on this issue when they stated that "the impact of man-made or natural disasters is compounded because policy makers have prepared neither themselves nor the public for appropriate responses once tragedy strikes" (p. 277). Even in its own field, emergency management has been conducted in fundamentally different ways between federal, state, and local governments, sometimes compatibly but often disjointedly (Sylves, 2005). This difference can be attributed to the fact that disasters are

non-routine social problems (Kreps, 1990). It has even been claimed that disasters are political events. Birkland (2009) states that ". . . we cannot ignore the fact that disasters are by their nature political events—they trigger intense discussions over 'who gets what from government'" (p. 20).

Yet how can ethics and disaster management relate? Zack (2009) contends that it is because moral and ethical issues pertain to well-being and because people have a general moral obligation not to harm others and to help those in distress. Both explanations are integral to organizations' efforts in times of disaster. A more practical explanation is gleamed from the General Accountability Office (GAO, 2009) Report on Disaster Recovery, which states that "adopting a comprehensive approach toward combating fraud, waste, and abuse protects both disaster victims from contractor fraud and public funds from fraudulent applicants" (Introduction section).

The aftermath of Hurricane Katrina in 2005 revealed the heart of the ethical problem in disaster management, and, more recently, it was faced again during the swine flu vaccination efforts of local, state, and federal levels of government. Before, during, and after the hurricane, there were debates, arguments, threats, counter threats, and assumptions, and there was no understanding of the severity of the situation. Yet rather than blame the actors, it may have been the lack of core values of the system in which they were operating.

Even with the development and experience of past disasters, natural or man-made, there still is an inherent feeling of helplessness when trying to plan, respond, mitigate, and recover from events that may or may not occur. It is a game of, "why didn't we consider that" versus "how likely is it really going to happen." To paraphrase Stephen J.

Smith's (2005) statement by replacing *public managers* with *emergency managers*, the

intent is the same: Today's emergency managers "face increased demands for

effectiveness and efficiency from a citizenry more distrustful of government. Add the

factors of dwindling resources, rising costs, and high stakeholder expectations, and the

demands can become overwhelming" (p. 3). These demands and additional factors make

decision-making more difficult.

Zack (2009) argued that "government has an obligation, based on the justification

of its origins, to prepare citizens for survival in second states of nature caused by disaster,

where such preparation requires implementation through public policy" (p. 9). She went

on to discuss the separate ethical concerns between disaster preparation and disaster

response, where in preparation the time is there to consider the best possible choices and

prioritize what should be done. Utilitarianism could be called the administrator's ethics,

in so far as the administrator acts with goal-oriented rationality within the administration

(Larsen, 2000) to make the best possible choices that affect the greatest number. This has

been the main deciding factor in many emergency managers' decisions; but as complex

as society becomes, there are multiple groups who each clamor for more resources.

However, in the heat of "battle," few things ever go according to plan. What does

one do when the preparation does not meet the situation? In this instance there will be

decisions that must be made quickly that have drastic effects on the current populace and

quite possibly its future after the disaster. Entire groups could be negatively impacted by

these decisions by deciding who gets what and who does not. What makes this situation

even more challenging is the reaction of the affected groups, or even observers of the

disaster who witness the inequitable decisions that are made who will communicate such actions through social media.

Disaster victims are not the passive recipients of the government's assistance but, in some cases, a collaboration between the public and the government. At a webinar hosted by Strategic Solutions Services, LLC, the Center of Excellence for Risk and Crisis Communications conducted a panel discussion titled, "Social Media and Technology Breakthrough for H1N1 and Seasonal Flu Communications," where David Stephenson (2010) suggested that a paradigm shift will occur when "the public is really empowered to become true partners in preparation and response not just receiving information, but providing reliable actionable information, lending their personal credibility to the effort."

Therefore, the role of an emergency manager becomes even more challenging by not only having to deal with difficult decisions in a possible ethical deficient and complex environment, but also has the potential of that decision being broadcast throughout the world via social media. His or her decisions will be constantly analyzed, scrutinized, questioned, and criticized. It becomes more imperative for an emergency manager to be mature in their moral and ethical development to withstand these negative pressures, while at the same time dealing with a disaster. The situation will require a person who makes moral judgments based on reasoning from ethical theories and principles. It is due to these conditions that one must examine cognitive moral development (CMD).

Cognitive Moral Development

The purpose of this section is to discuss the philosophical and psychological basis of cognitive moral development (CMD). The philosophical basis of CMD starts with the first moral philosopher, Socrates (469–399 B.C.), who explicitly asked the question, what

is virtue? (Turnbull, 2002). Socrates posed debatable issues of what is a virtuous man,

and what is a virtuous school and society which educates virtuous men (Kohlberg, 1981).

It is widely believed that virtue lay in having knowledge, especially self-knowledge

(Turnbull, 2002). The answers to these questions are what provided the basis for moral

development reasoning and subsequently the cognitive moral development theory. It was

espoused that the "first virtue of a person, school, or society is justice—interpreted in a

democratic way as equity or equal respect for all people" (Kohlberg, 1981, p. xiii). It is

important to note this virtue of justice, as it forms the basis or morality. From this it

answers the subsequent question: What is the purpose of a person's life or of a school or

society's existence? The answer to this question is that the aim of education and civic

life is intellectual, moral, and personal development. The approach used to answer these

questions was the framework of structuralism, which underlies any attempt to define

stages (Kohlberg, 1981).

Jean Piaget and Lawrence Kohlberg, considered the "parents" of cognitive moral

development, have based their studies on and studied the process of growth in moral

development (Cavico & Mujtaba, 2009; Duska & Whelan, 1975). Their findings support

the belief that moral judgment develops through a series of cognitive reorganizations

called stages, with each stage having an identifiable shape, pattern, and organization

(Duska & Whelan, 1975). Moral development then becomes not an imprinting of rules

and virtues but a process of involving transformation of cognitive structures. It is

dependent on cognitive development and the stimulation of the social environment

(Duska & Whelan, 1975). The stimulants of the social environment are listed by Cavico

and Mujtaba (2009) as social expectations, religious commandments, beliefs, and laws dictated by the morality of the person.

Jean Piaget (1896–1980) was one of the earliest researchers in moral development on who Lawrence Kohlberg based much of his work. His studies on the moral judgment of the child were first published in 1932. Piaget began his study on children in 1920 while working in the Binet Laboratory in Paris, where the Binet intelligence tests were developed. While bored with grading tests, his interest was piqued not in what questions were answered incorrectly, but the pattern of the answers and the children's responses to their answers. Piaget speculated that younger children might think in an entirely different way than older children and adults (Crain, 1992). Piaget (as cited in Crain, 1992) abandoned the standardized tests and devised a more open-ended clinical interview that "encouraged the flow of spontaneous tendencies" (p. 101). From his research he found that "young children tend to conceptualize morality in terms of obedience to adults; older children tend to conceptualize morality in terms of cooperation with peers" (Cavico & Mujtaba, 2009, p. 24). Based on these orientations, Piaget deduced that moral development developed in stages.

Lawrence Kohlberg (1927–1987) expanded on Piaget's work. He, like Piaget, did not concentrate on moral behavior. In other words, he did not concern himself with what an individual was doing. To him, it was more informative to look at the reasons a person thinks an action is wrong than it is to look at the person's action (behavior) or even to listen to what the person says is wrong (Duska & Whelan, 1975). Kohlberg spent a decade gathering empirical data on the difference between how one thinks and how one acts. Kohlberg followed a sample of 58 of the original interviewed boys, reinterviewing

them every few years for more than 20 years. This long-term study became the

foundation for his stage-based theory of moral development (Cavico & Mujtaba, 2009).

Kohlberg's stages of cognitive moral development are based on three levels of

morality, each subdivided into two stages for a total of six stages or moral reasoning.

Kohlberg's moral development theory encompasses six stages: Stages 1 and 2 are labeled

as the preconventional level, Stages 3 and 4 are labeled as the conventional level, and

stages 5 and 6 are labeled as the postconventional level of morality. The construct is

based on justice as the foundation of morality, as mentioned earlier in this study (Cavico

& Mujtaba, 2009). Kohlberg's stages are described by Crain (1992, pp. 136–141) as

follows:

> Level I: Preconventional Morality—based on Kohlberg's assertion that children
> do not yet speak as members of society.
>
> > Stage 1: Obedience and Punishment Orientation. The child assumes that
> > powerful authorities hand down a fixed set of rules which he or she must
> > unquestioningly obey.
> >
> > Stage 2: Individualism and Exchange. The child recognizes that there is
> > not just one right view that is handed down by the authorities.
>
> Level II: Conventional Morality—conveys attitudes expressed that would be
> shared by the entire community.
>
> > Stage 3: Good Interpersonal Relationships. Children are entering their
> > teens and feel that people should live up to the expectations of the family
> > and community and behave in "good" ways.

Stage 4: Maintaining the Social Order. The individual becomes more broadly concerned with society as a whole. The emphasis is on obeying laws, respecting authority, and performing one's duties so that the social order is maintained.

Level III: Postconventional Morality—at this level there is a clear effort to define moral values and principles which have validity and application apart from the authority of the group and apart from the individual's own identification with these groups (Duska & Whelan, 1975).

