

Issues, Principles and Attitudes - Oh My!

Examining Perceptions from Select Academics, Practitioners And Consultants on the Subject of Emergency Management



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This report seeks to open a dialogue and to shed light on where consensus exists in the field of emergency management as it relates to what the important issues and fundamental principles are. By examining the responses of thirty-six respondents across three groups within emergency management – academics, practitioners and consultants, we gain insight into the field both as it applies to the views of the specific groups and as it applies to consensus across groups. This report is the result of the time, energy and contributions of a committed group of professionals dedicated to the advancement and evolution of emergency management.

INTRODUCTION

This foray into the minds of select emergency management academics, practitioners, and consultants began where so many of these journeys begin, in a dialogue seeking insight. This particular journey began when Dr. B. Wayne Blanchard, the Project Manager of FEMA's Emergency Management Higher Education Project, actively sought out answers to what he thought was a simple query regarding the fundamental principles of emergency management. Blanchard was disappointed to learn that there was no clear agreement or anything specifically delineated and universally accepted as the fundamental principles of emergency management. This research effort as well as the initial Emergency Management Roundtable Meeting held at the Emergency Management Institute in March of 2007 (and subsequent efforts on that front), are the byproduct of Blanchard's commitment to address the foundational matter of emergency management principles.

In this study, participants were asked to offer their thoughts on important issues and topics facing emergency management, their view of characteristics as they apply to “stereotypical” and “new generation” emergency management professionals, demographic information and what they believed were the fundamental principles of emergency management. The data returned by the participants to the open-ended questions was expansive and is worthy of a deeper, multi-faceted discussion than cannot be undertaken in this report, but will be explored in future work as an integral piece of a more holistic dialogue that focuses on the identity of emergency management.

It is apparent from reviewing the raw data that there are many issues that require the attention of those committed to professionalizing the field and supporting the emerging discipline. The intent of including the raw narrative data (Appendix B) as an attachment is to stimulate and support a broader discussion across the emergency management community and to empower the dialogue of identity and purpose as it necessarily elevates to the law and policy making level. The raw narrative data gives valuable insight into how much consensus there actually is both within the participant groups and across them. It would have been interesting to have run a Phase III Delphi wherein each participant group reviewed the other two groups comments as well, but tremendously time-consuming for the participants. There was an expectation on the researcher’s part that dramatic differences would be evident between the participant groups’ opinions, yet those dramatic differences did not surface in the data. It is unknown whether that is a function of the similarities in the demographics or perhaps an indicator of the emergence of a shared identity. What can be stated with certainty is that the most powerful data for consensus across the field and the beginning of a much deeper dialogue sits within the over 70 pages of narrative data in the appendix.

Appendix A contains the list of study participants who so graciously gave of their time and who consented to having their names listed in the appendix. The participants are listed alphabetically without designation of group or participant number. The participant list is included to provide the reader with an appreciation of the type of professionals engaged in the dialogue and to acknowledge the participants’ commitment to contributing to the advancement, and indeed, the evolution of emergency management.

Appendix C contains a themed consolidation of Phase I narrative responses that was created by Dr. B. Wayne Blanchard in March 2007 to inform the Emergency Management Roundtable. The consolidation is included here as it is useful in providing a quick snapshot of Phase I narrative responses and it is supportive of the work done by the Emergency Management Roundtable group on the elucidation of principles. Appendix D contains the one page summary of the principles generated out of the Emergency Management Roundtable in March 2007.

METHODOLOGY

This study consisted of two phases. The first phase utilized the initial survey instrument and the second phase utilized a Delphi method approach. Phase I was distributed to 60 specially selected potential participants across three groups of emergency management professionals - academics (A), practitioners (P) and consultants (C). Of the 60 solicited, a number of the

potential participants indicated that they did not have the time to participate within the timeline of the study. In total, 36 responded in Phase I (A-12, P-13, C-11). Of those responding to Phase I, 35 had their open-ended responses placed in a Phase II instrument that was redistributed to those who participated in Phase I for review and comment (one survey was received back shortly after the Phase II instrument went out).

Each participant group received for review only the comments made by their own group (i.e.: academics only received academics Phase I comments for review, practitioners only received practitioners comments, etc.). 14 Phase II instruments were returned with comments (A-7, P-4, C-3). Phase II allowed participants to indicate concurrence or lack thereof (*concur, somewhat concur, do not concur*) and to proffer additional comments. All of the comments received in Phases I and II are included in Appendix B.

It is important at this juncture to supply a context for participant response levels and the later discussion framework as it relates to the narrative responses. This study, although conceived of well over a year ago, was not actually put fully in motion until February of 2007. Participant lists and the survey instrument were created early on and then sat idle while the researcher was involved in other projects. Additionally, there was a required review of the survey instrument, methodology and study particulars at the departmental and institutional level that required collaboration with others' impacted schedules. Participants were not allowed a wealth of time to return Phase II responses based on the original report deadline (which was subsequently extended, but did not accrue to participants' benefit). This caused a number of participants to indicate that they could not complete Phase II in the time allotted due to other commitments. It is noted that the researcher's other commitments condensed the timeline and impacted response rate. Of note, the majority of participants have agreed to interviews beyond the survey instrument and those interviews will be utilized to expand and deepen the discussion started herein in a later dialogue that focuses on the role of principles in the identity of emergency management. It must be said that all of the participants have made a sincere and dedicated effort to contribute to this important dialogue and their contributions despite any limitations within the study cannot be diminished.

As to the discussion framework, the extension of the timeline resulted in the researcher being involved in the Emergency Management Roundtable in March 2007 (prior to completing Phase II of the study or this final report), wherein emergency management principles were agreed upon and put to paper by the working group. A draft of these principles was made available in June 2007 at FEMA's Emergency Management Higher Education Conference. A copy of that material is included as Appendix D. These principles are utilized in the discussion to capture the themes that emerged from the study participants. This utilization of the principles from the working group as a framework is arguably a chicken and egg discussion, as the Phase I responses were supplied to, and intended to, inform the working group (among a number of other items). Inasmuch, it is a less a function of supporting the research or the working group's product than a framework for what is. There is albeit a comfort of sorts to be derived in the consensus of themes that have emerged from both distinct processes and it lends support to the notion of a shared identity that although not always explicit in its presentation, is implicitly rooted in the emergency management community.

Comments in this report and in the appendix are labeled by group and participant number. The groups are as follows: academics (1), practitioners (2), and consultants (3). The comments referenced in the report are referenced solely by the group-participant number. For the purposes of this study, participants were allowed to offer their comments with a certain level of anonymity. Although the participants are listed in the appendix, the only one who is fully informed of which comments belong to which participant (beyond individual participants' knowledge of their own comments) is the researcher. This approach was taken to encourage an open dialogue that would not be affected by the influence of any recognized expertise or credibility.

As related above, responses from Phase I of the study were utilized to help inform the Emergency Management Roundtable Meeting in March 2007. In addition to the coded responses of study participants, a summary of themes that arose in the responses was compiled by Dr. Wayne B. Blanchard and distributed to the Emergency Management Roundtable members to help inform their discussion on the principles of emergency management (see Appendix C).

As is true in all studies of this sort, a few participants did not respond to all of the questions. To the extent that the absence of this data is relevant it has been mentioned in the discussion. As is true in all studies, the limitations of the survey instrument typically only becomes glaringly apparent upon receipt of participants' responses.

The survey instrument in asking about the highest level of education completed, had no allowance for any other doctoral level than a Ph.D. This was mentioned by a couple of the participants who took the time to specifically elaborate their doctorate degrees next to the category. This was an oversight on the researcher's part and due to the attentiveness of the participants did not detract from the study results. All participants that have indicated their highest level of education at the doctoral level have been included as such independent of what the type of doctoral degree is.

Another concern with the survey instrument relates to the Likert scale utilized for the characteristic assessments. The scale was a five point scale ranging from *Strongly Disagree (1)* to *Strongly Agree (5)* with the midpoint being *Agree (3)*. In retrospect the midpoint should have been a neutral point as opposed to a level of gradient toward agreement. This should be considered in the evaluation of the characteristic assessment data offered herein. Arguably, participants utilized the scale with the midpoint serving as a point of neutrality, but without it being demarcated as such that position cannot be empirically stated as being so.

Generic participant references throughout this report are made on behalf of the collective participants ($N=36$) as opposed to the three separate participant groups. If a specific group is being referenced in the narrative or via data, the group is either referenced by the full group name (academic, practitioner or consultant) or by their representative letters (*A*, *P* or *C*).

Participants' comments are separated by a series of lines to ease any confusion on the reader's part and in the interest of including as many comments as possible without making the report unwieldy. Some comments are excerpts of larger comments and not all comments are in the body of the report.

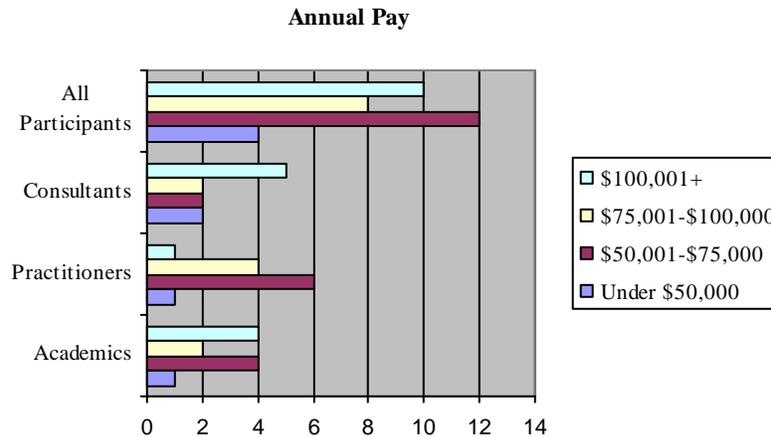
DISCUSSION

This section includes sub-headings to assist the reader in navigating through the material. The survey instrument, while not tremendously long or detailed, allowed for open-ended narratives as well as specific categorized responses. The demographic and attitudinal data collected enables the reader to form a snapshot of the participants' which allows for a more informed evaluation by the reader of the participants' comments.

Demographics

The participant demographics help to provide a context to their comments. Demographic data regarding education, group identification, annual salary, years in the field, gender, and ethnicity were collected to allow the reader to get a more complete view of the participant pool's identity.

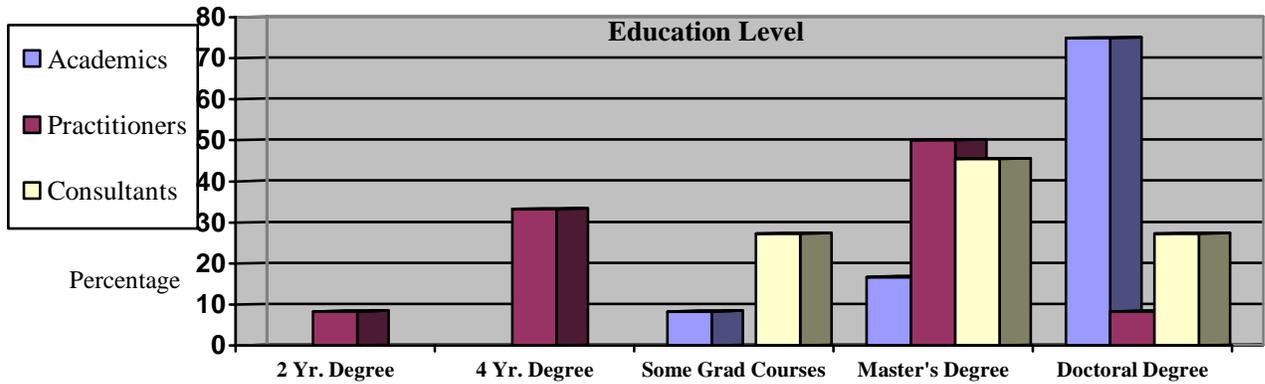
The participants ranged in age from 31-67 years old, with a mean age of 53 (*A-39-64 years old; P-31-67; C-40-67*). The participants were primarily male (*Male-29, Female-7*) and Caucasian (*Caucasian-32, Latino-1, Black -1, Other-1*). The average annual pay reported by the participants was more than \$75,000 a year (see Annual Pay below).



The participants' years of experience in the field of emergency management range from 3-40 years (*A- 3-35 years; P- 4-35 years; C- 13-40 years*). The participants of the survey collectively possess 635 years of experience between them. Interestingly, the majority of participants (51%) reported being in their current position for five years or less.

