Code of Ethics and Professional Standards of Conduct for Emergency Management Professionals

Introduction

Emergency management is a managerial function charged with creating the framework within which communities reduce vulnerability to hazards and cope with disasters. Emergency management professionals seek to promote safer, less vulnerable communities with the capacity to cope with hazards and disasters. Communities in this context are broadly defined to include humans, organizations, the environment, and government.

Emergency management professionals work with a diverse group of stakeholders in a wide variety of businesses and industry sectors, in non-profit organizations, and in all levels of government. Emergency management professionals are relied upon for their subject matter expertise and support in managing a diverse, complex risk portfolio for the communities they serve. Emergency management professionals recognize the value of, and are committed to, developing and promoting in themselves and their organizations the following competencies: disaster risk management; community engagement; governance and civics; leadership; scientific, geographic, sociocultural, technological, and systems literacy; operations consistent with the emergency management framework, principles, and body of knowledge; critical thinking; continual learning; and, compliance with professional ethics.

Inherent in the practice of emergency management is a series of duties and responsibilities to affected populations, partners, stakeholders, the public, the environment, colleagues, employers, the profession, and self. These duties and responsibilities were examined in concert with established competency behavioral anchors related to professional ethics (see Appendix B) and foundational ethical tenets to develop expected professional conduct standards. In its totality, the *Code of Ethics and Professional Conduct for Emergency Management Professionals* delineates an ethical framework to guide practice in both known and uncertain environments.

Code of Ethics

The Code of Ethics provides emergency management professionals with a set of foundational tenets that guide ethical practice and decision-making. These tenets emphasize the need to think and act ethically. Emergency management professionals have a duty of care that requires a careful, critical decision-making process grounded in ethical deliberation.

This Code of Ethics is intended to help frame ethical thinking about behaviors and decisions in conjunction with the Code of Professional Conduct. Emergency management professionals can utilize this Code of Ethics to ensure a more careful and critical process regarding behaviors or decisions that are morally or ethically challenging. The foundational tenets, both aspirational and prescriptive, capture the essence of effective and just emergency management practice.

Foundational Tenets

Think ethically, act morally.

Sometimes it is clear what the right thing to do is, but often it can be difficult to sort out, especially if there are conflicting ethical arguments (see Appendix C). It is not enough to be able to ethically analyze situations or to know what the right thing to do is; emergency management professionals must act morally. To act morally, emergency management professionals' actions should evidence moral courage, integrity, honesty, respect, kindness, professionalism, competence, impartiality, and objectivity. These actions delineate the requisite moral character for professional emergency management practice. Ethical decision-making is strongest when the knowledge and skills to analyze the ethics of complicated situations and the moral character to act in the best way possible are both present.

Obey the law.

A social contract exists between citizens and their governments, with duties and obligations on both sides. As citizens and as emergency management professionals, there is an obligation to obey the law, except in very rare cases where a law is immoral. But there is an important distinction between what is legal and what is moral. The law is prescriptive, not aspirational, and represents minimal standards of morality. There are times when it is sufficient to simply obey the law, and there are other times when obeying the law is not enough to satisfy moral imperatives. For example, the law does not require emergency management professionals to treat victims with kindness, but it is moral to do so.

Maximize the good done for people and society, taking into consideration the needs of the most vulnerable.

A basic principle of ethics is to do the greatest good for the greatest number, as long as the most vulnerable are not disadvantaged. This principle is important and must be tempered in two ways. First, what is good and how is it measured must be debated and agreed upon (e.g., political parties often disagree on what is good, as do environmentalists compared to real estate developers). It is not solely up to emergency management professionals to decide what is good – these decisions are best made by engaging stakeholders to derive public values. Second, people and institutions have rights that should not be needlessly or thoughtlessly trampled over in the pursuit of a greater good.

Respect the rights of people and organizations; fulfill duties and obligations to those served.

One of the problems with maximizing good is that it can be used to justify bad actions if the needs of many are served. As a society, we agree that some actions that serve the greater good are immoral (e.g., we do not harvest organs from people without their consent, even if doing so would save several lives). We need to be aware of, and respect, the rights of others whether they are constitutionally based, defined by laws, or accepted as cultural norms. There are also times when the perceived rights of some conflict with the common good, or the rights of others (e.g., choosing not to wear a face mask during a pandemic may conflict with the rights of others not to get infected, or the health of the public at large).