Stage 5: Social Contract and Individual Rights. At this stage, people tend to think about society in a theoretical way, stepping back from their own society and considering the rights and values that a society ought to uphold. They are working toward a conception of the good society.

Stage 6: Universal Principles. In this stage, there are universal principles of justice, of the reciprocity and equality of the human rights, and of respect for the dignity of human beings as individual persons (Duska & Whelan, 1975), even if it means going against the majority (Crain, 1992). Stage 6 is considered the highest level on Kohlberg's CMD and is portrayed as a person who makes moral determinations based on reasoning from ethical theories and principles.

Though Kohlberg's work advanced CMD, there was some criticism. Some of the criticisms were the danger for people to place their own principles above society and the law in Stage 6, that his research is culturally biased, that his research is sex-based, and that his research techniques were questionable (Crain, 1992). However it was the

administrative criticism of his testing methods that led to the development of James

Rest's (1941–1999) Defining Issues Test (DIT).

Rest and the Defining Issues Test (DIT)

Kohlberg's research utilized a qualitative approach, which often took hours to

conduct and collect. It was James Rest who created the DIT, a quantitative method to

analyze moral reasoning and to discover a person's level of moral maturity based on the

Kohlberg scale (Cavico & Mujtaba, 2009). Through this 25–35 minute test, subjects are

presented with a series of scenarios along with solutions based on different rationales

(Cavico & Mujtaba, 2009). Research studies carried out using the DIT have involved test

subjects, such as federal employees (Peek, 1999), municipal department heads (Drumm,

2002), elected members of local governments in the state of Florida (Osgood, 2002),

school administrators (Martinez-Carbonell, 2002), Virginia commerce and trade

managers' (Mobley, 2002), the General Services Administration (Arthur, 2003), the

banking industry (Chavez, 2003), local government managers and non-managers

(Hyppolite, 2003), health care professionals (Reid, 2004), public health care professionals

(Williams, 2004), finance and accounting professionals (Galla, 2006), student

populations (Cartright, 2006), and the construction industry (Reischl, 2009).

Of all the studies, Chavez (2003) successfully and succinctly states that "Rest

uses a theory that characterizes the concept of justice at each stage that is based on the

organization of the different concepts of social cooperation" (p. 24).

DIT Applications in the Public Sector

There have been a number of significant dissertations using the DIT conducted at

Nova Southeastern University's H. Wayne Huizenga School of Business and

Entrepreneurship. Discussion of Kohlberg's work as it relates to public administration has been discussed and tested before (Drumm, 2002; Hyppolite, 2003; Martinez-Carbonell, 2002; Mobley, 2002; Osgood, 2002; Peek, 1999; Williams, 2004). Of those studies, several have some bearing to this research. The dissertation subjects broadly cover private and public professions. For the purposes of this study, since emergency managers are predominantly hired in the public sector, this researcher compared the DIT scores of the emergency managers against those of professions where emergency managers would be working with during disasters. Those professions and DIT scores come from municipal department heads (Drumm, 2002), local elected officials (Osgood, 2002), school administrators (Martinez-Carbonell, 2002), and local and non-local government managers (Hyppolite, 2003).

Drumm's (2002) study compared the DIT scores of fire chiefs against those of police chiefs, village/city administrators, and public works superintendents. His findings showed that the fire chiefs scored higher than the other three groups. He came to the conclusion that fire chiefs are in the fifth and sixth stages of Kohlberg's model and are more trusted than other professions. Osgood's (2002) study focused on municipal elected officials in Florida. Her study focused on whether factors such as postsecondary education, age, gender, and ethical training had an effect on their ethical maturity. Her findings revealed that there was a difference between ethical maturity and postsecondary education, there was no difference between ethical maturity and age, women scored higher than men, and ethics training did not affect ethical maturity.

Martinez-Carbonell's (2002) study was on the maturity levels of Miami Dade County Public School principals. Her results showed there was "no significant difference

in ethical maturity levels by gender, age, education, or ethics training" (p. 95).

Hyppolite's (2003) study examined 400 south Florida local government employees. Her

results showed there was no significant correlation between educational level, gender,

ethical training, and position rank/authority with ethical maturity levels. However, her

study did show there was a relationship between age and ethical maturity levels.

DIT Applications in the Disaster Management and Emergency Preparedness Fields

No studies consisting of DIT applications in the disaster management and

emergency preparedness fields have been conducted. It is partly due to the fact that prior

to 9/11, emergency management hardly had a presence in the field of public

administration. While the University of Colorado at Boulder and the University of

Delaware had created centers of disaster research, emergency management did not join

mainstream discussion and research until after 9/11.

Justification of Research Question

The one job of a public manager, especially an emergency manager, is to continue

in the bureaucratic routine of keeping the government running efficiently and effectively

(Bruce, 2001). Somers and Svara (2009) go on to state that

> We depend on the wisdom of city and county managers to maintain the
>
> appropriate level of concern and preparation, on their ability to advise elected
>
> officials and inform the public, on their leadership to inspire concern and effective
>
> planning when prospects of the need for action seem remote, on their strategic and
>
> integrative management capability to pull together the varied resources and
>
> responses of all parts of their government, and on their networking talents to
>
> develop shared responses across jurisdictions and sectors. (p. 189)

Further complicating these tasks, public managers must deal with the long-term fiscal challenges the 21st century presents for governmental agencies (GAO, 2005). In addition, if these public managers should fail, it would lead to "distrust (in government) leading to apathy, apathy to cynicism and cynicism to citizen disengagement. At the extreme end of this deterioration, democracy no longer functions" (Smith, 2005, p. 3). During times of disasters, public (emergency) managers' efforts and decisions are much more immediate and have far more reaching consequences.

The use of Kohlberg's stages of CMD and Rest's DIT are appropriate, especially with the latest development in developmental psychology. Professor Kang Lee with the University of Toronto and Drs. Lee and Victoria Taiwer with McGill University have studied lying through behavior, and their research suggests that people begin lying as toddlers and continue lying as adults, but the way people deceive others changes as they age (Wang, 2010), which is similar in thought to Kohlberg's CMD theory. It is interesting to note that why some children lie more than others is not related to better moral values or religious upbringing, but it is due to those children having better cognitive ability. That is because to lie, one must keep the truth in mind, which involves multiple brain processes, such as integrating several sources of information and manipulating that information, according to Shawn Crist at the University of Missouri-Columbia (Wang, 2010).

Summary

After 9/11 the world changed and emergency management was pushed to the forefront for all organizations. Organizations not only had to be prepared but also be able to respond and recover, which has created a set of expectations from those affected. How

an organization coordinates itself is often a reflection of the leadership of those

organizations. It then becomes imperative that these leaders be at the highest level of

Kohlberg's CMD scale and be able to make moral determinations based on reasoning

from ethical theories and principles. Unfortunately, leadership in some organizations

lack ethical and moral development, and oftentimes are politically-motivated

appointments. A prime example is President George W. Bush's appointment of Michael

Brown to head FEMA based on Brown's support of his campaign, whose "work

experience for the job was serving as the Arabian Horse Association's judges and

stewards commissioner" (Walters, 2010, p. 34).

According to David Miller (as cited in Walters, 2010), it has been said that ". . .

when you've been to one disaster, you've been to one disaster" (p. 35). "Every disaster

has its own special quirks that may require different intergovernmental responsibilities

and relationships" (Walters, 2010, p. 35). Emergency managers must have the

experience and moral development to function effectively, because the decisions they

make have drastic and immediate impacts on a community's response and recovery from

a disaster. In Chapter III, this study describes the application of Rest's Defining Issues

Test to explore if emergency managers have a higher level of moral development as

compared to other public officials.

Chapter III

Methodology

Several of the past dissertations this study relied on for ethical development comparison often quote Paul A. Volcker, the editor of the book, *Leadership for America,* who said that government must have talent, commitment, and dedication to the highest ethical standards in order to effectively meet the challenges of the 21st century (Martinez-Carbonell, 2002; Osgood, 2002). The basis for these needs is that government typically follows the classic bureaucracy illustration, characterized by "a hierarchical chain of command, extensive rules, and regulations, specialized roles and responsibilities, and so on" (Barth, 2010, p. 780). Yet what happens in times of disaster when the chain of command is broken, extensive rules and regulations no longer apply, there are new technological developments, and specialized roles and responsibilities are no longer effective? What makes disasters unique is that they are never the same, they are unpredictable, and they can occur when response systems may have different actors or groups responding.

This research explores the moral reasoning of emergency managers within the state of Florida, who often play major roles in times of disasters, and discusses how respondents rank with Kohlberg's sequences of cognitive moral development stages (Drumm, 2002; Osgood, 2002). It also compares the results with those of other government professions covered in Drumm's (2002) and Osgood's (2002) dissertations. Do emergency managers demonstrate significant differences in their responses to critical dilemmas based on education, age, gender, or ethics training? This study was conducted using James Rest's Defining Issues Test (DIT) to examine Kohlberg's cognitive moral

development theory in the same manner as Drumm's study as well as Osgood's study.

The DIT provides several hypothetical moral dilemmas along with a set of standard

responses. The respondent determines the importance of each response, and then selects

the four factors having the greatest influence on his or her resolution of the moral

dilemma (Williams, 2004, p. 63). This chapter describes the research methods in the

following order:

1. research questions and hypothesis,

2. research methodology,

3. population and sample,

4. measurement instrument,

5. validity and reliability of instrument,

6. data collection and analysis, and

7. summary of research design and methodology.