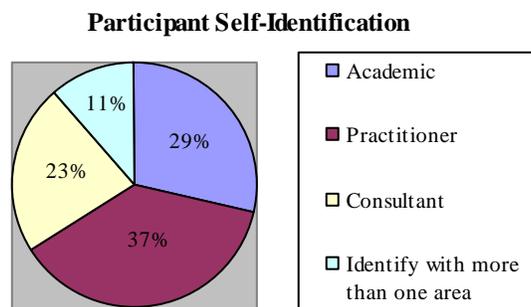
Education and Experience

The participants were asked to provide their highest level of completed education. More than sixty-five percent of the participants indicated their education level as inclusive of graduate level courses or graduate degrees. No participant indicated an education level below an Associate Degree. Not surprisingly, in the academic group the vast majority of participants reported having doctoral degrees (see Education Level below).



Participants were also asked whether they were currently enrolled in a college or university and if so, in what level program. Only four (4) of the participants reported current enrollment, with three (3) at the master's level and one (1) at the doctoral level.

Although the participants were selected and categorized based on predetermined groupings, participants were asked to self-identify their primary function in emergency management as practitioner, academic or consultant. Participants were not informed what group designation they were placed in by the researcher in the solicitation for their participation in the study, merely that three groups of select individuals - academics, practitioners and consultants – were being solicited. Arguably, it was not difficult for many participants to discern what group they were included in; however, due to some crossover between practitioners and academics, and practitioners and consultants, self identification did vary slightly from the singular group identification attributed by the researcher. Indeed, a number of participants ($n=4$) felt that their primary function could not be fairly stated as exclusive to one category.



Participants were asked to indicate their prior work experience in a number of areas. With the exception of military service, the participants prior experience was fairly equally represented across the areas they were asked about.

PRIOR EXPERIENCE <i>n= 35</i>	YES	NO
EDUCATION	51%	49%
MILITARY SERVICE	29%	72%
PRIVATE INDUSTRY	60%	40%
EMERGENCY RESPONSE FIELD	46%	54%
OTHER	40%	60%

Characteristics

A number of years ago Dr. B. Wayne Blanchard created a list of characteristics and skill sets that he believed were indicative of the “stereotypical” emergency manager and the “new generation” of emergency managers. Blanchard’s comparison of those presently in the field, with those who are emerging as specifically college-educated in the field and represent the trend toward professionalization, portrays some of the theoretical shifts the field is undergoing, as well as the challenges that professionalization as a process entails.

The survey participants were asked to indicate the extent to which they agreed with these two lists of characteristics utilizing a five point Likert scale that ranged from *Strongly Disagree* to *Strongly Agree*. For the most part there was agreement with both the “stereotypical” characteristics (see Table 2) and the “new generation” characteristics (see Table 3) across the groups, albeit most characteristics did not receive the strongest level of agreement possible. Of interest are those characteristics that split across two or more points of the Likert scale. Points that were selected by eight (8) or more participants (which represented most closely 25% for this measure with an *n= 33* on most characteristics) have been highlighted in the tables.

A listing of “stereotypical” and “new generation” characteristics by their means (see Table 1) allows for a greater appreciation of the level of agreement each characteristic enjoyed. The higher the mean the greater the agreement level with the characteristic as being representative of the “stereotypical” or “new generation”. The “new generation” characteristics evidenced a more compact mean range of 3.09 - 3.91 than the “stereotypical” characteristics mean range of 2.85 - 4.34.

A handful of the participant’s comments specifically focused on the characteristics and noted the rub these characteristics have been known to cause when they are viewed by the practitioner community as being a commentary of academic credentials (or more simply put - “education”) being superior to experience (for an extended discussion on this see *Bringing Practitioners Into the Fold: Practical Suggestions for Bridging the Divide Between Students and Practitioners*, Cwiak 2005 at <http://www.training.fema.gov/EMIWeb/edu/pracpaper.asp>). Additional comments also focused on the inadequacy of the characteristics as an accurate measure and the difficulty inherent in assessing agreement with them.

These comments are particularly meaningful in that these characteristics do seemingly draw a line between the world of education and experience. An issue of perceived bias was

recognized by the researcher going into the study and it was for that purpose that all three participant groups were asked to comment on these characteristics. Of note, no participants in the academic group made specific reference to the characteristics such as those made within the practitioner and consultant groups.

“The characteristics survey (Q2A and Q2B) is biased towards individuals that have an emergency management academic background. The questions asked for the “new generation” revolve around skills sets that are more desirable to human resource officials, while the stereotyping of existing emergency managers have negative connotations such as bureaucratic or have not completed tasks according to their position. Furthermore, the language utilized in the development of the survey (i.e., more professional) is only held for “new generation” positions. Those “new generation” emergency managers coming out of academic institutions have a theoretical background and what is supposed to be done, but within each disaster there are hundreds of subtle differences that require ingenuity and the ability to recognize that they exist.

As for classifications of stereotypical emergency managers, most emergency managers have been appointed to department head positions and advise the highest levels of government. The ability to interpret disaster situations comes after years of practice, training, personal connections, humility, and maturity and this interpretation results in confidence in department heads and political officials that the advice they have been given is in the best interest of the community. The ability to obtain these skill sets come after years of experience in positions such as the military or as first responders. The existing emergency managers have refined technology skill sets that have been learned on the job against many competing interests such as budgets, meetings, and family and they continually upgrade their skill sets through professional development (i.e., training and associations).” 3-5

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*“Questions 2A and 2B were biased. It was obvious that assumptions about each category of emergency management professional were made.” 2-4*

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“A major point to consider when evaluating Q2A and Q2B is that the raw tabulations don’t allow for expanded observation but only generalities. To this I suggest, for example, that the “new generation” goes to school to be an EM and starts younger within an office of emergency management but usually without the field experience, professional relationships, etc and entering at a lower starting pay. This is not because “seasoned” EM were better paid per se but rather they were more likely to be pulled into EM on rotation or from 20+ years in a related field like FD, PD, EMS, etc so they brought over their pay grade. They did have the professional relationships and the field tested experience but lack the newer theoretical appreciations. These are probably the stereotypes you are trying to gather but I am not sure that will gel in the tally. Also, I fear that the term “build a disaster-resistant community” will fall short because that was really an agenda and not an approach and it suffered the ax with the change of administration. Also, as to being “well read” if you will, that is also a function not of new vs. old EM so much as it is a post 9/11 boom in the field itself and with that has come more publications and materials.” 3-8

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*“I had difficulty in responding to the Q2B section of the questionnaire primarily because although the field is becoming more professional with more highly educated folks, I don’t think the jobs are paying well enough to support the number of degreed young people entering the field. In other words, the emergency management business has not caught up with educational side of the field. For example, I am not convinced there is a “disaster-resistant communities focus,” that the new generation is made up of lifelong learners/looking to and reading disaster literature, or planning with jurisdiction stakeholders. Points made are very idealistic in my opinion. The profession and business have a long way to go but are trying to get there.” 2-5*

TABLE 1

| <b>“STEREOTYPICAL”<br/>CHARACTERISTICS</b>           | <b>MEAN<br/>(M)</b> | <b>STD<br/>DEV<br/>(SD)</b> | <b>“NEW GENERATION”<br/>CHARACTERISTICS</b>   | <b>MEAN<br/>(M)</b> | <b>STD<br/>DEV<br/>(SD)</b> |
|------------------------------------------------------|---------------------|-----------------------------|-----------------------------------------------|---------------------|-----------------------------|
| Has not done a mitigation plan                       | 2.85                | 1.121                       | Better funding for EM programs**              | 3.09                | 1.228                       |
| Has not done a risk assessment                       | 2.88                | 1.083                       | Better paid                                   | 3.18                | 1.074                       |
| Bureaucratic                                         | 3.03                | .984                        | Building disaster-resistant communities focus | 3.24                | 1.091                       |
| Has not joined an EM professional assoc.             | 3.09                | 1.128                       | Knowledge base: science and research          | 3.36                | 1.194                       |
| Not college educated (4-year degree)                 | 3.15                | .972                        | Broader range of working contacts**           | 3.38                | 1.212                       |
| Spends EM career in one jurisdiction **              | 3.19                | 1.091                       | Lifelong learner; reads disaster literature   | 3.39                | 1.059                       |
| Works primarily with emergency services              | 3.55                | 1.034                       | EM is career of first choice                  | 3.48                | 1.093                       |
| Job obtained other than with EM competencies         | 3.55                | 1.121                       | Proactive                                     | 3.52                | .972                        |
| Has not done a strategic plan                        | 3.55                | 1.175                       | Upwardly and geographically mobile            | 3.55                | .754                        |
| Plans for jurisdiction (primarily response-oriented) | 3.58                | .792                        | More diverse and culturally sensitive         | 3.58                | 1.091                       |
| Disaster response planning-oriented                  | 3.61                | .998                        | More professional and knowledgeable           | 3.64                | 1.220                       |
| Doesn’t read disaster research literature            | 3.70                | 1.185                       | Younger                                       | 3.70                | .918                        |
| Middle to late middle-aged                           | 3.76                | .902                        | Plans with jurisdiction stakeholders          | 3.82                | .917                        |
| EM is second or third career                         | 3.85                | 1.004                       | College educated—many with EM degrees         | 3.85                | 1.278                       |
| Knowledge base is experiential                       | 3.85                | 1.093                       | Joins professional associations               | 3.88                | .893                        |
| Frequently wears other hats                          | 4.03                | .810                        | Technologically more proficient/adept         | 3.91                | .947                        |
| Many part-time and volunteer positions               | 4.09                | 1.042                       |                                               |                     |                             |
| Not well-paid or funded**                            | 4.34                | .865                        |                                               |                     |                             |