Emergency management professionals have duties and obligations to employers, clients, and stakeholders, which must be fulfilled. While many of these duties and obligations are defined by job descriptions, some are a result of societal expectations (which though unwritten, are important and can be powerful). Emergency management professionals must act ethically and professionally in the execution of their duties and obligations.

Build trusting relationships.

Trust is an asymmetrical relationship, which means that it is hard to gain and easy to lose. Trusting relationships are essential to effective emergency management practice. Trust is gained by having a virtuous character (particularly fidelity), being competent, following the law, and avoiding conflicts of interest.

A conflict of interest is a situation in which an emergency management professional has a private or personal interest sufficient to influence (or even have the appearance to influence) the objective exercise of his or her official duties. Emergency management professionals must avoid their judgment being influenced by any conflict of interest and shall inform their employer, or client, of any conflict between their own personal interest and service to the relevant party.

When faced with an ethical dilemma, use an ethical decision-making process.

Ethical dilemmas (having to choose between two rights or two wrongs) present difficult choices between competing ethical principles. Ethical dilemmas occur either because different ethical perspectives (such as the greater good versus individual rights) lead to different decisions, or because of varying underlying values (such as defining good as economic development versus environmental protection). Ethical dilemmas can be extremely difficult and contentious to manage. When faced with an ethical dilemma there is generally no one correct answer. In addressing these dilemmas, a transparent, inclusive and effective decision-making process should be used to arrive at an equitable outcome based on ethical reasoning (see Appendix C).

Professional Standards of Conduct

These standards present professional expectations for all emergency management professionals and extend across all areas of practice as well as individuals' representation of the profession of emergency management. These standards focus heavily on the duty of care inherent in the practice of emergency management and seek to clearly delineate expected professional behaviors. These standards may reach beyond organizational or jurisdictional policies, requirements, or laws; conversely, organizational or jurisdictional policies, requirements, or laws may issue more stringent standards. These standards should be viewed as universal baseline expectations for all emergency management professionals.

Responsibility to Affected Populations

STANDARD 1: Emergency management professionals recognize that diversity in needs exist and work to provide services without discrimination or preference.

STANDARD 2: Emergency management professionals use their expertise to communicate clearly, effectively, and appropriately regarding risks.

STANDARD 3: Emergency management professionals collaborate with stakeholders to understand vulnerabilities, exposures, threats, and the unique characteristics of communities in determining risk reduction measures.

STANDARD 4: Emergency management professionals advance the development and implementation of programs, plans, strategies, and initiatives to support life safety, reduce or eliminate damage to property and the environment, and support quality of life.

Responsibility to Partners, Stakeholders, and the Public

STANDARD 5: Emergency management professionals create and maintain robust, effective relationships with a wide variety of partners.

STANDARD 6: Emergency management professionals are aware of and operate within applicable laws and regulations.

STANDARD 7: Emergency management professionals educate, inform, and promote change in programs, policies, regulations, and laws that conflict with the professional and effective practice of emergency management.

STANDARD 8: Emergency management professionals accurately represent their qualifications.

STANDARD 9: Emergency management professionals support and guide evidence-based choices and actions by clearly communicating the adverse impacts of hazards and threats based on scientific evidence.

STANDARD 10: Emergency management professionals stay informed about new research, practice standards, relevant tools, and technologies.

STANDARD 11: Emergency management professionals remain current on issues that affect public risk.

STANDARD 12: Emergency management professionals do not engage in or endorse abusive, harassing, or hostile professional relationships.

STANDARD 13: Emergency management professionals make sound fiscal decisions that support effective practice and the stewardship of resources.

Responsibility to the Environment

STANDARD 14: Emergency management professionals understand the interconnectedness, interdependence, and sensitivities between the human, built, cyber, and natural environments.

STANDARD 15: Emergency management professionals seek to protect the natural environment from harm and, where practical, nurture its recovery.

Responsibility to Colleagues

STANDARD 16: Emergency management professionals support and assist other professionals in meeting and elevating emergency management practice.

STANDARD 17: Emergency management professionals respond appropriately to unprofessional and problematic behavior of their colleagues.

Responsibility to Employers

STANDARD 18: Emergency management professionals take direction from employers without deviating from professional standards.

STANDARD 19: Emergency management professionals have a duty to provide employers with all available relevant facts, data, and resources so that they are able make informed decisions.