Research Questions and Hypothesis

This portion of the research focuses on the levels of moral reasoning of

emergency managers and seeks how the respondents rank within Kohlberg's

classification of ethical maturity stages. Is the level of moral cognitive development, as

measured by James Rest's DIT, significantly related to Florida emergency managers'

personal characteristics?

Research Question 1: Is there a difference in ethical maturity level by gender of

Florida emergency managers? That is, is there a difference in ethical maturity level, as

measured by the DIT, between male Florida emergency managers and female Florida

emergency managers?

The hypothesis for Research Question 1 is defined as follows:

Null Hypothesis 1

$H_0 1$:   There is no difference in ethical maturity level between male and female Florida emergency managers.

Alternative Hypothesis 1

$H_a 1$:   There is a difference in ethical maturity level between male and female Florida emergency managers.

Research Question 2: Is there a linear relationship between ethical maturity level and age of Florida emergency managers?

The hypothesis for Research Question 2 is defined as follows:

Null Hypothesis 2

$H_0 2$:   There is no linear relationship in ethical maturity level and age in Florida emergency managers.

Alternative Hypothesis 2

$H_a 2$:   There is a linear relationship in ethical maturity level and age in Florida emergency managers.

Research Question 3: Is there a difference in ethical maturity level and educational levels of Florida emergency managers? That is, is there a difference in ethical maturity level, as measured by the DIT, between Florida emergency managers with higher educational levels and Florida emergency managers with lower educational levels?

The hypothesis for Research Question 3 is defined as follows:

Null Hypothesis 3

H_03:   There is no difference in ethical maturity level between Florida emergency managers with higher educational levels and Florida emergency managers with lower educational levels.

Alternative Hypothesis 3

H_a3:   There is a difference in ethical maturity level between Florida emergency managers with higher educational levels and Florida emergency managers with lower educational levels.

Research Question 4: Is there a difference in ethical maturity level by ethics training of Florida emergency managers? That is, is there a difference in ethical maturity levels, as measured by the DIT, between Florida emergency managers with ethics training and Florida emergency managers with no ethics training?

The hypothesis for Research Question 4 is defined as follows:

Null Hypothesis 4

H_04:   There is no difference in ethical maturity level between Florida emergency managers with ethics training and Florida emergency managers without ethics training.

Alternative Hypothesis 4

H_a4:   There is a difference in ethical maturity level between Florida emergency managers with ethics training and Florida emergency managers without ethics training.

Research Methodology

Piaget's and Kohlberg's extensive work in the field of cognitive moral development (CMD) has been the basis for several researchers' studies on establishing the relationship between maturity and personal characteristics (Hyppolite, 2003). This study examines the moral development of emergency managers who primarily work in public sector organizations, as they see themselves. By utilizing Kohlberg's CMD and measuring it through Rest's DIT, the stage was set to analyze local governments' ethical culture during its most stressful times.

Population and Sample

A crucial component at the outset of a survey research project is how many observations are needed in a sample so that generalizations can be made about the entire population (Drumm, 2002). The population of this study is the public sector emergency managers who work in the State of Florida. This study is fortunate that public sector and private sector emergency managers join the Florida Emergency Preparedness Association (FEPA) in order to gain access to the most current disaster-related information as well as to trade best practices among their peers. However, it does not mean that all emergency managers in the state of Florida are members. Due to local government budget restrictions, many emergency members are unable to pay the association dues and, therefore, are not listed as members.

Leedy and Ormrod (2005) state that if the study population is around 500, 50% of the population should be surveyed. According to Lori Vun Kannon (personal communication, December 2, 2010), the past President of FEPA, the latest membership count was between 500–700. This number was later confirmed to be 600 members from

Eve Rainey (personal communication, February 21, 2011), FEPA's Executive Director.

While securing a 50% response rate would be quite successful, the researcher is aware

that this level of response may be not attained. Unlike DIT studies in the past, this

research did not utilize a mailed survey. It provided the DIT surveys online through

SurveyMonkey.com administered by the University of Alabama's Office for the Study of

Ethical Development. This research is the first to use the online DIT survey. The

rationale was to ensure a higher response rate than in previous DIT studies based on the

respondents completing the survey online. An examination of the response rates in past

DIT studies shows response rates ranging from a low of 7% (Osgood, 2002) to a high of

73.4% (Drumm, 2002).

Cover Letter

The cover letter that accompanied the survey followed the same format as used in

Drumm's 2002 study. The letter covered several points: what the study is about and its

social usefulness, why the respondent is important, promise of confidentiality and

explanation of identification number, reward for participation, what to do if questions

arise, and a thank you (Drumm, 2002) (see Appendix A).

Demographic Questions

As mentioned previously, this study sought to demonstrate significant differences

in the emergency managers' responses to critical dilemmas based on gender, age, highest

level of education, and ethics training. These inquiries were included in the online

survey. These four items were selected for specific reasons that will be explained further

into this study.

Per Chavez (2003), while the DIT measures the mean score expected at a particular educational level and age, it has been documented that DIT scores increase in relation to age and education. In terms of gender, the DIT is equally valid for males and females (Galla, 2006). However, this study ran the risk of failed responses by overburdening respondents with an already long survey process (Drumm, 2002) (see Appendix B). A common reality of this type of research is the fact that "most people just do not give good answers, often because they are not asked good questions" (Noel, 2010, p. 4).

Measurement Instrument

The principal measuring instrument used to test the research questions is the Defining Issues Test (DIT-2).

> The complete DIT-2 consists of five dilemmas: (1) a father contemplates stealing food for his starving family from the warehouse of a rich man hoarding food; (2) a newspaper reporter must decide whether to report a damaging story about a political candidate; (3) a school board chair must decide whether to hold a contentious and dangerous open meeting; (4) a doctor must decide whether to give an overdose of pain-killer to a suffering but frail patient; (5) college students demonstrate against U.S. foreign policy. (The University of Alabama, 2011a, para. 2)

> According to the University of Alabama's Center for Ethical Development,
> The DIT is a device for activating moral schemas (to the extent that a person has developed them) and for assessing these schemas in terms of importance judgments. The DIT has dilemmas and standard items, and the subject's task is to

rate and rank the items in terms of their moral importance. As the subject

encounters an item that both makes sense and also taps into the subject's preferred

schema, that item is rated and ranked as highly important. Alternatively, when

the subject encounters an item that either doesn't make sense or seems simplistic

and unconvincing, the item receives a low rating and is passed over for the next

item. The items of the DIT balance "bottom-up" processing (stating just enough

of a line of argument to activate a schema) with "top-down" processing (not a full

line of argument so that the subject has to "fill in" the meaning from an existing

schema). In the DIT, we are interested in knowing which schemas the subject

brings to the task. Presumably, those are the schemas that structure and guide the

subject's thinking in decision making beyond the test situation. (The University

of Alabama, 2011b, para. 2)

The DIT presents the subject with stories of moral dilemmas. In each case the

subject reads and ranks standard statements that tap into their preferred schema (Reischl,

2009). The rationale for using the DIT is that it has been used in past Nova Southeastern

University dissertations that sought to measure CMD in a variety of professions. One of

the primary reasons for its use was the short length of time to complete, approximately 15

minutes (Reischl, 2009). However, Peek (1999) states it more appropriately: "the DIT is

based on the premise that people at different points of development interpret moral

dilemmas differently, and have different intuitions about what is 'right' and 'fair' in a

situation" (p. 54) (see Appendix B).

Validity and Reliability of Instrument

Leedy and Ormrod (2005) state that "instruments designed to measure psychological characteristics (insubstantial phenomena) tend to be less reliable than those designed to measure physical (substantial) phenomena" (p. 29). The rationale for this is that subjects utilize a rating system that is influenced by their biases and prejudices. Since this study attempted to measure CMD, a psychological characteristic, validity and reliability reflect the degree to which the study may have errors in its measurements.

In addressing validity, Hyppolite (2003) states that the DIT instrument has been widely utilized by many researchers, and it has been published in academic and non-academic journals, thus leading to its reliability and validity as a test for this study. Hyppolite cited that the reliability of the DIT is good per *The Eleventh Mental Measurements Yearbook*, edited by Jack J. Kramer and Jane Close Conoley.

According to the University of Alabama's Office for the Study of Ethical Development,

> Validity for the DIT has been assessed in terms of seven criteria cited in over 400 published articles (Rest, Narvaez, Bebeau, & Thoma, 1999; Thoma, 2002; Thoma, 2006)
>
> 1. Differentiation of various age/education groups: Studies of large composite samples (thousands of subjects) show that 30% to 50% of the variance of DIT scores is attributable to level of education in samples ranging from junior-high education to Ph.D.'s
>
> 2. Longitudinal gains: A 10-year longitudinal study shows significant gains of men and women, of college-attenders and non-college

subjects, and people from diverse walks of life. A review of a dozen studies of freshman to senior college students ($n = 755$) shows effect sizes of .80 ("large" gains). DIT gains are one of the most dramatic longitudinal gains in college of any measured developmental variable.