Note: n= 33 on all characteristics except \*\* characteristics which are n= 32

TABLE 2

| <b>“STEREOTYPICAL”<br/>CHARACTERISTICS OF<br/>EMERGENCY MANAGEMENT<br/>PROFESSIONALS</b>        | <b>STRONGLY<br/>DISAGREE<br/>1</b>                                         | <b>2</b>                                                                   | <b>AGREE<br/>3</b>                                                         | <b>4</b>                                                                   | <b>STRONGLY<br/>AGREE<br/>5</b>                                             |
|-------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------|----------------------------------------------------------------------------|----------------------------------------------------------------------------|----------------------------------------------------------------------------|-----------------------------------------------------------------------------|
| Not college educated (4-year degree)<br>( <i>M</i> = 3.15; <i>SD</i> = .972)                    | 6% ( <i>n</i> -2)<br>A( <i>n</i> -0);<br>P( <i>n</i> -0); C( <i>n</i> -2)  | 9% ( <i>n</i> -3)<br>A( <i>n</i> -1);<br>P( <i>n</i> -1); C( <i>n</i> -1)  | 61% ( <i>n</i> -20)                                                        | 12% ( <i>n</i> -4)<br>A( <i>n</i> -2);<br>P( <i>n</i> -1); C( <i>n</i> -1) | 12% ( <i>n</i> -4)<br>A( <i>n</i> -1);<br>P( <i>n</i> -2); C( <i>n</i> -1)  |
| Middle to late middle-aged<br>( <i>M</i> = 3.76; <i>SD</i> = .902)                              | 3% ( <i>n</i> -1)<br>A( <i>n</i> -1);<br>P( <i>n</i> -0); C( <i>n</i> -0)  | 3% ( <i>n</i> -1)<br>A( <i>n</i> -0);<br>P( <i>n</i> -0); C( <i>n</i> -1)  | 27% ( <i>n</i> -9)                                                         | 49% ( <i>n</i> -16)                                                        | 18% ( <i>n</i> -6)<br>A( <i>n</i> -2);<br>P( <i>n</i> -3); C( <i>n</i> -1)  |
| EM is second or third career<br>( <i>M</i> = 3.85; <i>SD</i> = 1.004)                           | 3% ( <i>n</i> -1)<br>A( <i>n</i> -0);<br>P( <i>n</i> -1); C( <i>n</i> -0)  | 9% ( <i>n</i> -3)<br>A( <i>n</i> -1);<br>P( <i>n</i> -0); C( <i>n</i> -2)  | 12% ( <i>n</i> -4)<br>A( <i>n</i> -2);<br>P( <i>n</i> -1); C( <i>n</i> -1) | 52% ( <i>n</i> -17)                                                        | 24% ( <i>n</i> -8)<br>A( <i>n</i> -4);<br>P( <i>n</i> -2); C( <i>n</i> -2)  |
| Job obtained other than with<br>EM competencies ( <i>M</i> = 3.55; <i>SD</i> = 1.121)           | 3% ( <i>n</i> -1)<br>A( <i>n</i> -0);<br>P( <i>n</i> -0); C( <i>n</i> -1)  | 21% ( <i>n</i> -7)<br>A( <i>n</i> -1);<br>P( <i>n</i> -1); C( <i>n</i> -5) | 12% ( <i>n</i> -4)<br>A( <i>n</i> -2);<br>P( <i>n</i> -2); C( <i>n</i> -0) | 46% ( <i>n</i> -15)                                                        | 18% ( <i>n</i> -6)<br>A( <i>n</i> -3);<br>P( <i>n</i> -2); C( <i>n</i> -1)  |
| Spends EM career in one jurisdiction<br>( <i>M</i> = 3.19; <i>SD</i> = 1.091)                   | 3% ( <i>n</i> -1)<br>A( <i>n</i> -0);<br>P( <i>n</i> -0); C( <i>n</i> -1)  | 28% ( <i>n</i> -9)                                                         | 28% ( <i>n</i> -9)                                                         | 28% ( <i>n</i> -9)                                                         | 13% ( <i>n</i> -4)<br>A( <i>n</i> -1);<br>P( <i>n</i> -2); C( <i>n</i> -1)  |
| Disaster response planning-oriented<br>( <i>M</i> = 3.61; <i>SD</i> = .998)                     | 3% ( <i>n</i> -1)<br>A( <i>n</i> -0);<br>P( <i>n</i> -0); C( <i>n</i> -1)  | 9% ( <i>n</i> -3)<br>A( <i>n</i> -1);<br>P( <i>n</i> -1); C( <i>n</i> -1)  | 30% ( <i>n</i> -10)                                                        | 40% ( <i>n</i> -13)                                                        | 18% ( <i>n</i> -6)<br>A( <i>n</i> -1);<br>P( <i>n</i> -3); C( <i>n</i> -2)  |
| Works primarily with emergency services<br>( <i>M</i> = 3.55; <i>SD</i> = 1.034)                | 3% ( <i>n</i> -1)<br>A( <i>n</i> -0);<br>P( <i>n</i> -0); C( <i>n</i> -1)  | 12% ( <i>n</i> -4)<br>A( <i>n</i> -2);<br>P( <i>n</i> -0); C( <i>n</i> -2) | 30% ( <i>n</i> -10)                                                        | 37% ( <i>n</i> -12)                                                        | 18% ( <i>n</i> -6)<br>A( <i>n</i> -1);<br>P( <i>n</i> -3); C( <i>n</i> -2)  |
| Bureaucratic<br>( <i>M</i> = 3.03; <i>SD</i> =.984)                                             | 0 ( <i>n</i> -0)<br>A( <i>n</i> -0);<br>P( <i>n</i> -0); C( <i>n</i> -0)   | 37% ( <i>n</i> -12)                                                        | 33% ( <i>n</i> -11)                                                        | 21% ( <i>n</i> -7)<br>A( <i>n</i> -3);<br>P( <i>n</i> -3); C( <i>n</i> -1) | 9% ( <i>n</i> -3)<br>A( <i>n</i> -2)<br>P( <i>n</i> -0); C( <i>n</i> -1)    |
| Plans for jurisdiction<br>(primarily response-oriented)<br>( <i>M</i> = 3.58; <i>SD</i> = .792) | 0 ( <i>n</i> -0)<br>A( <i>n</i> -0);<br>P( <i>n</i> -0); C( <i>n</i> -0)   | 9% ( <i>n</i> -3)<br>A( <i>n</i> -2);<br>P( <i>n</i> -0); C( <i>n</i> -1)  | 33% ( <i>n</i> -11)                                                        | 49% ( <i>n</i> -16)                                                        | 9% ( <i>n</i> -3)<br>A( <i>n</i> -0);<br>P( <i>n</i> -3); C( <i>n</i> -0)   |
| Has not done a risk assessment<br>( <i>M</i> = 2.88; <i>SD</i> = 1.083)                         | 9% ( <i>n</i> -3)<br>A( <i>n</i> -1);<br>P( <i>n</i> -0); C( <i>n</i> -2)  | 30% ( <i>n</i> -10)                                                        | 30% ( <i>n</i> -10)                                                        | 24% ( <i>n</i> -8)                                                         | 6% ( <i>n</i> -2)<br>A( <i>n</i> -0);<br>P( <i>n</i> -1); C( <i>n</i> -1)   |
| Has not done a mitigation plan<br>( <i>M</i> = 2.85; <i>SD</i> = 1.121)                         | 12% ( <i>n</i> -4)<br>A( <i>n</i> -0);<br>P( <i>n</i> -0); C( <i>n</i> -4) | 24% ( <i>n</i> -8)                                                         | 40% ( <i>n</i> -13)                                                        | 15% ( <i>n</i> -5)<br>A( <i>n</i> -2);<br>P( <i>n</i> -2); C( <i>n</i> -1) | 9% ( <i>n</i> -3)<br>A( <i>n</i> -0);<br>P( <i>n</i> -2); C( <i>n</i> -1)   |
| Has not done a strategic plan<br>( <i>M</i> = 3.55; <i>SD</i> = 1.175)                          | 3% ( <i>n</i> -1)<br>A( <i>n</i> -0);<br>P( <i>n</i> -0); C( <i>n</i> -1)  | 15% ( <i>n</i> -5)<br>A( <i>n</i> -1);<br>P( <i>n</i> -1); C( <i>n</i> -3) | 37% ( <i>n</i> -12)                                                        | 15% ( <i>n</i> -5)<br>A( <i>n</i> -3);<br>P( <i>n</i> -1); C( <i>n</i> -1) | 30% ( <i>n</i> -10)<br>A( <i>n</i> -2);<br>P( <i>n</i> -6); C( <i>n</i> -2) |
| Has not joined an EM professional assoc.<br>( <i>M</i> = 3.09; <i>SD</i> = 1.128)               | 0 ( <i>n</i> -0)<br>A( <i>n</i> -0);<br>P( <i>n</i> -0); C( <i>n</i> -0)   | 43% ( <i>n</i> -14)                                                        | 21% ( <i>n</i> -7)<br>A( <i>n</i> -2);<br>P( <i>n</i> -3); C( <i>n</i> -2) | 21% ( <i>n</i> -7)<br>A( <i>n</i> -2);<br>P( <i>n</i> -3); C( <i>n</i> -2) | 15% ( <i>n</i> -5)<br>A( <i>n</i> -2);<br>P( <i>n</i> -3); C( <i>n</i> -0)  |
| Doesn't read disaster research literature<br>( <i>M</i> = 3.70; <i>SD</i> = 1.185)              | 0 ( <i>n</i> -0)<br>A( <i>n</i> -0);<br>P( <i>n</i> -0); C( <i>n</i> -0)   | 24% ( <i>n</i> -8)                                                         | 15% ( <i>n</i> -5)<br>A( <i>n</i> -3);<br>P( <i>n</i> -2); C( <i>n</i> -0) | 27% ( <i>n</i> -9)<br>A( <i>n</i> -3);<br>P( <i>n</i> -4); C( <i>n</i> -2) | 34% ( <i>n</i> -11)<br>A( <i>n</i> -6);<br>P( <i>n</i> -3); C( <i>n</i> -2) |
| Knowledge base is experiential<br>( <i>M</i> = 3.85; <i>SD</i> = 1.093)                         | 6% ( <i>n</i> -2)<br>A( <i>n</i> -0);<br>P( <i>n</i> -1); C( <i>n</i> -1)  | 0 ( <i>n</i> -0)<br>A( <i>n</i> -0);<br>P( <i>n</i> -0); C( <i>n</i> -0)   | 30% ( <i>n</i> -10)                                                        | 30% ( <i>n</i> -10)                                                        | 34% ( <i>n</i> -11)<br>A( <i>n</i> -5);<br>P( <i>n</i> -2); C( <i>n</i> -4) |
| Frequently wears other hats<br>( <i>M</i> = 4.03; <i>SD</i> =.810)                              | 0 ( <i>n</i> -0)<br>A( <i>n</i> -0);<br>P( <i>n</i> -0); C( <i>n</i> -0)   | 3% ( <i>n</i> -1)<br>A( <i>n</i> -1);<br>P( <i>n</i> -0); C( <i>n</i> -0)  | 21% ( <i>n</i> -7)<br>A( <i>n</i> -2);<br>P( <i>n</i> -1); C( <i>n</i> -4) | 46% ( <i>n</i> -15)                                                        | 30% ( <i>n</i> -10)<br>A( <i>n</i> -3);<br>P( <i>n</i> -4); C( <i>n</i> -3) |
| Not well-paid or funded<br>( <i>M</i> = 4.34; <i>SD</i> = .865)                                 | 0 ( <i>n</i> -0)<br>A( <i>n</i> -0);<br>P( <i>n</i> -0); C( <i>n</i> -0)   | 6% ( <i>n</i> -2)<br>A( <i>n</i> -0);<br>P( <i>n</i> -0);C( <i>n</i> -2)   | 6% ( <i>n</i> -2)<br>A( <i>n</i> -2);<br>P( <i>n</i> -0); C( <i>n</i> -0)  | 35% ( <i>n</i> -11)                                                        | 53% ( <i>n</i> -17)<br>A( <i>n</i> -6);<br>P( <i>n</i> -7); C( <i>n</i> -4) |
| Many part-time and volunteer positions<br>( <i>M</i> = 4.09; <i>SD</i> = 1.042)                 | 0 ( <i>n</i> -0)<br>A( <i>n</i> -0);<br>P( <i>n</i> -0); C( <i>n</i> -0)   | 9% ( <i>n</i> -3)<br>A( <i>n</i> -2);<br>P( <i>n</i> -1); C( <i>n</i> -0)  | 21% ( <i>n</i> -7)<br>A( <i>n</i> -2);<br>P( <i>n</i> -1); C( <i>n</i> -4) | 21% ( <i>n</i> -7)<br>A( <i>n</i> -3);<br>P( <i>n</i> -1); C( <i>n</i> -3) | 49% ( <i>n</i> -16)<br>A( <i>n</i> -5);<br>P( <i>n</i> -8); C( <i>n</i> -3) |