STANDARD 20: Emergency management professionals, whether in formal or informal leadership roles, have an obligation to use an ethical decision-making model to help create an organizational culture that promotes and encourages professional behavior.

Responsibility to the Profession

STANDARD 21: Emergency management professionals have a duty to further the standing of the profession through their words, behaviors, and actions.

STANDARD 22: Emergency management professionals have an obligation to advocate for a representative and diverse profession.

STANDARD 23: Emergency management professionals promote the continuing development and improvement of their profession.

STANDARD 24: Emergency management professionals support and assist emergency management students in their learning and career development, including opportunities to engage in relevant internships and practicums, participate in training and practice activities, and contribute to meaningful work projects and initiatives.

Responsibility to Self

STANDARD 25: Emergency management professionals have a commitment to lifelong learning and to continually advance their knowledge and skills to serve their community and the profession.

STANDARD 26: Emergency management professionals recognize how their own cultural and social backgrounds, beliefs, values, and biases may affect competent and just service, and strive to make proactive positive changes for the benefit of their constituents.

STANDARD 27: Emergency management professionals are mindful of the ways in which stress can affect their health and well-being and take appropriate self-care measures.

STANDARD 28: Emergency management professionals practice continual self-reflection focused on professional growth and development.

Appendices

Appendix A: Definitional Framing of Select Terms

Appendix B: Behavioral Anchors

Appendix C: Ethics in Action

Appendix D: Ethical Decision-making Process

Appendix E: The Ethical Lens

Appendix A: Definitional Framing of Select Terms

Discrimination: Treating a person or group differently from other people or groups of people.

Diversity: The practice or quality of including or involving people from a range of social, economic, ethnic, and gender identities.

Duty: Obligation arising from moral, professional, positional, or legal principles and responsibilities.

Emergency management (discipline): The focused study of how humans cope with hazard events through disaster risk reduction and the functional areas of preparedness, response, recovery, and mitigation.

Emergency management (profession): Emergency management is the managerial function charged with creating the framework within which communities reduce vulnerability to hazards and cope with disasters (FEMA, Principles of Emergency Management, 2007).

Emergency management professionals: Those engaged in the professional practice of emergency management who contribute to the profession.

Equity: Evaluating the different circumstances of individuals and groups to allocate resources and opportunities needed to reach a fair outcome.

Public risk: Possible loss, damage, or threat from hazards.

Qualifications: Skills, knowledge, abilities, and competencies that make someone suitable for emergency management practice.

Quality of life: A minimum standard of health, well-being, and access to services and resources by individuals or groups.

Risk reduction: Enhancing the capacity of an area to resist disruption by addressing hazard probability, exposure, vulnerability, and resilience.

Scientific evidence: Carefully and methodically recorded observations gathered to generate insight about a question or phenomena.

Stakeholder: Any individual, group, or organizational entity that has something to gain or lose from emergency management practice.

Appendix B: Behavioral Anchors

Excerpted from: The Next Generation Core Competencies for Emergency Management Professionals: Handbook of Behavioral Anchors and Key Actions for Measurement, August 2017

Behavioral Anchor 1

Respect: Actualizes honoring of individuals and groups of people by promoting dignity, diversity, and the rights of others; recognizes and respects the weight of their own actions as they work in communities.

Behavioral Anchor 2

Veracity: Demonstrates truthfulness and accuracy of facts, and abstains from misrepresentation in all situations.

Behavioral Anchor 3

Justice: Embodies a sense of obligation to the common good and treats others equitably and fairly; honors the rights of all species (present and future) when making decisions regarding the distribution of resources.

Behavioral Anchor 4

Integrity: Displays consistency between belief and action in all arenas of life.

Behavioral Anchor 5

Service: Acts to help others; is altruistically motivated. Puts others first, operating beyond the ego.

Behavioral Anchor 6

Duty to protect: Considers the moral obligation to avert harm (both present and future) and works toward a common good; facilitates community building, cognizant that all actions have consequences affecting people and performance.

Behavioral Anchor 7

Integrates ethical principles within stakeholder discourse: Guides ethical decision making across multiple stakeholders, who have varying interests, to derive public value.