3. DIT scores are significantly related to cognitive capacity measures of Moral Comprehension (r = .60), to the recall and reconstruction of Postconventional moral arguments, to Kohlberg's measure, and (to a lesser degree) to other cognitive-developmental measures.

4. DIT scores are sensitive to moral education interventions: One review of over 50 intervention studies reports an effect size for dilemma discussion interventions to be .40 (moderate gains) while the effect size for comparison groups was only .09 (small gains).

5. DIT scores are significantly linked to many prosocial behaviors and to desired professional decision making. One review reports that 37 out of 47 measures were statistically significant (see also Rest & Narvaez, 1994, for a discussion of professional decision making).

6. DIT scores are significantly linked to political attitudes and political choices. In a review of several dozen correlates with political attitudes, DIT scores typically correlate in the range of r = .40 to .65. When combined in multiple regression with measures of cultural ideology, the combination predicts up to two-thirds of the variance of controversial public policy issues (such as abortion, religion in the

public schools, women's roles, rights of the accused, rights of

homosexuals, free speech issues).

7. Reliability–Cronbach's alpha is in the upper .70s / low .80s. Test-

retest reliability is about the same.

Further, DIT scores show discriminant validity from verbal ability/general

intelligence and from Conservative/Liberal political attitudes. That is, the

information in a DIT score predicts to the seven validity criteria above and

beyond that accounted for by verbal ability/general intelligence or political

attitudes (Thoma, Narvaez, Rest & Derryberry, 1999). Moreover, the DIT is

equally valid for males and females (Rest, Narvaez, Bebeau, & Thoma, 1999).

(The University of Alabama, 2011b, paras. 3–9)

In addressing reliability, the DIT has yielded consistent results in many previous

studies. In order to enhance the reliability of the DIT, this study utilized standardization

in its use, and specific criteria were established that dictate the kinds of judgments this

researcher made (Leedy & Ormrod, 2005).

Data Collection and Analysis

The respondents were given two weeks to complete the survey. Once the DIT

surveys were taken, they were automatically submitted into SurveyMonkey.com where

they were collated and formatted for analysis by the Center for the Study of Ethical

Development at the University of Alabama. Specific and unique identifier numbers for

each DIT and questionnaire were assigned so that collation could be done for analysis.

Once the results were received, the study utilized the P-score (Principled Score)

"because it denotes the relative importance that a subject attaches to the areas

representing the higher stages . . . . The P-score ranges from 0–95 with the understanding that a high P-score indicates high moral judgment" (Martinez-Carbonell, 2002, p. 70).

Summary of Research Design and Methodology

According to Noel (2010), "social scientists are notoriously unwilling to declare anything with certainty. Physical science is full of laws; we just have findings" (p. 9). Based on the preceding research design and methodology, this researcher hopes that the findings of this study along with the findings of several past studies will provide insight and recommendations that can be implemented in order to make emergency management more effective and efficient.

Chapter III has explained how this researcher plans to conduct the study by explaining the survey instrument (justifying its reliability and validity), the sample population studied, and the means of analyzing the data.

Chapter IV

Analysis and Presentation of Findings

Introduction

Chapter III presented and discussed four preliminary research questions as four

hypotheses. The basic questions were developed from the literature on cognitive moral

development, the Defining Issues Test (DIT), and past research using the DIT as the

primary investigative tool. The research questions for this research were expressed

specifically to the public/private sector emergency managers in the state of Florida. The

questions were as follows:

1. Is there a difference in ethical maturity level by gender of Florida emergency
   managers?

2. Is there a linear relationship between the ethical maturity and age of Florida
   emergency managers?

3. Is there a difference in ethical maturity level and educational levels of Florida
   emergency managers?

4. Is there a difference in ethical maturity level by ethics training of Florida
   emergency managers?

Sample

The sample for this research were all members of the Florida Emergency

Preparedness Association (FEPA) from 2011–2012. Unique to the issuance of the DIT

versus previous research studies is that in lieu of mailed paper surveys, the DIT was sent

to respondents via Survey Monkey.com. The DIT was transferred into Survey Monkey,

which created a unique weblink. The weblink was emailed to all FEPA members along

purged those surveys missing too much data. In fact, any survey that missed answering any one of the five stories was purged.

The reliability checks carried out by the Center are based on more than 20 years of DIT testing in a variety of studies (Drumm, 2002). With these reliability checks, the validity and reliability of the DIT as a survey instrument are established to aid the analysis of the final DIT results and provide the necessary statistics and data to define the moral development of this study's sample.

Respondent Demographics

The respondent demographics were divided into four categories for this study: (a) age, (b) ethics training, (c) gender, and (c) age. These results are used to identify and analyze the possibility of statistical significance via Analysis of Variance (ANOVA) between the P-scores and these four demographic categories. The results of this analysis are directly tied into the first four research questions proposed in this study. However, prior to this analysis, the raw data depicted the following about this sample.

Level of education. The highest level of education was asked of all respondents. The choices offered were (a) Grades 7, 8, and 9; (b) Grades 10, 11, and 12; (c) Vocational/Technical School (schools that do not offer a bachelor's degree); (d) Junior College; (e) Freshman in a bachelor's degree program; (f) Sophomore in a bachelor's degree program; (g) Junior in a bachelor's degree program; (h) Senior in a bachelor's degree program; (i) Professional degree beyond the bachelor's degree (M.D., M.B.A., D.D.S., J.D., Nursing); (j) Professional degree in Divinity; (k) Master's degree; (l) Doctoral degree (Ed.D.); (m) Doctoral degree (Ph.D.); and (n) Other.

Of the 102 responses, the highest level of education attained in the sample was Ph.D./Ed.D. degree at 28.8% (n = 30 respondents), followed by Master's degree at 3% (n = 3 respondents), senior in college at 16.6% (n = 17 respondents), junior in college at 16.6% (n = 17 respondents), sophomore in college at 16.6% (n = 17 respondents), freshman in college at 0.9% (n = 1 respondent), junior college at 0.9% (n = 1 respondent), vocational/technical at 9.8% (n = 10 respondents), high school (grades 10–12) at 2.9% (n = 3 respondents), and high school (grades 7–9) at 2.9% (n = 3 respondents).

Gender. The gender category asked for the gender of all respondents. The results were that 69.2% (n = 70 respondents) of all respondents were male and the remaining 30.8% (n = 32 respondents) were female.

Age. All 102 respondents replied to this category, resulting in a mean age of 49.86. The age ranges were from 25 years of age to 75 years of age.

Ethics training. All 102 respondents replied to this category, where 90% (n = 92 respondents) received no ethics training and 9% (n = 10 respondents) received some ethics training.

Comparative Results

The purpose of this research was to compare the P-scores of Florida emergency managers and those of groups in Ogood's (2002) and Drumm's (2002) studies. Another purpose was to examine whether the variables of age, gender, level of education, and ethics training had a correlation to the P-scores of Florida emergency managers.

P-scores

The mean P-score for Florida emergency managers represented in this study was 30.33 with a standard deviation of 14.69. The P-score indicates the weight in which an individual places on postconventional issues and the importance placed on postconventional thinking. A clearer explanation is that according to Rest (1979), a DIT score of 50 or over indicates principled reasoning, although most studies will not find many subjects with scores over 50 (Osgood, 2002, p. 39). This study is one of those based on the aforementioned results.

According to Drumm (2002), the Center has maintained a P-score database for DIT results, where they range from a low of 18.9 for institutionalized delinquents to a high of 65.2 for moral philosophy and political science graduate students. In a table created by Drumm (2002), Florida emergency managers are shown where they fall in relation to several different government positions as well as with three different groups in general.

Table 1

Comparative P-scores

P-score Groups	P-score
Moral philosophy graduate students	65.2
Fire chiefs	53.3
College students in general	42.3
Public works superintendents	41.6
Adults in general	40.0
Police chiefs	32.3
Florida emergency managers	**30.3**
Administrators	29.6

Note. From *The Ethical and Moral Development Difference of Municipal Department Heads Based on the Defining Issues Test (Doctoral dissertation),* (p. 99), by H. M. Drumm, 2002, Retrieved from ProQuest Dissertations and Theses database. (AAT No. 3069473)

Therefore, in answering the first research question proposed in this study of whether emergency personnel have a higher mean DIT score than Drumm's (2002) and Osgood's (2002) groups, the results show that Florida emergency managers fall next to last in Table 1, just above administrators.

Statistical Significance/Testing of Hypotheses

This study also looked into whether variables of age, ethics training, gender, and level of education had a correlation to the P-scores of Florida emergency managers. Testing of these hypotheses was carried out according to the methodologies presented in *Practical Research: Planning and Design* (Leedy & Ormond, 2005). Each hypothesis is presented and discussed as to whether the data results provide support or not. While a 3-way ANOVA was to be utilized to examine all four variables, prior statistical analysis showed that age and ethics training were not significant, thus resulting in a 2-way ANOVA analysis. Discussion of the rationale to not include age and ethics training are discussed as follows.