TABLE 3

| <b>“NEW GENERATION”<br/>CHARACTERISTICS OF<br/>EMERGENCY MANAGEMENT<br/>PROFESSIONALS</b> | <b>STRONGLY<br/>DISAGREE<br/>1</b>                    | <b>2</b>                                                | <b>AGREE<br/>3</b>                                      | <b>4</b>                                                | <b>STRONGLY<br/>AGREE<br/>5</b>                         |
|-------------------------------------------------------------------------------------------|-------------------------------------------------------|---------------------------------------------------------|---------------------------------------------------------|---------------------------------------------------------|---------------------------------------------------------|
| College educated—many with EM degrees ( $M= 3.85$ ; $SD = 1.278$ )                        | 6% ( $n-2$ )<br>A( $n-1$ );<br>P( $n-0$ ); C( $n-1$ ) | 12% ( $n-4$ )<br>A( $n-0$ );<br>P( $n-3$ ); C( $n-1$ )  | 15% ( $n-5$ )<br>A( $n-2$ ); P( $n-1$ );<br>C( $n-2$ )  | 24% ( $n-8$ )<br>A( $n-2$ );<br>P( $n-4$ ); C( $n-2$ )  | 43% ( $n-14$ )<br>A( $n-7$ );<br>P( $n-3$ ); C( $n-4$ ) |
| More professional and knowledgeable ( $M= 3.64$ ; $SD = 1.220$ )                          | 3% ( $n-1$ )<br>A( $n-0$ ); P( $n-0$ );<br>C( $n-1$ ) | 18% ( $n-6$ )<br>A( $n-1$ );<br>P( $n-2$ ); C( $n-3$ )  | 24% ( $n-8$ )<br>A( $n-2$ ); P( $n-3$ );<br>C( $n-3$ )  | 21% ( $n-7$ )<br>A( $n-3$ );<br>P( $n-3$ ); C( $n-1$ )  | 34% ( $n-11$ )<br>A( $n-6$ );<br>P( $n-3$ ); C( $n-2$ ) |
| Knowledge base: science and research ( $M= 3.36$ ; $SD = 1.194$ )                         | 3% ( $n-1$ )<br>A( $n-0$ ); P( $n-0$ );<br>C( $n-1$ ) | 27% ( $n-9$ )<br>A( $n-4$ );<br>P( $n-3$ ); C( $n-2$ )  | 21% ( $n-7$ )<br>A( $n-1$ ); P( $n-3$ );<br>C( $n-3$ )  | 27% ( $n-9$ )<br>A( $n-2$ );<br>P( $n-4$ ); C( $n-3$ )  | 21% ( $n-7$ )<br>A( $n-5$ );<br>P( $n-1$ ); C( $n-1$ )  |
| Technologically more proficient/adept ( $M= 3.91$ ; $SD = .947$ )                         | 0 ( $n-0$ )<br>A( $n-0$ );<br>P( $n-0$ ); C( $n-0$ )  | 9% ( $n-3$ )<br>A( $n-0$ );<br>P( $n-1$ ); C( $n-2$ )   | 21% ( $n-7$ )<br>A( $n-3$ ); P( $n-3$ );<br>C( $n-1$ )  | 40% ( $n-13$ )<br>A( $n-5$ );<br>P( $n-4$ ); C( $n-4$ ) | 30% ( $n-10$ )<br>A( $n-4$ );<br>P( $n-3$ ); C( $n-3$ ) |
| Younger ( $M= 3.70$ ; $SD = .918$ )                                                       | 0 ( $n-0$ )<br>A( $n-0$ );<br>P( $n-0$ ); C( $n-0$ )  | 6% ( $n-2$ )<br>A( $n-0$ );<br>P( $n-1$ ); C( $n-1$ )   | 43% ( $n-14$ )<br>A( $n-5$ ); P( $n-5$ );<br>C( $n-4$ ) | 27% ( $n-9$ )<br>A( $n-5$ );<br>P( $n-3$ ); C( $n-1$ )  | 24% ( $n-8$ )<br>A( $n-2$ );<br>P( $n-2$ ); C( $n-4$ )  |
| More diverse and culturally sensitive ( $M= 3.58$ ; $SD = 1.091$ )                        | 0 ( $n-0$ )<br>A( $n-0$ );<br>P( $n-0$ ); C( $n-0$ )  | 24% ( $n-8$ )<br>A( $n-3$ );<br>P( $n-1$ ); C( $n-4$ )  | 15% ( $n-5$ )<br>A( $n-1$ ); P( $n-3$ );<br>C( $n-1$ )  | 40% ( $n-13$ )<br>A( $n-6$ );<br>P( $n-5$ ); C( $n-2$ ) | 21% ( $n-7$ )<br>A( $n-2$ );<br>P( $n-2$ ); C( $n-3$ )  |
| EM is career of first choice ( $M= 3.48$ ; $SD = 1.093$ )                                 | 3% ( $n-1$ )<br>A( $n-1$ ); P( $n-0$ );<br>C( $n-0$ ) | 18% ( $n-6$ )<br>A( $n-2$ );<br>P( $n-1$ ); C( $n-3$ )  | 24% ( $n-8$ )<br>A( $n-1$ ); P( $n-4$ );<br>C( $n-3$ )  | 37% ( $n-12$ )<br>A( $n-5$ );<br>P( $n-6$ ); C( $n-1$ ) | 18% ( $n-6$ )<br>A( $n-3$ );<br>P( $n-0$ ); C( $n-3$ )  |
| Building disaster-resistant communities focus ( $M= 3.24$ ; $SD = 1.091$ )                | 0 ( $n-0$ )<br>A( $n-0$ );<br>P( $n-0$ ); C( $n-0$ )  | 30% ( $n-10$ )<br>A( $n-3$ );<br>P( $n-3$ ); C( $n-4$ ) | 34% ( $n-11$ )<br>A( $n-4$ ); P( $n-5$ );<br>C( $n-2$ ) | 18% ( $n-6$ )<br>A( $n-3$ );<br>P( $n-1$ ); C( $n-2$ )  | 18% ( $n-6$ )<br>A( $n-2$ );<br>P( $n-2$ ); C( $n-2$ )  |
| Proactive ( $M= 3.52$ ; $SD = .972$ )                                                     | 0 ( $n-0$ )<br>A( $n-0$ );<br>P( $n-0$ ); C( $n-0$ )  | 15% ( $n-5$ )<br>A( $n-0$ );<br>P( $n-3$ ); C( $n-2$ )  | 37% ( $n-12$ )<br>A( $n-4$ ); P( $n-4$ );<br>C( $n-4$ ) | 30% ( $n-10$ )<br>A( $n-5$ );<br>P( $n-2$ ); C( $n-3$ ) | 18% ( $n-6$ )<br>A( $n-3$ );<br>P( $n-2$ ); C( $n-1$ )  |
| Lifelong learner; reads disaster literature ( $M= 3.39$ ; $SD = 1.059$ )                  | 0 ( $n-0$ )<br>A( $n-0$ );<br>P( $n-0$ ); C( $n-0$ )  | 24% ( $n-8$ )<br>A( $n-2$ );<br>P( $n-3$ ); C( $n-3$ )  | 31% ( $n-10$ )<br>A( $n-2$ ); P( $n-5$ );<br>C( $n-3$ ) | 27% ( $n-9$ )<br>A( $n-5$ );<br>P( $n-1$ ); C( $n-3$ )  | 18% ( $n-6$ )<br>A( $n-3$ );<br>P( $n-2$ ); C( $n-1$ )  |
| Joins professional associations ( $M= 3.88$ ; $SD = .893$ )                               | 0 ( $n-0$ )<br>A( $n-0$ );<br>P( $n-0$ ); C( $n-0$ )  | 9% ( $n-3$ )<br>A( $n-0$ );<br>P( $n-0$ ); C( $n-3$ )   | 18% ( $n-6$ )<br>A( $n-3$ ); P( $n-3$ );<br>C( $n-0$ )  | 49% ( $n-16$ )<br>A( $n-5$ );<br>P( $n-6$ ); C( $n-5$ ) | 24% ( $n-8$ )<br>A( $n-4$ );<br>P( $n-2$ ); C( $n-2$ )  |
| Plans with jurisdiction stakeholders ( $M= 3.82$ ; $SD = .917$ )                          | 0 ( $n-0$ )<br>A( $n-0$ );<br>P( $n-0$ ); C( $n-0$ )  | 9% ( $n-3$ )<br>A( $n-0$ );<br>P( $n-1$ ); C( $n-2$ )   | 24% ( $n-8$ )<br>A( $n-2$ ); P( $n-4$ );<br>C( $n-2$ )  | 43% ( $n-14$ )<br>A( $n-6$ );<br>P( $n-3$ ); C( $n-5$ ) | 24% ( $n-8$ )<br>A( $n-4$ );<br>P( $n-3$ ); C( $n-1$ )  |
| Better paid ( $M= 3.18$ ; $SD = 1.074$ )                                                  | 6% ( $n-2$ )<br>A( $n-1$ ); P( $n-0$ );<br>C( $n-1$ ) | 21% ( $n-7$ )<br>A( $n-1$ );<br>P( $n-4$ ); C( $n-2$ )  | 30% ( $n-10$ )<br>A( $n-4$ ); P( $n-4$ );<br>C( $n-2$ ) | 34% ( $n-11$ )<br>A( $n-6$ );<br>P( $n-1$ ); C( $n-4$ ) | 9% ( $n-3$ )<br>A( $n-0$ );<br>P( $n-2$ ); C( $n-1$ )   |
| Better funding for EM programs ( $M= 3.09$ ; $SD = 1.228$ )                               | 6% ( $n-2$ )<br>A( $n-1$ ); P( $n-0$ );<br>C( $n-1$ ) | 31% ( $n-10$ )<br>A( $n-3$ );<br>P( $n-4$ ); C( $n-3$ ) | 28% ( $n-9$ )<br>A( $n-3$ ); P( $n-3$ );<br>C( $n-3$ )  | 16% ( $n-6$ )<br>A( $n-2$ );<br>P( $n-0$ ); C( $n-4$ )  | 19% ( $n-6$ )<br>A( $n-3$ );<br>P( $n-3$ ); C( $n-0$ )  |
| Upwardly and geographically mobile ( $M= 3.55$ ; $SD = .754$ )                            | 0 ( $n-0$ )<br>A( $n-0$ );<br>P( $n-0$ ); C( $n-0$ )  | 3% ( $n-1$ )<br>A( $n-1$ );<br>P( $n-0$ ); C( $n-0$ )   | 52% ( $n-17$ )<br>A( $n-6$ ); P( $n-6$ );<br>C( $n-5$ ) | 33% ( $n-11$ )<br>A( $n-4$ );<br>P( $n-3$ ); C( $n-4$ ) | 12% ( $n-4$ )<br>A( $n-1$ );<br>P( $n-2$ ); C( $n-1$ )  |
| Broader range of working contacts ( $M= 3.38$ ; $SD = 1.212$ )                            | 6% ( $n-2$ )<br>A( $n-0$ ); P( $n-0$ );<br>C( $n-2$ ) | 22% ( $n-7$ )<br>A( $n-2$ );<br>P( $n-3$ ); C( $n-2$ )  | 19% ( $n-6$ )<br>A( $n-2$ ); P( $n-3$ );<br>C( $n-1$ )  | 34% ( $n-11$ )<br>A( $n-6$ );<br>P( $n-2$ ); C( $n-3$ ) | 19% ( $n-6$ )<br>A( $n-1$ );<br>P( $n-3$ ); C( $n-2$ )  |

### Issues, Principles and Attitudes

Participants were asked four open-ended questions and given an additional opportunity to comment at the end of the survey instrument. The questions were as follows:

Q1A. What do you believe are the most important issues/items/topics in emergency management as they apply to the practitioner?

Q1B. What do you believe are the fundamental principles of emergency management?

Q1C: What do you believe, if anything is lacking in the discussion of what the guiding principles of emergency management should be at the county, state and federal government level?

Q1D/ Q1Da: Do you believe that homeland security focused programs operate under a different set of principles than emergency management? (Y/N) If yes, what do you believe those principles are?

Although, the questions addressed arguably different topical areas the responses had considerable overlap. For the purposes of navigating some level of summary herein, the overall narrative material will be addressed according to themes as opposed to focusing solely on question responses. Regrettably, not all of the comments of the participants are included in the body of this report and many times those that are included are excerpts of larger statements. With so many noteworthy comments and observations it was a challenge to select what to include in the report body. To best understand participants' comments or focus areas a review of the entirety of narrative responses in the appendix is encouraged.

As stated above, the questions resulted in similar and often overlapping responses from participants with the possible exception of question 1Da. Inasmuch, with the exception of the more focused responses from 1Da (terrorism/homeland security) the responses en masse have been organized herein primarily under the principles categories and then under additional themes that emerged. Even as the participants' comments have been placed under one theme or another, the fact that many comments flow into a number of themes is noted. Before getting into a selection of participants responses on principles, one participant's thoughts regarding the possible premature nature of the principles discussion is noteworthy. This participant sees this study as part of an "evolutionary step", but questions whether emergency management is ready for principles.

*"The idea of guiding principles suggests a degree of professional consistency that I do not believe exists. By this I mean that I believe we have not yet achieved an emergency management 'profession' where the range of practices, from local, rural emergency planning to national policy, is acknowledged as different applications of the same principles. This, in turn, reflects the current stage of the natural development of an emergency management profession in which discussion about principles (including surveys like this one) are a normal evolutionary step. It is not for academia to establish these principles, nor for any level of government or association committee to decide on. Practitioners need to develop a shared sense of the principles, academia needs to foster and reflect this shared sense, and government*

*and associations will, through the participation of practitioners, adopt, promote and then adapt principles as the profession evolves. Just as the principles of health or education are not exactly as they were 50 years ago, emergency management's principles will shift over time. It is this very process that will see real 'guiding principles' build credibility as they survive the shorter term trends." 1-4*

Participants were supplied no format for their response to the fundamental principles question. The only proviso they received was to utilize the definition of principle as presented in Webster's New World College Dictionary Fourth Edition - "*a fundamental truth, law, doctrine, or motivating force, upon which others are based*". A sampling of the overarching comments presented by participants as fundamental principles are listed below followed by themed breakouts of more specific responses.