Appendix C: Ethics in Action

The ethics in action segments seek to provide further clarity on the coverage and application of the standards within the seven responsibility areas. The segments are not intended to illustrate the scope of each responsibility comprehensively, but rather the spirit of the responsibility areas. It is understood that the efforts undertaken in alignment with these responsibility areas and the professional standards do not happen in a vacuum, but rather in an environment that is challenged by limited resources, structural impediments, and shifting political will.

Emergency management professionals work within diverse communities that have varying levels of need. To understand and equitably serve the community, emergency management professionals should meet and partner with organizations and leaders that represent and serve segments of the community that are more vulnerable due to geographic location, fewer resources, increased need, historical marginalization, lack of access to information, and other characteristics that have been shown to result in differential outcomes. By working with partners across the community, emergency management professionals can better understand the challenges, needs and strengths, and improve their ability to effectively serve the whole community.

To help facilitate effective practice, emergency management professionals must understand the science that informs disaster risk and the communication of risk. Where necessary, emergency management professionals may need to rely on scientists and other subject matter experts to understand the potential impacts of risk based on a variety of hazard, geographic, and societal factors. Effective risk communication is essential to the ability of individuals, organizations, businesses, and governments to make sound decisions regarding risk ownership, risk management, and protective action. This obligation may require communication through different mediums, languages, places, and partners to reach all members of the community, with a special focus on vulnerable populations.

Community members rely heavily on emergency management professionals' expertise and ability to inform, advise, and warn them regarding the hazards that may impact them. As such, emergency management professionals must engage with the community, scientists, subject matter experts, and partners to understand the hazard landscape of their community and to create a realistic understanding of vulnerability, capability, and capacity. This understanding helps to inform preparedness and mitigation activities, responsive strategies, recovery frameworks, funding priorities, building and zoning codes, and other community initiatives that further the emergency management mission. These actions are part of emergency management professionals' ongoing efforts to advocate for, and work toward, a safer and more secure community.

Emergency management professionals understand that strong emergency management systems are developed and fostered through a network of professional relationships. These relationships exist within the organization, at the community level, regionally, across state and national jurisdictional boundaries, and within emergency management communities of practice. These networks provide support, knowledge, and depth of service that are essential to practice. Emergency management professionals have an obligation to maintain these relationships through thoughtful engagement such as calls, emails, meetings, trainings, exercises, conference attendance, and professional development opportunities.

Emergency management professionals' obligations and efforts are underpinned by a myriad of laws and regulations that can vary based on organizational structure, jurisdiction, and sector. State and federal laws and regulations that grant authority, control expectations, provide resource and funding access, and control other important support mechanisms must be understood to effectively initiate and maintain a comprehensive emergency management program. In addition, local ordinances, sector mandates, and an understanding of basic criminal and civil law as they apply to duty of care and negligence are necessary to effective practice. City and county attorneys are a great starting point for understanding local ordinances. Emergency management professionals can engage with partners, critical infrastructure businesses, and other relevant entities to understand legal parameters that may intersect with emergency management practice. Clarifying information regarding existing laws and regulations can also be accessed through emergency management state associations and FEMA resources.

Emergency management professionals have an obligation to advance the knowledge of what is required for effective emergency management practice and to advocate for laws and structures that support said practice. Emergency management professionals are prepared to recommend and promote ideas regarding changes to programs, policies, regulations, and laws that are either insufficient or problematic. These efforts require evidence-based discussions and presentations to administrators, governing bodies, and legislators who have oversight or control over changes. Successful engagement offers an opportunity for emergency management professionals to help others in their professional community navigate similar situations.

Emergency management professionals manage a complex, diverse risk portfolio with the intent of protecting lives, livelihoods, and quality of life. The importance and scope of the work requires foundational knowledge and professional practice to garner trust from employers, partners, and the communities they serve. As such, emergency management professionals must accurately represent their qualifications for practice, which includes educational preparation, training, applicable experience, credentials, and other individual characteristics shown to be valuable to effective practice.

As stewards of the profession, emergency management professionals understand their presentation of self and treatment of others requires they navigate relationships and manage personnel with respect, dignity, and professionalism. The position of trust emergency management professionals occupy also requires requisite stewardship over resources, evidence-based fiscal decisions, and conscientious avoidance of conflicts of interest.

Trust is vitally important to effective practice; therefore, emergency management professionals must be purposeful in maintaining trust with the community despite organizational or political pressure. In the event of a conflict between an emergency management professional and an employer or politician, the Code of Ethics and Professional Standards should be used to illustrate the commitment of the professional community to providing accurate, clearly communicated, and evidence-based information.