Research Questions

Research Question 1. Is there a relationship between ethical maturity and gender? Overwhelmingly, the data shows even by simple plot diagram that females have higher P-scores than males, regardless of education level. Accordingly, the null hypothesis is rejected. However, what was noticeable was that for males, P-scores rose as education rose. This finding led to further statistical analysis to compare the two groups of males (those with a high school degree or vocational degree or with at least two years of college) against the group of males who have advanced degrees, which then led

to a slight modification to Research Question 3 where the comparison was made between the male groups and their P-scores only.
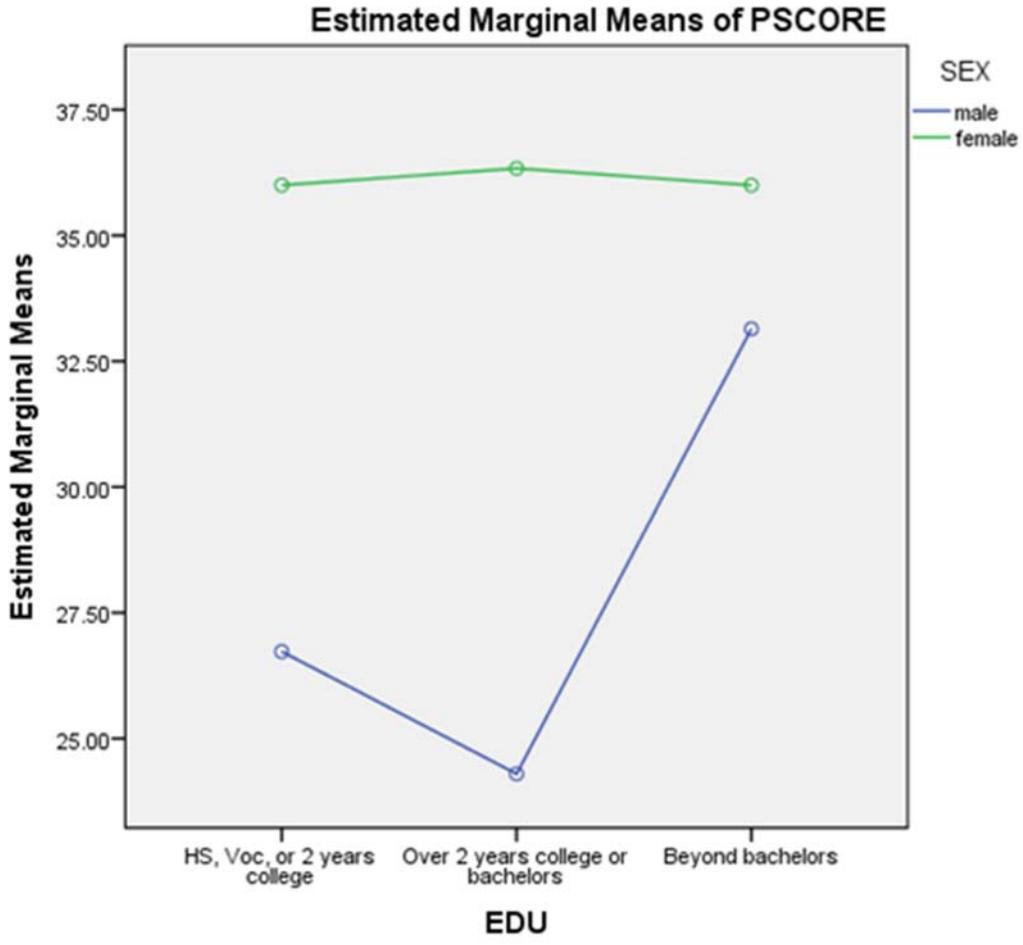
Figure 1. Relationship between P-scores and education levels.

Research Question 2. Is there a linear relationship between ethical maturity and age? This question is not supported from the data. As depicted in the scatter plot diagram in Figure 2, the reported ages do not correspond to a linear fashion to show an increase in P-scores as age increases. Accordingly, the null hypothesis is not rejected.
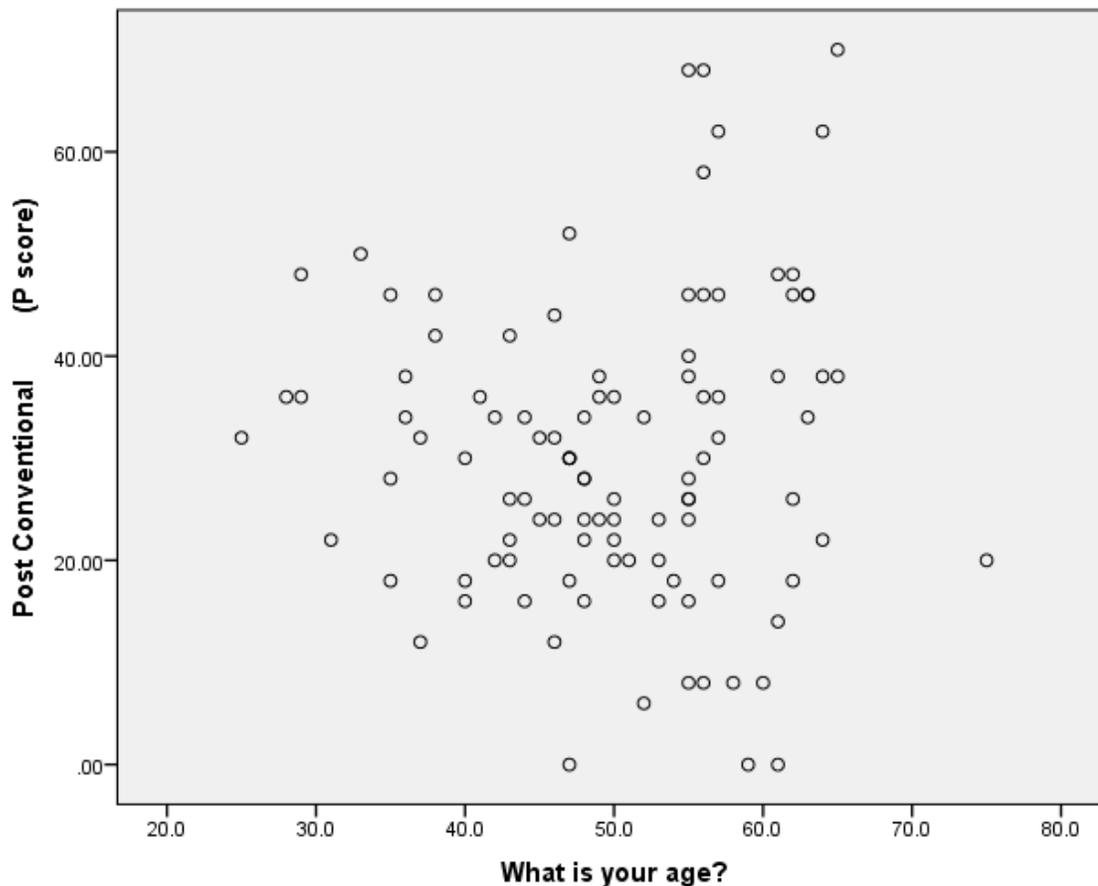
Figure 2. Scatterplot diagram between P-scores and age.

Research Question 3. Do emergency personnel with higher education levels have a higher mean DIT score than emergency personnel with lower education levels? For statistical analysis purposes, the survey respondents' responses were coded into three categories. Category 1 included all those responses where the survey respondent had at least a high school diploma/vocational degree/technical degree/or some college (at most the 2nd year of college or sophomore year). Category 2 included all those who had received a bachelor's degree. Category 3 included all those who obtained or were working towards an advanced degree (Ph.D., Ed.D.).

A *t*-test was performed that examined one group made up of respondents in Category 1 and Category 2 together against one group of only Category 3 respondents. The *t*-test of male P-scores against educational levels yielded a significance level of .197. Accordingly, for males only, the null hypothesis is rejected.

Research Question 4. Is there a relationship between ethical maturity and ethics training? Applying a one-sample *t*-test showed practically equal results; thus, no significant difference exists between the those who had ethics training and those who did not. This rationale stems from the fact that 92 of the 102 respondents reported they had no ethics training. Accordingly, the null hypothesis is not rejected.

Summary of Analysis and Conclusions

This chapter presented the findings and analysis of research by examining the results of the DIT survey administered to Florida emergency managers. The findings only support Research Questions 3 and 4. The null hypotheses are not rejected for Research Questions 1 and 2. The applied implications and normative assessment of these findings are discussed in Chapter V.

Chapter V

Summary and Conclusions

The aim of this research was to conduct empirical research into the possible differences in moral reasoning among Florida emergency managers. The instrument used to measure these possible differences was the Defining Issues Test (DIT). The DIT has been used in previous empirical research studies to measure these differences among many types of occupations and groups of people.

Chapter V discusses the results of the data analysis from Chapter IV. This chapter also discusses conclusions that can be deduced from the data results and any implications that may be deduced. In conjunction, an evaluation of the research approach was examined to lend to exploring the limitations of the research. Finally, the discussion turns to directions of future research into ethics in the fields of public administration and emergency management.

Discussion of Results and Conclusion

The purpose of this research was to study the moral reasoning of public officials, specifically, Florida emergency managers. The results presented in Chapter IV were applied to all four research questions and their respective supporting hypotheses. This section discusses the four research questions and analyzes them as they relate to Florida emergency managers. A summary of the findings presented in Chapter IV is as follows:

1. The first research question, relating to Florida emergency managers' ethical maturity and gender, was supported and confirmed by this analysis. Women scored significantly higher than men. This confirms Osgood's (2002) refute of Gillian's criticism of Kohlberg's model for sexual bias.