*"Simply, the preservation of life, continuance of government and essential services and the protection of property/assets. In that order. Now how that is achieved is by managing the emergency through coordination. An EM must be able to get all the support (assents, political, fiscal, etc) for the frontline responders to do their jobs most effectively and to fill the gaps when they are presented. If done correctly, EM should not even be noticed in the equation. Empower teamwork." 3-8*

~~~~~

"The foundation of Emergency Management has existed since the 1950's:

- 1. Analysis of the critical threats facing the community with regard to vulnerability and risk.*
- 2. Develop a team and plan to reduce the threats and respond effectively to those that cannot be reduced.*
- 3. Provide training to endorse and validate plans.*
- 4. Educate the public as to their responsibilities with regard to threat, preparedness and response." 2-12*

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*"Understanding all community priorities and incorporating EM within these priorities;*

*An understanding of local politics and their impact on resource allocation;*

*The ability to really communicate (create a dialogue) with community members at all levels;*

*The ability to develop coalitions and consensus;*

*The ability to manage and lead in complex and dynamic situations;*

*The ability to make a case for allocating resources to mitigation focused initiatives;*

*The ability to identify, understand and respond to the requirements of special needs populations in the community." 1-3*

~~~~~  
“The Emergency Manager should be an organized analytical planner who has the ability for quick decision making under extreme conditions in a multi-tasked environment. He/She should be able to mitigate their community, prepare them, respond for them and assist them in the recovery component during a disaster/event.” 2-6
~~~~~

“To be effective, emergency management must be perceived as adding value to the community it serves. This means it must be integrated and institutionalized with normal governmental mechanisms. Essentially, emergency management must be seen as a mechanism by which the community manages risk. Consequently, emergency management must be based on risk management principles: identification of hazards and vulnerabilities, analysis of risk, etc. Second, emergency management is about management. Emergency managers are generalists who must integrate the activities of numerous specialists. This requires skills in strategic planning, meeting facilitation, etc. Emergency management must therefore be based on general management principles as well. I think some principles are self-evident: multi-hazard, multidisciplinary, risk-based, etc. However, we sometimes tend to define emergency management through tasks rather than through principles in an attempt to distinguish it from other disciplines. Actually, it’s not all that different from components of other disciplines such as risk management, business continuity planning, etc.” 3-7  
~~~~~

“4 phases;

Functions as uniter of agencies, above turf battles;

Revolves around risk assessment;

Essential government service.” 1-8
~~~~~

“I will list the six principles I believe are critical, but each organization and government entity has their own.

1. Above all things, serve the public health and safety above all concern for personal interest or career.
2. Protect the weakest members of the community first.
3. Plan for the most effective use of resources as defined by a sound risk assessment for those you serve.
4. Ensure that at a minimum that the core emergency response community and community elected officials are aware of their emergency roles and duties, and are prepared to discharge them in an organized and coordinated manner.
5. Protect people and animals first, and then critical infrastructure needed to protect them, and finally the environment the people and animals live within.

6. *Improve the capability of the emergency management cycle each day, even if just a little, for the community you serve: preparedness, response, recovery, and mitigation.” 3-9*

~~~~~  
1. *An integrated approach that recognizes that risk (as generated by our hazards and vulnerability) and the impacts of specific events are the product of wider social processes that ‘emergency management’ can only significantly influence this from within the community’s broader decision-making systems.*

2. *A comprehensive approach that balances activities in mitigation (which includes prevention), preparedness (which includes planning, education, and resources), all aspects of response (not just life safety first responders) and short and long-term recovery.*

3. *An all-hazards – all people approach that considers the interaction and interdependence of the full range of potential triggers with the dynamic set of determinants of vulnerability.*

I believe these three points represent the core principles (i.e. “a fundamental truth, law, doctrine, or motivating force, upon which others are based”) and that there are many other elements that support the application of these principles. Some of these, in no particular order, are: a research driven, evidence-based ‘reflective practitioner’ approach to emergency management (instead of the current lessons learned through random practice); the development of an emergency management profession (in the sense of a profession from a sociology of occupations perspective) that is education based and self regulating; the development of clearer emergency management ‘best practices’ (which should come naturally from the previous two elements) and; a greater degree of community engagement which I believe will also come once emergency management focuses on these principles.” 1-4

~~~~~  
*“I think the fundamental elements of an emergency management program are found in the NFPA 1600 Standard on Emergency Management and Business Continuity Programs. The general principles of good management that are taught in public administration and business administration programs across the country also apply to the management of emergency management/business continuity programs in both the public and private sectors, as they would apply generally to the management of any program.” 2-9*

~~~~~  
“I think it is imperative that our principles, theory and policies be based on sound assumptions. For instance, I think it is crucial that we accept the following as fact:

1. *Our nation will be affected by many different types of hazards.*
2. *We can determine our vulnerability (but cannot always control hazards).*
3. *Addressing vulnerability requires an acceptance of the multi-causality and complexity of disasters.*
4. *It is best to be engaged in prevention activities.*

5. *Because we cannot prevent or anticipate everything, we must be prepared and be willing to improvise.*

6. *Emergency management requires the involvement of all sectors (public, private and non-profit) and citizens as well.” 1-10*

~~~~~  
“Colloquially:

- 1) *Disasters have always happened.*
- 2) *Disasters will continue to happen.*
- 3) *Disasters create chaos.*
- 4) *Communities will seek to control chaos, one way or another.*

Seriously:

- 1) *Emergency management is an all hazards concept.*
- 2) *It includes all phases: prepare, respond, recovery, mitigate.*
- 3) *It works when we understand that all phases are interdependent on the others.*
- 4) *We have to institutionalize emergency management concepts through integration of all four phases throughout the community.*
- 5) *We do that by creating partnerships through coordination and collaboration.” 2-11*

~~~~~  
“In articulating the fundamental principles of emergency management within NZ it is important to point out that these principles apply to all New Zealanders as emergency management stakeholders. In addition there are key agencies that have an explicit role in supporting NZ through emergency management arrangements.

Principles:

1. *Individual and community responsibility and self reliance;*
 - *Individuals and communities are ultimately responsible for their safety and the security of their livelihoods.*
2. *A transparent and systematic approach to managing the risks from hazards;*
 - *Communities must be given a say in what levels of risk they consider acceptable and what measures are put in place to manage those risks.*
3. *Comprehensive and integrated hazard risk management;*
 - *Means dealing with the risks associated with all our hazards both natural and man-made, through risk reduction, readiness, response and recovery.*
4. *Addressing the consequences of hazards;*
 - *Focusing on consequences provides a basis for planning, informs decision making and enables more effective action through improved prioritization and resource allocation.*
5. *Making best use of information, expertise and structures.*
 - *Making best use of information, as well as improving both information systems and the applicability of research is crucial.” 1-11.*

The eight principles that the Emergency Management Roundtable group came to consensus on are supplied below with their brief definitions followed by excerpted comments from practitioners. For those interested in a more direct and less verbose summary see Appendix C for Blanchard’s consolidation of the Phase I narrative data by themes.

Comprehensive- emergency managers consider and take into account all hazards, all phases, all stakeholders and all impacts relevant to disasters.

“The base principle is to continue the discussion for a comprehensive emergency management program that involves all phases, for all disciplines, for all hazards, for life safety and property protection.” 3-5

~~~~~  
*“All levels of Government recognition of the all hazards approach and appropriately funding activities across all phases in a concerted way”. 3-4*

~~~~~  
“Emergency management requires the involvement of all sectors (public, private and non-profit) and citizens as well.” 1-10

~~~~~  
*“Involve all officials, disciplines, public and private sectors, and the public.” 2-5*

**Progressive** - emergency managers anticipate future disasters and take preventive and preparatory measures to build disaster-resistant and disaster-resilient communities.

*“Mitigation – invest in doing the “right thing” – with land use planning, building code enforcement of codes and standards, insurance.” 2-3*

~~~~~  
“Community resilience and mitigation are core concepts that have dropped from the federal agenda so even if a local wants to engage in them they will label it “education” or something else. This is only an example of how hard it is for those practitioners wanting to be proactive to do so if an issue or topic is not on the federal agenda.” 3-8

~~~~~  
*“The idea that the sacrifice made in the name of prevention now will significantly reduce losses in the future.” 3-5*

~~~~~  
“Planning can and does make a difference.” 2-8

~~~~~  
*“Holistic community preparedness with more than the basic infrastructure involved.” 2-5*

~~~~~  
“Must get the public involved / invested in public safety and building or ensuring community resilience.” 2-5

Risk-driven - emergency managers utilize sound risk management principles: hazard identification, risk analysis, and impact analysis. Priorities and resources are assigned on the basis of this process.

“I feel from experience in dealing with all levels of private, public and non-profit organizations that a thorough understanding in hazards analysis and vulnerability assessment. This can lead to a realization of consequences that can allow for a robust platform for planning, and preparedness, for an effective response to all hazards and threats.” 1-1

~~~~~  
*“Unfortunately, we are guided frequently by money. Better to be guided by accurate risk assessments and mitigation and preparedness.” 3-2*

~~~~~  
“Know the risks and vulnerabilities.” 2-5
~~~~~

“...risk assessment is also a moral obligation in the profession – thus a principle.” 1-6  
~~~~~

“Revolves around risk assessment.” 1-8

Integrated - emergency managers are responsible for ensuring to the highest possible degree of unity of effort among all levels of government and all elements of a community.

“If the nation desires to create safer a community then emergency management must be part of government at all levels. That does not mean staffing a position as a “second hat” type position, it will require the application of EM principles in the entire fabric of the community and government.” 2-12 II
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*“I believe emergency management practitioners share a common focus on ensuring public safety. The methods individual practitioners apply to achieve this goal varies and is influenced by their own past experience and training combined with the jurisdictional, bureaucratic, political and financial contexts in which they must operate.*

*With that said, I believe the most important issue facing emergency management practitioners is the lack of integration of emergency management with community decision-making. I am convinced from my own practice and the research that society must collectively address the determinants of vulnerability and the risks to our physical and social environments as part of our communities’ development rather than isolating emergency management from this broader context.” 1-4*  
~~~~~

“To be effective, emergency management must be perceived as adding value to the community it serves. This means it must be integrated and institutionalized with normal governmental mechanisms. Essentially, emergency management must be seen as a mechanism by which the community manages risk. Consequently, emergency management must be based on risk management principles: identification of hazards and vulnerabilities, analysis of risk, etc. Second, emergency management is about management. Emergency managers are generalists who must integrate the activities of numerous specialists. This requires skills in strategic planning, meeting facilitation, etc. Emergency management must therefore be based on general management principles as well. I think some principles are self-evident: multi-hazard, multidisciplinary, risk-based, etc. However, we sometimes tend to define emergency management through tasks rather than through principles in an attempt to distinguish it from other disciplines. Actually, it’s not all that different from components of other disciplines such as risk management, business continuity planning, etc.” 3-7

Collaboration - emergency managers create and sustain broad and sincere relationships among individuals and organizations to encourage trust, advocate a team atmosphere, build consensus, and facilitate communication.

“... building strategic alliances/ relations among and between organizations, communities, private- public sector.” 2-8

~~~~~  
*“State/local partnerships with Federal agency officials – developed during non-disaster events – know who you are working with before a crisis.” 2-3*

~~~~~  
“Collaborative approach – Emergency managers must work with all pertinent individuals and organizations including the public, private and non-profit sectors and citizens in general.” 1-10

~~~~~  
*“Inter-sector dialogue and cooperation is the foundation of emergency preparedness, response and recovery. There has to be earned trust and respect for this to occur and that trust and respect must be built over time and is not just the product of DHS telling the sectors and their components what to do and how to do it.” 1-3 II*

~~~~~  
“Emergency managers must be willing to work with and learn from people in many different disciplines (physical, biological, and social sciences; engineering, planning, architecture, and medicine/public health).” 1-2

Coordination - emergency managers organize all relevant stakeholders with a common purpose.

“Emergency managers are coordinators can only achieve their goals by working effectively with others.” 1-2

~~~~~  
*“Coordination with diverse and divergent stakeholders, including the public. An emergency manager who does not have these skills will likely have difficulties in the current environment, which is very political in most communities.” 3-9*

~~~~~  
“Ensuring that agencies involved in emergency management work together according to plan and are familiar with each other's cultures, procedures, protocols, faces, etc.” 1-12

~~~~~  
*“Coordination of responders – this requires knowledge of how organizations work (the various organizations that respond to disasters) knowing how/having skills to facilitate coordination.” 1-6*

~~~~~  
“One need for all EM program is understanding the needs of all parts of the entity, how they interact with each other and how they interact with the program.” 2-11 II

Flexibility - emergency managers rely on creative and innovative approaches to solving disaster challenges. This is especially the case after disasters when pre-defined approaches may be inadequate to the situation at hand.

“Because we cannot prevent or anticipate everything, we must be prepared and be willing to improvise.” 1-10