Emergency management professionals understand the world in which risk is managed is rapidly changing. The ever-increasing body of knowledge, advanced by scholars and scientists, is continually fine-tuning our understanding of what is good practice. Emergency management professionals are challenged to be continual learners through engagement with online professional groups, academic institutions, practitioner publications, research journals, trainings, professional development opportunities, and conference attendance.

Emergency management professionals work with, and within, nonlinear systems that are interconnected, interdependent, and sensitive to change. To understand the communities they serve, the organizations they work within, the partners they engage with, and the natural systems that form the essential ecosystems they rely upon, emergency management professionals must be able to conceptualize a multitude of systems and the places where they connect and overlap. Without such a conceptualization, the implications of planning assumptions, decisions, and program implementation cannot be adequately assessed and considered. This necessitates an in-depth understanding of communities, organizations, partners, and natural systems that cannot be captured by templated documents or siloed efforts. Nonlinear systems and their response to changes should be analyzed and tested to avoid unintended consequences.

The natural environment has an essential role in human and species maintenance and survival. Due to the inherent complexity of the systems layered within connected ecosystems, emergency management professionals must make protection and recovery of these systems a priority. Disruption in natural systems can have significant impacts that exacerbate existing challenges, produce new issues, or create an existential threat to human life. Emergency management professionals must avoid actions that unnecessarily damage or disrupt natural systems. When damage to these systems occur, emergency management professionals should work to nurture the system's recovery. Emergency management professionals should stand in opposition to efforts that seek to circumvent rules and regulations established to protect natural systems.

Emergency management professionals support the advancement of effective practice. The emergency management mission to protect lives, livelihoods, and quality of life expands beyond organizational scopes, jurisdictions, states, and countries. To accomplish this important mission, emergency management professionals work with and aid their colleagues in advancing the level of individual and collective practice. This effort involves providing informal and formal guidance, mentoring, mutual aid, and assistance within established emergency management response and recovery structures.

Emergency management professionals also have an obligation to respond appropriately to behavior from their colleagues which is unprofessional, out of alignment with established practice standards, or otherwise problematic. Such a response could involve a one-on-one conversation, providing guidance, or consulting with a supervisor. Due to the complexities of the emergency management work environment, efforts must be made to fully understand the behavior within the context in which it occurred.

Emergency management professionals utilize an ethical decision-making model to help create an environment and organizational culture that values and promotes professional behavior. This model helps to establish the trust and confidence necessary to effective practice.

Emergency management professionals have a duty to utilize the trust and confidence afforded them, along with their subject matter expertise, to help inform their employer's decisions. This duty necessitates adequate briefings based on the facts, data, and resources at hand, and also requires guidance regarding the implications of different alternatives.

While emergency management professionals take direction from their employers, they do not deviate from their professional standards. The standards are intended to uphold the integrity of practice and serve as support for ethical practice in the face of challenging decisions. When an emergency management professional is under pressure from an employer or legislator to pursue a course of action or make a decision that is in conflict with effective and ethical practice, the standards should serve as a shield. If the provided guidance is not followed, emergency management professionals have a duty to document the guidance provided and that sufficient objection was made.

Emergency management professionals are representatives of the emergency management profession and have a duty to advance its standing. This duty requires adherence to all professional standards; and also, necessitates effective practice in alignment with the body of knowledge.

Emergency management professionals have an obligation to advocate for a profession that is well-suited to meet the needs of the populations served. This advocacy requires active efforts to educate, train, mentor, hire, and promote diverse and representative emergency management professionals. In particular, emergency management professionals actively seek to support and assist in emergency management students' learning by providing meaningful opportunities such as internships and practicums, training and exercise engagement, and other projects focused on enhancing practice.

Emergency management professionals understand that the profession continues to evolve with an ongoing focus on advancing practice. This advancement necessitates fostering of information sharing, engagement with the professional community, and ongoing evaluation of ways in which emergency management can enhance its efforts.

Emergency management professionals operate within continuously evolving systems that can affect the elements of effective practice. Emergency management professionals have a duty, both as individuals and a collective, to continually advance learning and the development of new knowledge within themselves and in the profession. This duty ensures that the focus on effective practice remains an ever-present part of professional expectations and necessitates engagement in activities such as research studies, regular evaluation and reflection, training, and conferences.