2. The second research question, relating to Florida emergency managers' ethical maturity level to age, was not supported through this analysis. From a simple plot diagram, no linear relationship could be found between ethical maturity and age. This finding is not unusual since previous research has shown that cognitive moral development is more related to education than to age (Osgood, 2002).

3. The third research question, relating to Florida emergency managers' ethical maturity and educational level, was unique in that the research was supported for males but not for females. Females, regardless of educational level, had a consistent ethical maturity level. Males, on the other hand, showed that their ethical maturity increased with educational levels.

4. The fourth research question, relating to Florida emergency managers' ethical maturity and ethics training, also was not supported in this research. Even with 90% ($n = 92$) of the respondents answering that they received no ethics training, an analysis was conducted and showed no significant difference between those that had ethics training and those that did not receive ethics training.

Evaluation of the Approach

The research approach taken in this study followed the same research strategy and survey methodology as past DIT research studies, except the survey was administered via the SurveyMonkey.com website and not through paper and pencil. The ease of taking the survey online versus paper led the researcher to believe that there would be a greater response rate. However, the opposite proved to be the case. It took nearly a year for

enough useable, completed surveys to be able to conduct the analysis. This in and of itself could have been a major factor in the types of responses that were received. A review of the data showed that many respondents stopped answering the survey between the second and third story. The Center that provided the survey also included questions to secure their own data for their own research that had nothing to do with this study. Needless to say, the survey may have been too long for one sitting, and respondents stopped taking the survey midway through.

Another aspect of the approach is the population itself. The research was applied to a different professional group that has not been in existence for very long as compared to other established professions who often have a history of performance, acceptability, and understanding of purpose among the general population, code of ethics, program of study, and several professional associations that may monitor the ethical actions of their profession and are able to dole out sanctions for violating them.

Finally, while a larger sample size might have offered different results, this study does offer some insight into a profession whose decisions have significant impacts on an area and its population in the aftermath of a natural or man-made disaster. Perhaps no other action is more revealing of government than in the actions it takes towards its population in the aftermath of disaster. Regardless of its relative newness, emergency managers are tasked with dealing with the devastating impacts of natural and man-made disasters. The decisions they make can legitimize the actions of government and bring calm to its population or expose glaring weakness that undermines its purpose and use.

university programs of study in emergency management end up including all of these topics with no unifying element or theory.

The results of the study showed that emergency managers' P-scores are 30.3, which is above city administrators at 26.9, but below the P-scores of adults in general, which is 40.0. The significance of this score is of concern due to the fact that emergency managers are tasked predominantly with managing and directing resources in the aftermath of a disaster. Their effectiveness in making ethical, critical decisions, that can make the difference in an area's recovery, may be compromised by external factors that may result in further or delayed relief to an area that sorely needs assistance.

Limitations of the Study

The largest limitation of this study is simply the scope of the research in terms of the sample used based on the population of Florida emergency managers. There are 67 counties, 268 cities, 124 towns, and 19 villages in Florida (U.S. Census Bureau, 2010), each having at least one, if not a full staff/department of emergency management personnel. While no exact numbers are available to reflect the actual numbers of city staff that meet the definition of emergency managers, it can be implied that the sample was low, thus providing for a low *N*. This reality is the bane of observational research, because it relies on a small percentage of the study population that results in the study being broadly interpreted.

The accuracy of responses and the appropriate person taking the survey also are considerations. All subjects' responses were reviewed to ensure that all questions were answered, yet three of the respondents had a DIT score of 0. Does this reflect that these three respondents misunderstood the stories and questions and did not answer correctly?

Or, do they not have any moral reasoning? Another consideration is that while the use of

SurveyMonkey.com to deliver the survey was quick and inexpensive (no envelopes,

stamps, enclosed letters, and enclosed paper survey), its ease of access might have led

some of the respondents to provide the weblink to other fellow emergency management

staff outside of the Florida Emergency Preparedness Association (FEPA) or even to

individuals who did not meet the emergency management definition, thus including

respondents' answers who are not part of the study population.

Directions for Future Research

The possibilities for other avenues of research along this research are numerous.

This research examined how the variables of gender, age, educational levels, and ethics

training might have an impact on the P-score among Florida emergency management

professionals. The results, regardless of the outcomes, for each research question could

be expanded further. Specifically, one could determine why male P-scores rose with

education (which is consistent with Rest's [1979] assertion that higher education leads to

higher levels of cognitive moral development) while females had high P-scores

regardless of education level. What type of difference exists between males and females

where education is only a factor for males and not for females?

A second aspect for future research is the lack of ethical training for such a high

number of the respondents. Out of the 102 respondents, 92 of them did not receive any

ethics training. An examination as to why these respondents did not receive ethics

training could be further explored. Were they offered ethics training and elected not to

take it, or do their respective organizations not see the value in it? Such analysis could

yield a great deal of information on the organizational culture and the importance it places on ethical development among its workers.

Finally, a third aspect for future research and a crux of this study is to examine how and why emergency managers had low P-scores. By examining the dichotomy of the two previous aspects of future research, a possible avenue for research would examine the combination of education having a positive influence, but ethics education/training not having an influence. Theoretically, this is a most interesting "puzzle" since higher educational levels should lead to better analytical thought and understanding of the value of any training that leads to better decisions. Could respondents and their respective organizations not believe that a correlation exists between ethics training and better ethical decisions? Do they feel that people are already fully ethically developed, thus requiring no further training? Or is ethics too hard to define and thus impossible to teach?

This research has serious implications. By understanding what may cause the low P-scores, further research could go into addressing how to raise the P-scores, possibly through ethics training and/or requiring or implementing higher educational levels. Regardless, the disasters that emergency managers will face in the future only will become more complex and require greater intra-organizational and inter-organizational cooperation. It will be imperative for all to be ethically sound in order to maximize their effectiveness.

Final Summary and Conclusion

The Naval Postgraduate School/Department of Homeland Security (NPS/DHS) Master's degree program in Homeland Security and Defense has a capstone class that is

required at the end of the program. It is meant to look back upon all classes that were taken and integrate that knowledge into the current and future homeland security agenda. The book used for the class is "The Righteous Mind: Why Good People are Divided by Politics and Religion," by social psychologist Jonathan Haidt (2012). The basis of his book is to discuss moral intuition, the first impressions individuals have of people and the actions they perform. In order to advance his position, he cites Lawrence Kohlberg along with Plato and Immanuel Kant. It is Kohlberg's work upon which much of this research is based. The NPS/DHS program intent of this book is for students to better understand the motivations of individuals, that is, terrorists and policymakers.

The research undertaken in this study echoes what Haidt (2012) proposes in his book. The researcher studied those individuals who are tasked with making the decisions and implementing the actions necessary in a natural or man-made disaster. Regardless of the actions taken by terrorists and policymakers, the emergency managers (public administrators) will be the ones who put the policy into action. This "street-level" bureaucracy is what will determine either the severity of a terrorist attack or natural disaster or the effectiveness of government's response and recovery efforts in the aftermath. Much of the literature examined in this study covered the fields of emergency management, public administration, and ethics, but not the effectiveness of the emergency managers tasked with carrying out their duties.

The research conducted makes a contribution to the expanding the body of literature in these fields by examining the moral reasoning of emergency managers and proposing further research into increasing their moral reasoning so that better ethical decisions can be made in times of disaster.

Appendix A

FEPA Survey Request Letter

June 7, 2011

Florida Emergency Preparedness Association
ATTN: Eve Rainey, Executive Director
400 Capital Circle SE, Suite 18-36
Tallahasse, FL 32309

RE: FEPA Member Romeo Lavarias' Survey Request of FEPA Membership

Dear Ms. Rainey:

The purpose of this letter is to secure your organization's approval for me to conduct survey research with the FEPA membership. The purpose of the survey is to measure the cognitive moral development among emergency personnel and compare the results with elected officials and municipal department heads.

I am currently a doctoral student at Nova Southeastern University and am in the dissertation stage of my program. I am also a FEPA member with FPEM certification.

My study involves a 20 minute survey taken online through SurveyMonkey.com. Here is the weblink that will allow you to view the survey, https://www.surveymonkey.com/s/QKCQJFL.

If approved by you and FEPA, I will furnish you a weblink that you can email to your members asking them to take the survey.

Participation is purely voluntary and will take respondents between 15-30 minutes to complete. All survey responses are de-identified and anonymous. No IP addresses will be saved. All study materials will be destroyed a minimum of 36 months after the study is complete.

After you have reviewed the survey, please let me know that FEPA will allow this type of contact with its members and that you are fully aware of the type of research being conducted within FEPA.

Your cooperation and support are greatly appreciated.

Sincerely,
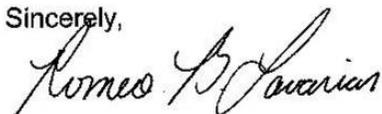
Romeo B. Lavarias

Appendix B

DIT Survey

Defining Issues Test-2 - Lavarias-Diss-NSU

1. Informed Consent

Thank you for taking the time out to particpate in this survey.

The purpose of this study is to understand the degree several variables are related regarding moral judgement development. The questions that you are asked are not emergency operations type questions. The questions are based on dilemmas that are presented to you in the survey.