~~~~~  
*“Customer service focus on designing operations and programs that serve the victims and potential victims of disasters.” 3-6*

~~~~~  
“The Emergency Manager should be an organized analytical planner who has the ability for quick decision making under extreme conditions in a multi-tasked environment.” 2-6

Professionalism – emergency managers value a science and knowledge-based approach based on education, training, experience, ethical practice, public stewardship and continuous improvement.

“In-depth knowledge of the field of EM, from both research and experience, regarding the key components. Since each person’s knowledge is limited to own experiences, it is essential to be familiar with research and experience of others. History of EM and knowledge of broader context of public administration are essential but often ignored foundations of the EM profession.” 3-10

~~~~~  
*“Emergency Management relies on and acknowledges the various bodies of knowledge – how do we make best use of this diverse range of knowledge. How do we coordinate and utilise all this information so that the practitioner can do a better job.” 1-11*

~~~~~  
“Ensuring that emergency management is transformed into a fully-fledged profession and that professional qualifications are properly recognised in personnel decisions and work processes.” 1-12

~~~~~  
*“Becoming informed regarding the principles of emergency management.” 1-5*

~~~~~  
“Certification and professionalism are two more issues facing emergency managers.” 2-13

~~~~~  
*“It is also important for emergency managers to have core competencies to coincide with their formal education as it becomes a profession.” 1-9 II*

~~~~~  
“Collaborations between researchers and practitioners in this field are very important to move our agendas forward.” 2- 11 II

Emergent Themes

The themes that emerged should come as no surprise to those in the emergency management community - issues such as funding, political support, public education, individual responsibility,

etc. have long been fodder for discussion. Many of these responses were stated as issues or challenges facing emergency management.

Funding

“Lack of funding from all levels of government.” 1-8

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“Funding equates with recognition and value of a program by its constituents. At the public or nonprofit institutions, that generally comes from the community because the focus is on people. At private institutions, that comes from shareholders because the focus is on the bottom line.” 2-11 II

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“Funding will only follow if officials truly understand EM and the risks associated with not maintaining an adequate level of preparedness.” 1-3 II

~~~~~
“Funding for an all-hazards approach.” 2-6

~~~~~
“The most important issue presently before our profession involves adequate funding, adequate staff and most important recognition of the profession as a whole, both by the current and future White House Administration and by the public at large.” 2-10

~~~~~
“Proper funding of emergency management at the state, local and federal level is a continuing issue. Many rural or smaller jurisdictions only have a half-time person.” 2-1

Political Support / Context & Policy Issues

“Driven by a political agenda versus scientific knowledge and experience.” 1-5

~~~~~
“Political will to do what is important 24-7, not just the crisis du jour.” 3-3

~~~~~
“Elected officials respond to the public so raising public awareness and getting the public to support EM all the time is the correct goal.” 1-7 II

~~~~~
“These are political concerns. Addressing them requires getting and holding the ears of leaders who have their own priorities to address. The key lies in convincing them that this is one of the essential duties of government, and that their own careers will rise or fall based on how well they handle the issue – an easier sell after Katrina.” 1-8 II

~~~~~
“Disasters fail at the policy level, hence it is at that level we must institute change if emergency management is to succeed.” 2-12

~~~~~
“Honestly none of this matters if EMs are bound to the direction and whims of political administrators without a true understanding of the profession. All new mayors, governors, etc should be required to attend a specifically designed course at EMI so they know how to support

their EM doing what is needed for the public in times of emergency as well as during times when planning can take place”. 3-8

~~~~~  
*“An emergency manager that attempts to operate independent of political and economic forces is doomed to failure.” 1-3 II*

~~~~~  
“Many emergency managers do not get sufficient support from key leaders until a disaster has occurred. This includes the creation and enforcement of laws (e.g., land-use planning).” 1-10

~~~~~  
*“What has not changed is the requirement that the chief official endorse, support and understand what emergency management means to their community. He or she must require that all elements of a community’s preparedness, response and support systems cooperate in meeting the emergency management goals, and that the emergency manager do their job as well.” 2-12*

~~~~~  
“Oftentimes, failures in policy and response are a result of apathy by senior elected officials to understand their role in disaster response as well as their role to protect life safety of the community as a whole.” 3-5

~~~~~  
*“Appreciation that guiding principles are articulated through legal enactments.” 1-8*

~~~~~  
“The issue of EM is a constantly growing mix of culture, both response and political. One must be careful to observe the delicate balance between all the needs of the end user, the elected officials and also the ULTIMATE customer, the citizens.” 3-3

~~~~~  
*“Without unconditional support from decision makers in the both the public and private sector, we will not be able to effectively address the structural , operational and programmatic issues facing EM at this time.” 3-6*

~~~~~  
“Getting elected officials to support emergency management between disasters.” 1-2

~~~~~  
*“How do we make EM a bigger priority for governments, policy makers, etc.?” 2-8*

### Public Education & Individual Responsibility

*“The inability of elected officials to admit to their constituencies that they are responsible for their own ass, not the government. That an event can occur that will exceed the government’s ability to respond and that they may have to fend for themselves. The public is being lead into a false sense of security that government can do all.” 2-12*

~~~~~  
“While agencies mention the individual’s responsibility for supporting themselves for the first 72 hours of a disaster, they initiate political promises to the contrary, sending a volley of mixed messages that are frustrating and emotionally damaging to local response efforts.” 3-5

“Preparedness and survival are individual responsibilities – should be taught (dare I say mandated?) in our public schools. We need more emphasis on public education.” 2-5

“To educate the population at risk to the hazards and potential threats the community faces. What to do should these hazards threaten and why to do it. What not to do and why.” 2-12

“Provide information to the general public via hazard(s) maps, risk factors, and/or disaster event history. Making tough politically sensitive decisions – EX: there are places that should not be rebuilt – and former residents need to be relocated.” 2-3

“Public opinion, whether fostered by the media, responders or the politicians is that when disasters strike it is FEMA’s role to respond and clean things up, with no disruption of service or loss of life. This is unrealistic. The change in public perception can only come about if the concepts of emergency management become integrated into the way we do business at the local level, including family awareness and preparedness and acceptance from the private sector.” 2-12 II

“Local officials and citizens have become passive; sense of entitlement to support and money, especially from the federal government needs to be stemmed and reversed.” 3-10

“The most important point here is personal responsibility. We need effective public awareness, education and incentives to promote individual and family preparedness. The American public needs to understand that the posse may be delayed when it comes to providing relief.” 1-3 II

“It is difficult to get citizens to be responsible for their own actions”. 1-9 II

“Lost culture of personal responsibility for emergency preparedness.” 2-3

“Need for public awareness / training to rid the public of “the government will take care of you” mindset; must make people understand they are responsible for own safety.” 2-5

“Everyone should know how to care of themselves and their family and/or community in case of an emergency.” 3-1

“Public education that yields household mitigation and preparedness.” 1-5

“...importance of the role of people in creating resilient communities.” 3-4

“I think the next important issue flows from this: the need to promote individual responsibility for community safety and collective responsibility for individual vulnerability. I am concerned that planning for “special needs” groups is further marginalizing those groups. It places expectations on our vulnerable populations to address their own needs without recognizing that the same factors that hinder their participation in disaster response will also limit their ability to engage in preparedness.” 1-4

Education & Experience

“...we find the field at an interesting point. The more seasoned EM got their quals in the field and not in the books. The newly entering EM are the reverse. It seems as a professional field, we should find a way to support both learning experiences. School based learning followed by field rotations or apprenticeships before management positions.” 3-8

~~~~~  
*“Bridging the gap between academic emergency management programmes and practical application.” 1-11*

~~~~~  
“What is wrong with experience as the stepping stone to EM positions? Is an education really necessary and/or a substitute for experience? If I am not mistaken, James Lee Witt did not have a college education and did OK as an EM. I am not anti education by any means, but experience does matter and is equally if not more important.” 1-3 II

~~~~~  
*“Education in emergency management is lacking. Many managers view emergency management from their specific perspective without the education preferred for an emergency manager.” 1-9*

~~~~~  
“I think a major issue will be “where do we go from here?” Most emergency managers are old line and very wedded to doing things at the operational and tactical levels. However, I believe that true emergency management is a strategic process – the focus must not be on emergency response but on community resilience. Mitigation and recovery are strategic concepts that receive very little attention beyond lip service. The problem is that the experienced old guard looks down on the new professionals who just have “book learning” but little practical experience and disparages academic experts who “have nothing to teach us”. Somehow we have to bridge this gap.” 3-7

~~~~~  
*“I also see this as a current challenge for the emergency management profession as it transitions – many of the people engaged in teaching at university programs do not see themselves as emergency management professionals and many teaching in other programs (like community colleges...) do not see themselves as academics. Ironically the future emergency management practitioner and the future emergency management academic are probably more similar to each other and both far different from the current cohort.” 1-4*

## Emergency Management Identity

*“If we cannot figure out who/what we are/should be how can we get the academic community, the politicians or the public at large to accept the inherent importance of the discipline and the practice.” 1-7 II*

~~~~~  
“Emergency management is not really recognized as a profession.” 2-2

“Lack of identity.” 2-5

~~~~~  
*“Emergency managers are often not able to achieve their goals because of the limitations they face. As a fledgling profession we need to secure political will and financial capacity to apply these practices and have an emergency management workforce educated in a broader perspective than the current response dominated focus. The development of a true ‘profession’ of emergency management hangs, at the moment, on deciding what this range of practice is. The work of fostering the related education for practitioners will be easier with a set of core principles established.” 1-4*

~~~~~  
“To be a police officer, fire fighter, EMS, or business administrator one has to go to an academy or have a formal education. To be an emergency manager one has to be appointed.” 2-12 II

~~~~~  
*“The position of emergency manager continues to exist as a federal and state requirement rather than a locally identified and verified community need.” 3-5*

~~~~~  
“Emergency Management is the organization of the civil governmental and non-governmental organization response on a national basis (federal, state, and local) to unexpected events that threaten public health and safety and property, and the civil sector preparedness, mitigation, response and recovery to and from those events. This also includes protection of civil liberties during that effort.” 3-11

~~~~~  
*“The biggest concern I find is defining who should be doing emergency management? Is it a profession or a skill held by any profession? That is a core issue right now. Ten years ago I warned a colleague in the EMS field that after the millennium we would see fewer emergency management professionals in government as stand-alone positions. Much of the work would be rolled under other disciplines such as fire, law, EMS, public works and other departments. He scoffed then, but not now. Where once an emergency management professional had access to elected officials, which is critical, now they are buried under piles of bureaucracies that restrict or prevent access. This widening gap of contact has created a silo environment in which the facts about risk and the impacts of public decisions are increasingly separated so that the warnings about growth and development are left unchallenged when they clearly are placing the public in harms way. This is a very important issue.” 3-9*

~~~~~  
“The single most important issue facing us is the creation of an accepted definition for emergency management as a profession. Traditionally, emergency management has been a second career for retirees from emergency services and the military, giving rise to the belief that “anyone can do it”. There is no definition of minimum requirements for education and experience and job descriptions vary significantly from jurisdiction to jurisdiction. In most cases, emergency managers are not managers at all and serve as technicians. Their focus is on the tactical planning related to the emergency plan and not on the strategic issues related to community resilience and program development.” 3-7

~~~~~  
*“The title Emergency Manager is somewhat deceptive in the fact that Emergency Managers are primarily coordinators of people, information, and resources.” 2-7 II*

~~~~~  
“Emergency management is about preserving, when possible, the status quo such that the public health and safety is preserved as well as other life and the things of value to life. We are the stewards who must be allowed to assist in the conservation of our society throughout all calamities.” 3-9

The participants response to Q1D wherein they were asked if homeland security focused programs operate under a different set of principles than emergency management was an overwhelming “yes” (yes-30, no-4; n= 34). Many of the responses to this query were similar in focus to the ones offered below that delineated the difference between homeland security and emergency management as a one hazard approach as opposed to all hazard approach.

“Programs are not orientated enough to all hazards planning.” 1-1

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“HS programs are too focused on terrorism threats to large population centers. While they espouse the principle of all hazards their grant language is solely focused on technology and equipment solutions and has very little guidance on establishing priorities or baseline capabilities. HS does not seem to acknowledge that any large metropolitan area in a WMD or other large impact event cannot handle the event alone. Surrounding and even small municipalities will need to have training as well.” 2-1

~~~~~  
“Terrorism is still a big issue with Homeland Security and they need to understand that the all-hazards concept includes terrorism.” 2-13

~~~~~  
“Focus on one hazard, terrorism, at expense of preparedness for other more likely hazards.” 1-8

~~~~~  
“Homeland security has focused on one threat, terrorism, or more specifically weapons of mass destruction attacks conducted by nihilist Muslim extremist groups. This has translated itself into the purchase of response equipment and the redistribution of taxpayer funds based on terror threat and political expediency. It has lead to severe duplication of efforts in that arena and a reduction of funds and efforts in the all hazard approach regarding the totality of threats facing communities.