Emergency management professionals understand that their own cultural and social backgrounds, beliefs, values, and biases may affect competent and just service. In order to best serve their diverse constituency, emergency management professionals communicate and collaborate with community partners to learn about the ways in which service can be improved. This effort requires active reflection about closely held assumptions and a nuanced understanding of marginalization and privilege, thereby enhancing practice.

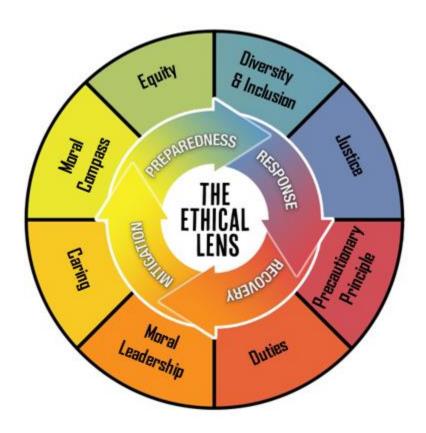
Emergency management professionals do valuable work that can be stressful. The duty of care associated with effective practice drives emergency management professionals to prioritize the needs of others over their own health and wellbeing. This behavior is particularly troubling as it can result in burn-out and illness that impacts the ability of emergency management professionals to continue practice. Self-care measures are an essential element of effective practice. Emergency management professionals should incorporate self-care into practice techniques and partnerships which enhance their own wellness.

Appendix D: Ethical Decision-Making Process

When faced with an ethical dilemma there is generally no one correct answer. In addressing these dilemmas, a transparent, inclusive, and effective decision-making process should be used to arrive at an equitable outcome based on ethical reasoning.

Decision-making Proces			
Context	Know the facts of the case and antecedents.		
	Know the expectations of those involved.		
	Be aware of social and political pressures on decision-makers and		
	stakeholders.		
Nature of the decision- maker	• What are the biases and values of the decision-maker?		
	What knowledge do they have of ethics and relevant codes?		
	What relevant experience do they have?		
	What is their character like?		
Recognition of the problem as ethical	To what extent does the situation evoke ethical concerns?		
	To what extent does the situation evoke personal and cultural values?		
	Apply the following three intuitive tests:		
	The pillow test - would your decision allow you to sleep at night?		
	The child test - what would you tell your child to do?		
	The media test – would you want your decision to be in the public view?		
Problem clarification	Identify relevant rights, duties, responsibilities, and cultural norms/values.		
	Identify pressures on decision-makers and stakeholders.		
	Identify other relevant information needed to clarify the situation and		
	possible actions.		
Action identification and evaluation	Generate action possibilities		
	Determine the consequences of the various actions.		
	Examine the rights, duties, norms, and values associated with the various actions.		
	Develop an initial justification for each possibility.		
	Assess the justifications		
	➤ Is the approach being used in a comprehensive and logical way?		
	> Is the argument consistent?		
	Are all ethical concerns identified?		
	➤ Is there moral self-awareness?		
Choice of actions and implantation	Consider which action choice or combination of choices is best defended by		
	ethical arguments.		
	Identify factors that might impede a chosen ethical action.		
	Consider how those impediments might be overcome.		
	Eliminate impediments where possible and implement ethical actions.		

Appendix E: The Ethical Lens



The intent of this model is to provide considerations that facilitate ethical practice. These considerations apply across the phases of emergency management and are in alignment with The Code of Ethics and Professional Standards of Conduct for Emergency Management.

Diversity & Inclusion	Justice	Precautionary Principle	Duties	
Are we engaging, respecting,	Are we fairly distributing	Are we considering potential	Are we meeting the spirit as	
and valuing diverse groups,	risks and benefits?	long-term consequences,	well as the letter of our	
particularly with respect to		especially in the presence of	obligations, particularly as it	
gender, age, race, ethnicity,		scientific uncertainty or	relates to special duties of	
religion, and disabilities?		incomplete information?	care?	
Moral Leadership	Caring	Moral Compass	Equity	
Are we demonstrating	Are we addressing the needs	Are we morally comfortable	Are we treating people	
virtuous behavior and being	of others with empathy and	with our decisions being	according to their needs and	
good role models?	compassion?	made public and able to sleep	limitations?	
		at night?		

This model was created by members of the Exploring Ethics Roundtable as part of ongoing ethics work (2023).