Please complete the on-line survey at your leisure. It should take approximately 15-30 minutes and is purely voluntary and completely anonymous. No IP addresses will be monitored or saved and the data will be de-identified. The deadline to complete the survey is July 15. If you should have any questions, please contact Romeo Lavarias at 954-296-2824, or Dissertation Chairman, Dr. Frank Cavico, J.D., L.L.M at 954-262-5096.

Defining Issues Test-2 - Lavarias-Diss-NSU

2. Defining Issues Test-2

This questionnaire is concerned with how you define the issues in a social problem. Several stories about social problems will be described. After each story, there will be a list of questions. The questions that follow each story represent different issues that might be raised by the problem. In other words, the questions/issues raise different ways of judging what is important in making a decision about the social problem. You will be asked to rate and rank the questions in terms of how important each one seems to you.

PLEASE TRY TO FINISH THE QUESTIONNAIRE IN ONE SITTING.

Defining Issues Test-2 - Lavarias-Diss-NSU

3. EXAMPLE of the task

Imagine you are about to vote for a candidate for the Presidency of the United States. Before you vote, you are asked to rate the importance of five issues you could consider in deciding who to vote for. Rate the importance of each item (issue) by checking the appropriate box.

✳ 1. Rate the following issues in terms of importance.

	Great	Much	Some	Little	No
1. Financially are you personally better off now than you were four years ago?	◯	◯	◯	◯	◯
2. Does one candidate have a superior moral character?	◯	◯	◯	◯	◯
3. Which candidate stands the tallest?	◯	◯	◯	◯	◯
4. Which candidate would make the best world leader?	◯	◯	◯	◯	◯
5. Which candidate has the best ideas for our country's internal problems, like crime and health care.	◯	◯	◯	◯	◯

Note. Some items may seem irrelevant or not make sense (as in item #3). In that case, rate the item as "NO".

After you rate all of the items you will be asked to RANK the top four items in terms of importance. Note that it makes sense that the items you RATE as most important should be RANKED as well. So if you only rated item 1 as having great importance you should rank it as most important.

✳ 2. Consider the 5 issues above and rank which issues are the most important.

	1	2	3	4	5
Most important item	◯	◯	◯	◯	◯
Second most important	◯	◯	◯	◯	◯
Third most important	◯	◯	◯	◯	◯
Fourth most important	◯	◯	◯	◯	◯

Again, remember to consider all of the items before you rank the four most important items and be sure that you only rank items that you found important.

Note also that before you begin to rate and rank items you will be asked to state your preference for what action to take in story.

Thank you and you may begin the questionnaire!

Defining Issues Test-2 - Lavarias-Diss-NSU

4. Story 1

Famine

The small village in northern India has experienced shortages of food before, but this year's famine is worse than ever. Some families are even trying to feed themselves by making soup from tree bark. Mustaq Singh's family is near starvation. He has heard that a rich man in his village has supplies of food stored away and is hoarding food while its price goes higher so that he can sell the food later at a huge profit. Mustaq is desperate and thinks about stealing some food from the rich man's warehouse. The small amount of food that he needs for his family probably wouldn't even be missed.

*1. What should Mustaq Singh do? Do you favor the action of taking food?

◯ Should take the food   ◯ Can't decide   ◯ Should not take the food

*2. Rate the following issues in terms of importance.

	Great	Much	Some	Little	No
1. Is Mustaq Singh courageous enough to risk getting caught for stealing?	◯	◯	◯	◯	◯
2. Isn't it only natural for a loving father to care so much for his family that he would steal?	◯	◯	◯	◯	◯
3. Shouldn't the community's laws be upheld?	◯	◯	◯	◯	◯
4. Does Mustaq Singh know a good recipe for preparing soup from tree bark?	◯	◯	◯	◯	◯
5. Does the rich man have any legal right to store food when other people are starving?	◯	◯	◯	◯	◯
6. Is the motive of Mustaq Singh to steal for himself or to steal for his family?	◯	◯	◯	◯	◯
7. What values are going to be the basis for social cooperation?	◯	◯	◯	◯	◯
8. Is the epitome of eating reconcilable with the culpability of stealing?	◯	◯	◯	◯	◯
9. Does the rich man deserve to be robbed for being so greedy?	◯	◯	◯	◯	◯
10. Isn't private property an institution to enable the rich to exploit the poor?	◯	◯	◯	◯	◯
11. Would stealing bring about more total good for everybody concerned or wouldn't it?	◯	◯	◯	◯	◯
12. Are laws getting in the way of the most basic claim of any member of a society?	◯	◯	◯	◯	◯

*3. Consider the 12 issues above and rank which issues are the most important.

	1	2	3	4	5	6	7	8	9	10	11	12
Most important item	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯
Second most important	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯
Third most important	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯
Fourth most important	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯

Defining Issues Test-2 - Lavarias-Diss-NSU

5. Story 2

Reporter

Molly Dayton has been a news reporter for the *Gazette* newspaper for over a decade. Almost by accident, she learned that one of the cadidates for Lieutenant Governor for her state, Grover Thompson, had been arrested for shop-lifting 20 years earlier. Reporter Dayton found out that early in his life, Candidate Thompson had undergone a confused period and done things he later regretted, actions which would be very out-of-character now. His shoplifting had been a minor offense and charges had been dropped by the department store. Thompson has not only straightened himself out since then, but built a distinguished record in helping many people and in leading constructive community projects. Now, Reporter Dayton regards Thompson as the best candidate in the field and likely to go on to important leadership positions in the state. Reporter Dayton wonders whether or not she should write the story about Thompson's earlier troubles because in the upcoming close and heated election, she fears that such a news story could wreck Thompson's chance to win.

*1. Do you favor the action of reporting the story?

◯ Should report the story   ◯ Can't decide   ◯ Should not report the story

*2. Rate the following issues in terms of importance.

	Great	Much	Some	Little	No
1. Doesn't the public have a right to know all the facts about all the candidates for office?	◯	◯	◯	◯	◯
2. Would publishing the story help Reporter Dayton's reputation for investigative reporting?	◯	◯	◯	◯	◯
3. If Dayton doesn't publish the story wouldn't another reporter get the story anyway and get the credit for investigative reporting?	◯	◯	◯	◯	◯
4. Since voting is such a joke anyway, does it make any difference what reporter Dayton does?	◯	◯	◯	◯	◯
5. Hasn't Thompson shown in the past 20 years that he is a better person than his earlier days as a shop-lifter?	◯	◯	◯	◯	◯
6. What would best service society?	◯	◯	◯	◯	◯
7. If the story is true, how can it be wrong to report it?	◯	◯	◯	◯	◯
8. How could reporter Dayton be so cruel and heartless as to report the damaging story about candidate Thompson?	◯	◯	◯	◯	◯
9. Does the right of "habeas corpus" apply in this case?	◯	◯	◯	◯	◯
10. Would the election process be more fair with or without reporting the story?	◯	◯	◯	◯	◯
11. Should reporter Dayton treat all candidates for office in the same way by reporting everything she learns about them, good and bad?	◯	◯	◯	◯	◯
12. Isn't it a reporter's duty to report all the news regardless of the circumstances?	◯	◯	◯	◯	◯

Defining Issues Test-2 - Lavarias-Diss-NSU

＊3. Consider the 12 issues you rated above and rank which issues are the most important.

	1	2	3	4	5	6	7	8	9	10	11	12
Most important item	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯
Second most important	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯
Third most important	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯
Fourth most important	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯

Defining Issues Test-2 - Lavarias-Diss-NSU

6. Story 3

School Board

Mr. Grant has been elected to the School Board District 190 and was chosen to be Chairman. The district is bitterly divided over the closing of one of the high schools. One of the high schools has to be closed for financial reasons, but there is no agreement over which school to close. During his election to the School Board, Mr. Grant had proposed a series of "Open Meetings" in which members of the community could voice their opinions. He hoped that dialogue would make the community realize the necessity of closing one high school. Also he hoped that through open discussions, the difficulty of the decision would be appreciated, and that the community would ultimately support the school board decision. The first Open Meeting was a disaster. Passionate speeches dominated the microphones and threatened violence. The meeting barely closed without fist-fights. Later in the week, school board members received threatening phone calls. Mr. Grant wonders if he ought to call off the next Open Meeting.

*1. Do you favor calling off the next Open Meeting

◯ Should call off the next open meeting   ◯ Can't decide   ◯ Should have the next open meeting

*2. Rate the following issues in terms of imortance.

	Great	Much	Some	Little	No
1. Is Mr. Grant required by law to have Open Meetings on major school board decisions?	◯	◯	◯	◯	◯
2. Would Mr. Grant be breaking his election campaign promises to the community by discontinuing the Open Meetings?	◯	◯	◯	◯	◯
3. Would the community be even angrier with Mr. Grant if he stopped the Open Meetings?	◯	◯	◯	◯	◯
4. Would the change in plans prevent scientific assessment?	◯	◯	◯	◯	◯
5. If the school board is threatened, does the chairman have the legal authority to protect the Board by making decisions in closed meetings?	◯	◯	◯	◯	◯
6. Would the community regard Mr. Grant as a coward if he stopped the open meetings?	◯	◯	◯	◯	◯
7. Does Mr. Grant have another procedure in mind for ensuring that divergent views are heard?	◯	◯	◯	◯	◯
8. Does Mr. Grant have the authority to expel troublemakers from the meetings or prevent them from making long speeches?	◯	◯	◯	◯	◯
9. Are some people deliberately undermining the school board process by playing some sort of power game?	◯	◯	◯	◯	◯
10. What effect would stopping the discussion have on the community's ability to handle controversial issues in the future?	◯	◯	◯	◯	◯
11. Is the trouble coming from only a few hotheads, and is the community in general really fair-minded and democratic?	◯	◯	◯	◯	◯
12. What is the liklihood that a good decision could be made without open discussion from the community?	◯	◯	◯	◯	◯

Defining Issues Test-2 - Lavarias-Diss-NSU

*3. Consider the 12 issues you rated above and rank which issues are the most important.