Political figures endorse DHS policy because they get “things” that they can display to their constituency to indicate that they are doing something.

Response agencies get “things” that they may or may not have use for.

Bureaucracies get more people to monitor and administratively support the program thus building their dynasties.

To get or maintain funds, emergency management must go along with this concept.

The public on the other hand is lulled into a sense of security by large bureaucracies headed by powerful figures with great credentials and media recognition who insist that they have things under control.” 2-12

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*“Terrorism centric focus – there is a downplaying of other types of hazards.” 1-10*

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“The Department of Homeland Security has one principle mission – to prevent a terrorist attack from occurring on American soil. EM programs reducing the impacts of these events, preparing the public for these events and dealing with consequences of these events have been marginalized by DHS’ singular focus on prevention. FEMA and the nation’s EM system are ill served by being included in DHS. The focus of DHS and decision-makers, especially at the Federal government level, on the terrorism prevention mission resulted in reducing the capabilities and capacities of the nation’s EM system to effectively practice all four phases of EM. The result was the Katrina failure.” 3-6

Additionally, participants focused in on a one responder focus in homeland security as opposed to the collaborative nature of emergency management.

“Law enforcement focus rather than “all responders” focus” 1-8

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*“Military and law enforcement focus – all other actors seem to be irrelevant.” 1-10*

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“Homeland security is seen as primarily a law enforcement type activity. Although some of the terrorism grant monies have been used to purchase items that have dual use, most emergency managers will tell you the homeland security or terrorism emphasis has detracted from many of the normal and needed functions re: emergency management and those programs have suffered as result. HS is more narrowly focused.” 2-5

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*“Homeland Security programs tend to be based on secrecy and everything being confidential. No open dialogue or sharing with anyone outside the security-type responders.” 2-11*

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“Anytime a single entity takes charge of a program it will see the world through its own glasses. Emergency managers were redheaded stepchildren from the inception of Homeland Security, including FEMA. This stems back to a core issue that has existed back through the military foundations of this field: people in operations are the most important. Planners, logistics staff, finance and administration, and public affairs staffs are just tools that assist operations. Law enforcement sees themselves as operations in Homeland Security, pure and simple.” 3-9

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*“Emphasis is on law enforcement, international threats, systems and procedures to safeguard facilities (excessive guns and badges culture).” 3-10*

Other participants focused on a cultural difference or difference in operating ideology between the two as being at issue.

*“Homeland security prefers to operate on a “need to know” basis whereas emergency management operates on a free flow of information”. 1-2*

~~~~~  
“Is EM part of HS or vice versa? We’ve been having this debate for 5 years!” 3-10 II

~~~~~  
*“HS programs seem to focus only on preventing acts of terrorism, border security, and secretive or sensitive “need to know” information that leaves a lot of people out of the loop, unable to help if they could or wanted to. HS programs also tend to operate totally out of touch with reality of human perception – such as the Homeland Security Advisory System (HSAS) which is generally not well thought of and not considered to be helpful.” 2-4*

~~~~~  
“The utilization of law enforcement and military forces is not part of EM but is part of Homeland Security and Defense. There is however a need for mutual understanding of the differences and relationships between the programs, functions and activities of these disciplines.” 3-11

~~~~~  
*“Homeland security assumes disasters are caused by bad people whereas emergency management assumes disasters are caused by good people making bad decisions (about land use, building construction, and facility operation).” 1-2*

~~~~~  
“HS programs seem to focus only on preventing acts of terrorism, border security, and secretive or sensitive “need to know” information that leaves a lot of people out of the loop, unable to help if they could or wanted to. HS programs also tend to operate totally out of touch with reality of human perception – such as the Homeland Security Advisory System (HSAS) which is generally not well thought of and not considered to be helpful.” 2-4

~~~~~  
*“I believe that DHS has forced an artificial distinction between the two. They question that is more pertinent is “should homeland security operate under a different set of principles?” I don’t believe it should. I think the issues related to homeland security could have been handled under existing emergency management principles and programs coupled with a reorganization of law enforcement and intelligence activities. We were doing this prior to September 11 through the civil defense programs and the Metropolitan Medical Response System programs. If one views terrorism as another potential hazard to a community, then the comprehensive emergency management model comes into play. You can certainly mitigate the risk through combination of structural (e.g. target hardening) or non-structural (e.g. intelligence sharing) mitigation measures. You can prepare to respond to it on tactical and operational levels. However, DHS has created a system that distinguishes between terrorism and other community risks and has diverted resources from emergency management programs to fund what are essentially operational initiatives without any strategic or tactical context.” 3-7*

~~~~~  
“By its very name, DHS’ focus is “security” and not “safety”. This causes a direct conflict of interests and a very different leadership focus. That focus, in today’s environment, is too easily influenced by capital “P” politics.” 3-8

~~~~~  
*“Emergency managers never forget that their first and core role is service, not control. The core concept of Homeland Security is not in concurrence with this philosophy.” 3-9*

~~~~~  
“9/11 was a seminal event that will shape our nation for the immediate and distant future. I am no fan of what has happened but I realize the reality that our elected leaders need to stress terrorism prevention, preparedness, response and recovery if they want to survive politically. If 9/11 had not occurred we would be in a different place, but it did and we need to accept that reality.” 1-3 II

~~~~~  
“Since the current administration took over, the current discussion has been diverted from the guiding principles of emergency management that were in place. The shift to terrorism and the dropping of the established practices that were in place when this administration took over has left the fundamentals of emergency management out of the conversation. The best answer I can give to this question is that our nation was pretty close to having emergency management “right” and robust at the end of the Clinton administration, but the current administration has put us back as a nation to where we were in the 1950s.” 1-5

~~~~~  
“I honestly think we had a good process set up prior to 9-11 when we referred to Crisis vs. Consequence Management. Homeland Security blurs those lines leading to the belief that the two are one in the same and clearly they are not.” 2-10

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“Homeland Security has distinguished itself by more openly recognizing the interdisciplinary nature of the field, FEMA, and the FEMA Higher Education project more specifically still appears to be focused on far too few issues and areas and continues to be exclusionary on a minimum of two dimensions.” 1-7

~~~~~  
“As law enforcement pushed FEMA and natural hazards planning further and further to the back of the room, it was clear to emergency managers that there would come a day of reckoning...and that was Katrina. Unfortunately, the leadership at Homeland Security has the single tool syndrome: I have a hammer so every problem is a nail. That is not meant to be curt or funny. It is a sad truth. I’ve worked within the programs of Homeland Security and found them to be ominously bloated and fatally unfriendly to local and state government, especially the grant and assessment programs.” 3-9

A handful of participants noted a significant difference between terrorist events and natural or technological hazards. The comment below offers the most interesting dialogue on this point with recognition that part of the difficulty lies in a fragmented identity.

“I believe the emergency management principles I proposed above are derived from the basic assumption that a community’s risks are the result of social, economic, political, physical and environmental factors and decisions in which the community plays the dominant role. This then holds true for events triggered by either natural or technological causes. Emergency management then becomes more than just the response to the consequences of these events.

However, the community’s broader decisions and actions may be less relevant when the risks are derived from hostile human intent, such as terrorism. These security driven risks need a different set of management practices. Unfortunately many of the same community responses work for both scenarios and therefore I believe there has been misunderstanding that general

management practices are also interchangeable and, more unfortunately, that a 'protect us from the enemy' attitude is equally applicable to the risks we generate in our own communities.

Some of this difficulty comes from the current development of the emergency management profession that allows it to be pulled in different directions by practitioners with ties to particular risks (e.g. IT for Y2K, health for pandemic, security for terrorism, engineering for earthquakes etc) rather than its future position as a stable profession, focused on its own principles, that these other sectors seek advice from, rather than influence over". 1-4

CONCLUSION

At the outset, there was a belief on the researcher's part that significant differences might be evident between the participant groups. These differences did not evidence themselves; indeed, the levels of topical consensus across groups were quite high. This consensus points to a shared understanding across the groups of what the salient issues and directives of emergency management are. It is hoped that the dialogue that began within this study generates greater discussion as it continues across the emergency management community and into arenas where it can become a tool for change. It is this shared dialogue that is needed to advance emergency management and promote the necessary evolution of the field.

Special thanks to Dr. B. Wayne Blanchard for sharing his ongoing desire to gather the knowledge in the field and to utilize it to advance the profession. His own encyclopedic knowledge-base coupled with his never-ending thirst to know more is an inspiration and constant motivator for the rest of us in emergency management higher education. Thanks also to my patient and dedicated team at NDSU: Dr. George Youngs, Dr. Daniel Klenow, Dr. Gary Goreham, Dr. Elaine Lindgren and Dr Tim Sellnow. It is the environment that exists within our program and department that creates the framework within which we can seek the answers to the questions that intrigue and challenge us. Finally, thanks again to the participants who gave of their time to contribute to this study. Your desire and commitment to advance the field is noteworthy and sincerely appreciated.

APPENDIX A

A debt of gratitude is owed to the participants of this study for their viewpoints, time, consideration and candor. Ralph Waldo Emerson said, “*Do not go where the path may lead, go instead where there is no path and leave a trail.*” That is what these participants have done for the reader – they have left a trail that can now be traveled down.

David Alexander
Lloyd Bokman
William Burke
Lucien Canton
Jamie Caplan
William Cumming
Elizabeth Davis
Steve Detwiler
Mike Fagel
George Haddow
Bob Jaffin
Daniel Klenow
Ed Kostiuk
Michael Lindell
John Lindsay
Rocky Lopes
Valerie Lucas
David McEntire
Dennis Mileti
Avagene Moore
Harold Narum
Hal Newman
Bill Nicholson
Arthur Rabjohn
Richard Rotanz
Claire Rubin
Robert Schwartz
Mary Senger
Greg Shaw
Eric Sorchik
Daryl Spiewak
Kim Stenson
Rick Tobin
Marg Verbeek
Chris Webb
Sally Ziolkowski

APPENDIX B

ACADEMIC GROUP

Phase I responses are in black.

Phase II comments to Phase I responses are in blue.

Overarching Phase II Response:

I agree with almost all of the comments except the response of 1-3 to Q1D that the principles of homeland security and emergency management should be the same and 1-5 that Homeland Security is more openly recognizes the interdisciplinary nature of the field. As most of the other comments indicate, most people’s experience is that homeland security generally means only “cops and robbers”. It also seems rather contradictory to say that emergency management is not interdisciplinary and then say it suffers from being located in different disciplinary backgrounds. I also think 1-4 exaggerates the conflict between teaching (and presumably research as well) and practice. I am in a professional school with architects, landscape architects, land developers, engineers, and planners. All of them research, teach, and practice—although the relative emphasis on each varies from one person to another. I have worked with people who are full-time emergency managers (in local, state, and federal government) who conduct training courses (i.e., teach) and collaborate research on emergency management. Employment settings shape people’s activities but I don’t know of any that totally determine people’s activities.

1-2 II

Q1A: What do you believe are the most important issues/items/topics in emergency management as they apply to the practitioner?

I feel from experience in dealing with all levels of private, public and non-profit organizations that a thorough understanding in hazards analysis and vulnerability assessment. This can lead to a realization of consequences that can allow for a robust platform for planning, and preparedness, for an effective response to all hazards and threats.