	1	2	3	4	5	6	7	8	9	10	11	12
Most important item	○	○	○	○	○	○	○	○	○	○	○	○
Second most important	○	○	○	○	○	○	○	○	○	○	○	○
Third most important	○	○	○	○	○	○	○	○	○	○	○	○
Fourth most important	○	○	○	○	○	○	○	○	○	○	○	○

Defining Issues Test-2 - Lavarias-Diss-NSU

7. Story 4

Cancer

Mrs. Bennett is 62 years old, and in the last phases of colon cancer. She is in terrible pain and asks the doctor to give her more pain-killer medicine. The doctor has given her the maximum safe dose already and is reluctant to increase the dosage because it would probably hasten her death. In a clear and rational mental state, Mrs. Bennett says that she realizes this; but she wants to end her suffering even if it means ending her life. Should the doctor giver her an increased dosage?

*1. Do you favor the action of giving more medicine?

◯ Should give Mrs. Bennett an increased dosage to make her die.　　◯ Can't decide　　◯ Should not give her an increased dosage

*2. Rate the following issues in terms of imortance.

	Great	Much	Some	Little	No
1. Isn't the doctor obligated by the same laws as everybody else if giving an overdose would be the same as killing her?	◯	◯	◯	◯	◯
2. Wouldn't society be better off without so many laws about what doctors can and cannot do?	◯	◯	◯	◯	◯
3. If Mrs. Bennett dies, would the doctor be legally responsible for malpractice?	◯	◯	◯	◯	◯
4. Does the family of Mrs. Bennett agree that she should get more painkiller medicine?	◯	◯	◯	◯	◯
5. Is the painkiller medicine an active heliotropic drug?	◯	◯	◯	◯	◯
6. Does the state have the right to force continued existence of those who don't want to live?	◯	◯	◯	◯	◯
7. Is helping to end another's life ever a responsible act of cooperation?	◯	◯	◯	◯	◯
8. Would the doctor show more sympathy for Mrs. Bennett by giving the medicine or not?	◯	◯	◯	◯	◯
9. Wouldn't the doctor feel guilty from giving Mrs. Bennett so much drug that she died?	◯	◯	◯	◯	◯
10. Should only God decide when a person's life should end?	◯	◯	◯	◯	◯
11. Shouldn't society protect everyone against being killed?	◯	◯	◯	◯	◯
12. Where should society draw the line between protecting life and allowing someone to die if the person wants to?	◯	◯	◯	◯	◯

*3. Consider the 12 issues you rated above and rank which issues are the most important.

	1	2	3	4	5	6	7	8	9	10	11	12
Most important item	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯
Second most important	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯
Third most important	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯
Fourth most important	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯

Defining Issues Test-2 - Lavarias-Diss-NSU

8. Story 5

Demonstration

Political and economic instability in a South American country prompted the President of the United States to send troops to "police" the area. Students at many campuses in the U.S.A. have protested that the United States is using its military might for economic advantage. There is widespread suspicion that big oil multinational companies are pressuring the President to safeguard a cheap oil supply even if it means loss of life. Students at one campus took to the streets in demonstrations, tying up traffic and stopping regular business in the town. The president of the university demanded that the students stop their illegal demonstrations. Students then took over the college's administration building, completely paralyzing the college. Are the students right to demonstrate in these ways?

*1. Do you favor the action of demonstrating in this way?

◯ Should continue demonstrating in these ways ◯ Can't decide ◯ Should not continue demonstrating in these ways

*2. Rate the following issues in terms of importance.

	Great	Much	Some	Little	No
1. Do the students have any right to take over property that doesn't belong to them?	◯	◯	◯	◯	◯
2. Do the students realize that they might be arrested and fined, and even expelled from school?	◯	◯	◯	◯	◯
3. Are the students serious about their cause or are they doing it just for fun?	◯	◯	◯	◯	◯
4. If the university president is soft on students this time, will it lead to more disorder?	◯	◯	◯	◯	◯
5. Will the public blame all students for the actions of a few student demonstrators?	◯	◯	◯	◯	◯
6. Are the authorities to blame by giving in to the greed of the multinational oil companies?	◯	◯	◯	◯	◯
7. Why should a few people like Presidents and business leaders have more power than ordinary people?	◯	◯	◯	◯	◯
8. Does this student demonstration bring about more or less good in the long run to all people?	◯	◯	◯	◯	◯
9. Can the students justify their civil disobedience?	◯	◯	◯	◯	◯
10. Shouldn't the authorities be respected by students?	◯	◯	◯	◯	◯
11. Is taking over a building consistent with principles of justice?	◯	◯	◯	◯	◯
12. Isn't it everyone's duty to obey the law, whether one likes it or not?	◯	◯	◯	◯	◯

*3. Consider the 12 issues you rated above and rank which issues are the most important.

	1	2	3	4	5	6	7	8	9	10	11	12
Most important item	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯
Second most important	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯
Third most important	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯
Fourth most important	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯	◯

Defining Issues Test-2 - Lavarias-Diss-NSU

9. Demographics

Please provide the following information about yourself:

＊1. What is your level of education? Please mark the highest leve of formal education you are currently enrolled in or have completed:

○ Grades 7, 8 9

○ Grades 10,11,12

○ Vocational/Technical school (schools that do not offer a bachelor's degree)

○ Junior College

○ Freshman in a bachelor's degree program

○ Sophomore in a bachelor's degree program

○ Junior in a bachelor's degree program

○ Senior in a bachelor's degree program

○ Professional Degree beyond the bachelor's degree (M.D., M.B.A., D.D.S., J.D., Nursing)

○ Professional degree in Divinity

○ Master's in teaching or Master's in Education

○ Master's degree in graduate school

○ Doctoral degree Ed.D.

○ Doctoral degree Ph.D.

○ Other

2. Which best describes your race/ethnicity? [Check all that apply]

○ African American or Black

○ Asian or Pacific Islander

○ Hispanic

○ American Indian/ Other Native American

○ Caucasian (other than Hispanic)

○ Other (please specify)

＊3. What is your gender?

○ Male

○ Female

Defining Issues Test-2 - Lavarias-Diss-NSU

＊4. How many brothers and sisters do you have? Put 0 if you don't have any.

The number of brothers: ▭

The number of sisters: ▭

5. What is your age?

Enter your age in years: ▭

＊6. In terms of your political views, how would you characterize yourself?

○ Very Liberal　　○ Somewhat Liberal　　○ Neither Liberal nor Conservative　　○ Somewhat Conservative　　○ Very Conservative

＊7. Are you a citizen of the U.S.A?

○ YES　　　　　　　　　　○ NO

＊8. Is English your primary language?

○ YES　　　　　　　　　　○ NO

＊9. Have you received ethics training?

○ Yes, I have received ethics training.

○ No, I have not received ethics training

＊10. How large is your organization?

☐ 1-100

☐ 101-250

☐ 251-500

☐ 501-750

☐ 750 or more

Defining Issues Test-2 - Lavarias-Diss-NSU

10. Test taking Environment

We would like to know something about how you completed this questionnaire. Your answers will not affect whether or not you get credit for participation but will help us understand how students take questionnaires outside of class.

1. I completed the questionnair in one sitting.

◯ Yes

◯ No

2. Music was playing while I completed the questionnaire.

◯ Yes

◯ No

3. The TV was on while I completed the questionnaire.

◯ Yes

◯ No

4. I received phone calls while completing the questionnaire

◯ yes-more than one

◯ yes-just one

◯ No

5. I made a phone call while completing the questionnaire.

◯ Yes- more than one

◯ Yes- just one

◯ No

6. I received emails/text messages while completing the questionnaire.

◯ Yes-more than one

◯ Yes-just one

◯ No

7. I responded to emails/text messages while completing the questionnaire.

◯ Yes--more than one

◯ Yes-just one

◯ No

Defining Issues Test-2 - Lavarias-Diss-NSU

8. I stopped and talked to friends while completing the questionnaire.

◯ Yes- more than once

◯ Yes- just once

◯ No

9. Compared to how I take surveys in the classroom I took this questionnaire:

◯ The same way - not different at all

◯ About the same way – I had a minimal amount of distractions

◯ Not the same way– I had distractions that made me stop and start the questionnaire.

◯ Not at all the same way – I completed the questionnaire when I could while doing other things.

Defining Issues Test-2 - Lavarias-Diss-NSU

11. Thank You For Your Participation

Your participation in this study is greatly appreciated. Results of this study will be made available to the Florida Emergency Preparedness Association (FEPA) and presented to the membership at their discretion.

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