This construct should be done through the cooperation of all three sectors inclusive of all representatives from the response, scientific, business, and political leaders. 1-1

Concur ~ Inter - sector dialogue and cooperation is the foundation of emergency preparedness, response and recovery. There has to be earned trust and respect for this to occur and that trust and respect must be built over time and is not just the product of DHS telling the sectors and their components what to do and how to do it. 1-3 II

~~~~~

*Concur ~ There is definitely a need, perhaps even more so now with the perceived terrorism threat, to be basing our emergency management activities on robust assessments and reliable information, not vague fears or unsubstantiated “threat assessments”. 1-4 II*

~~~~~

Concur ~ No question that this statement is 100% correct. 1-7 II

~~~~~

*Concur ~ This has got to be the foundation upon which the rest is built. It is a matter of basic competency and understanding of core concepts. 1-8 II*

~~~~~

Somewhat Concur ~ Don't forget mitigation. 1-9 II

~~~~~

*Concur ~ 1-11 II*

---

*Getting elected officials to support emergency management between disasters;*

*Reducing the over-emphasis on terrorist attack and restoring the attention to natural hazards and technological accidents;*

*Identifying and implementing methods of reducing the enormous differences in emergency management capacity between urban and rural jurisdictions. 1-2*

*Somewhat Concur ~ Terrorism is an ever present threat that must receive proper attention and resources. Political reality is that elected leaders need to fully consider the threat of terrorism and provide an adequate level of public awareness. 9/11 happened and we are not going back to a pre 9/11 primary focus on natural hazards. 1-3 II*

~~~~~

Concur ~ Ongoing support and a balance of resources need to be achieved by integrating emergency management in community decision making. The opposite approach of further segregating emergency management from communities is what we're seeing now with the emphasis on terrorism which undermines our efforts to properly place responsibility with our communities. 1-4 II

~~~~~

*Do Not Concur ~ First statement is symptom not problem. Elected officials respond to the public so raising public awareness and getting the public to support EM all the time is the correct goal.*

*Second Statement is too simplistic, true separation between the two areas and proper definition and funding must occur.*

*Third statement, again do not agree to begin with and see regionalization as much more relevant. 1-7 II*

~~~~~

Concur ~ These are political concerns. Addressing them requires getting and holding the ears of leaders who have their own priorities to address. The key lies in convincing them that this is one of the essential duties of government, and that their own careers will rise or fall based on how well they handle the issue – an easier sell after Katrina. 1-8 II

~~~~~

*Concur ~ It is important to remember the All-Hazards approach, not just rural vs. urban. 1-9 II*

~~~~~

Concur ~ 1-11 II

Developing community level support for EM related initiatives;

Promoting individual, family and community level preparedness;

Incorporating the private sector into community EM phases;

Establishing a voice of authority and medium for communicating with the community in an emergency;

Developing sources and mediums for gathering information to establish situational awareness and support decision making;

Bringing together all responders to establish common communication, organization and doctrine;

Developing and communicating a community plan for medical response. 1-3

Somewhat Concur ~Communications can be a narrow way of looking at integration and coordination. 1-4 II

~~~~~

*Concur ~ 1-7 II*

~~~~~

Concur ~ Clearly, all of these “consensus building” comments are on point. They point out that EM does not occur in a vacuum, but rather is a coalition of the willing and motivated. 1-8 II

~~~~~

*Concur ~Communication among the various actors is very important. 1-9 II*

~~~~~

Concur ~ Most important component if we are to progress emergency management and build sustainable communities. 1-11 II

I believe emergency management practitioners share a common focus on ensuring public safety. The methods individual practitioners apply to achieve this goal varies and is influenced by their own past experience and training combined with the jurisdictional, bureaucratic, political and financial contexts in which they must operate.

With that said, I believe the most important issue facing emergency management practitioners is the lack of integration of emergency management with community decision-making. I am convinced from my own practice and the research that society must collectively address the determinants of vulnerability and the risks to our physical and social environments as part of our communities’ development rather than isolating emergency management from this broader context.

I think the next important issue flows from this: the need to promote individual responsibility for community safety and collective responsibility for individual vulnerability. I am concerned that planning for “special needs” groups is further marginalizing those groups. It places expectations on our vulnerable populations to address their own needs without recognizing that the same factors

that hinder their participation in disaster response will also limit their ability to engage in preparedness.

Dealing with these first two issues generates the third main issue – must expand the range of practices as the current emergency management practices are not sufficient. Emergency managers are often not able to achieve their goals because of the limitations they face. As a fledgling profession we need to secure political will and financial capacity to apply these practices and have an emergency management workforce educated in a broader perspective than the current response dominated focus. The development of a true ‘profession’ of emergency management hangs, at the moment, on deciding what this range of practice is. The work of fostering the related education for practitioners will be easier with a set of core principles established. 1-4

Concur ~ Again, what is there to argue about here? These are foundational concepts. 1-3 II

~~~~~

*Do Not Concur ~ Perhaps some valid points but not relevant as presented. 1-7 II*

~~~~~

Somewhat Concur ~ I share the concern about “the lack of integration of emergency management with community decision-making.” Again, a political goal. I also agree with “the need to promote individual responsibility for community safety and collective responsibility for individual vulnerability” but believe that will take a change in mindset for all involved. Also agree that “we need to secure political will and financial capacity” to accomplish these goals. As individuals, emergency managers are likely to be thwarted or fired if they try to exercise political power. This is where groups like IAEM and NEMA can currently have an effect. (Although NEMA is more likely to be politicized by the fact that it is a creature of the Governors.) Ideally, I believe that EM must become a non-political discipline, above politics. This would require term appointments, similar to the judiciary. 1-8 II

~~~~~

*Somewhat Concur ~ I strongly agree with the third main issue, limitations of the emergency manager. It is also important for emergency managers to have core competencies to coincide with their formal education as it becomes a profession. 1-9 II*

~~~~~

Somewhat Concur ~ 1-11 II

Distinguishing between readiness for “routine” versus mega-disasters;

Owning that they are the source of readiness in their communities;

Not losing sight of local readiness goals despite changes in federal priorities/programs;

Becoming informed regarding the principles of emergency management;

Increasing their level of professionalism;

Operating independent of political & economic forces. 1-5

Do Not Concur ~ An emergency manager that attempts to operate independent of political and economic forces is doomed to failure. This is idealistic and unrealistic at the same time. 1-3 II

~~~~~

*Somewhat Concur ~ I agree with the increasing professionalism but much less so with 2<sup>nd</sup> and 6<sup>th</sup> comments that imply the emergency manager is and should be somehow separate from community decisions. 1-4 II*

~~~~~

Concur ~ 1-7 II

~~~~~

*Concur ~ See last answer. 1-8 II*

~~~~~

Concur ~ It will be challenging to operate independent of political and economic forces. 1-9 II

~~~~~

*Somewhat Concur ~ 1-11 II*

---

*1. Developing appropriate coordinated protocols for disaster response – e.g. does NIMS work? If not, then revise.*

*2. Professionalize FEMA – hire people with EM training at highest levels. 1-6*

*Concur ~ These are the glaring obvious. Competence counts and we need to restore competence at all levels of emergency management from the roles of the individual citizens to the highest level of government. 1-3 II*

~~~~~

Somewhat Concur ~ All aspects of emergency management, not just response, need better practical model. I also appreciate the need for subject area expertise in government must be balanced with expertise in public management. 1-4 II

~~~~~

*Concur ~ Not sure of the true relevance of statement one. Second statement sounds great but the issue is defining where the programs should reside rather than the fragmentation of ownership between different institutions. If we cannot figure out who/what we are/ should be how we can get the academic community, the politicians or the public at large to accept the inherent importance of the discipline and the practice. 1-7 II*

~~~~~

Concur ~ If NIMS does not work, there are appropriate avenues for revising it. The Post-Katrina Emergency Management Reform Act of 2006 addresses the professionalization of FEMA in a very clear and strong way. President Bush indicated that he would ignore its requirements for experience in appointees, however. 1-8 II

~~~~~

*Somewhat Concur ~ NIMS is a “work in progress.” It will be difficult for true professionals to stay with FEMA due to the political realities. 1-9 II*

~~~~~

Somewhat Concur ~ 1-11 II

Interoperability;

Spectrum Management;

Federal other interface;

Logistics;

Non-FEMA areas- i.e. DHS DOL DOT DOJ. 1-7

What is Federal other interface? 1-3 II

~~~~~

*Somewhat Concur ~ A bit too vague to concur entirely. Certainly relationships between agencies about resources and other issues are important. 1-4 II*

~~~~~

Do not understand context of terms, all of which (except logistics) apply to communications. 1-8 II

~~~~~

*Somewhat Concur ~ 1-9 II*

~~~~~

Not too sure what is referred to here so N/A is probably more appropriate. 1-11 II

Legal authorities underlying EM;

Increasing mitigation to include all hazards, specifically lawsuit;

NIMS, NRP compliance;

Lack of funding from all levels of government;

Ensuring that officials understand EM and are involved at all phases;

Mutual aid. 1-8

Concur ~ I don't understand what the second item means. All the rest are very important. Funding will only follow if officials truly understand EM and the risks associated with not maintaining an adequate level of preparedness. 1-3 II

~~~~~

*Somewhat Concur ~Also too general to comment on well. Understanding the legal ramifications of emergency management is an issue. 1-4 II*

~~~~~

Do Not Concur ~ One or two legitimate issues here for discussion but not the basis for the academic programs.

1-7 II

~~~~~

*Somewhat Concur ~ NIMS compliance can keep changing. What exactly is it? 1-9 II*

~~~~~

Somewhat Concur ~ 1-11 II

Understanding of the All-Hazards Approach;

Communication Skills;

Leadership and Decision Making Skills;

Technical Skills;

Understanding of Bureaucratic Politics. 1-9

Concur ~ These are foundational skills/competencies required of anyone in a leadership position. 1-3 II

~~~~~

*Somewhat Concur ~Hard not to agree that good general interpersonal and management skills are important. 1-4 II*

~~~~~

Somewhat Concur ~ Nice comments but this talk to the basics that we need to move past. This is saying all the 'right' things yet again and does not add to the discussion in 2007. 1-7 II

~~~~~

*Concur ~ All vital skills. The political issues always raise their heads. 1-8 II*

~~~~~

Concur ~ 1-11 II

Political support – Many emergency managers do not get sufficient support from key leaders until a disaster has occurred. This includes the creation and enforcement of laws (e.g., land-use planning).

Budgetary support – Most emergency management programs do not have adequate funds to meet the expectations that will befall them in the future (e.g., more and worse disasters).

Grants management – Emergency managers are now required to be involved in the application of grants and program administration. However, it is likely that many emergency managers do not have adequate skills in these areas (e.g., they might know about disasters but they may not always understand public administration).

Personnel – It is very likely that emergency management programs lack the quantity of staff to accomplish their goals and programs (e.g., for all types of mitigation, preparedness, response and recovery programs).

Changing government programs – There are far too frequent changes in direction in disaster policy (e.g., Comprehensive emergency management, LEPC, Project Impact, Sustainability, Homeland Security) to maintain continuity and see improvements in a systematic program.

Coordination – Emergency managers are heavily involved in professional networks, and yet some might lack the communication and leadership skills to make these effective.

Preparedness and response orientation – Too many emergency managers see their activities in terms of traditional emergency management and fail to recognize how they need to also promote mitigation and recovery. 1-10

Concur ~ Obtaining adequate resources which is the main thrust of this section requires the ability to develop a business case and sell the necessity of the resources. It also involves the ability to understand that there are competing requirements and that you have to keep trying and not get discouraged. In many cases, emergency management resources are not necessarily the highest priority a community. Understand this and continue to compete for the resources. You also need to accept the reality of changing government programs and do the best you can. 1-3 II

~~~~~

*Concur ~I strongly concur with these points. 1-4 II*

~~~~~

Concur ~ 1-7 II

~~~~~

*Concur ~ Agree. 1-8 II*

~~~~~

Concur ~ 1-9 II

~~~~~

*Concur ~ 1-11 II*

---

*Emergency Management relies on and acknowledges the various bodies of knowledge – how do we make best use of this diverse range of knowledge. How do we coordinate and utilise all this information so that the practitioner can do a better job.*

*What is Emergency Management? What are the core principles that we need to base our emergency management planning and management on? What is core to sound emergency management planning and management?*

*Leadership in Emergency Management – leadership styles; leadership within leaders; how do we train leaders in Emergency Management?*

*Bridging the gap between academic emergency management programmes and practical application.*

*Future recruitment of Emergency Managers. 1-11*

*Concur ~ 1-3 II*

~~~~~

Concur ~I strongly concur with these comments as well. I feel they speak to the transition emergency management is going through as a profession.1-4 II

~~~~~

*Do Not Concur ~ Pardon me but the old litany again although there are one or two good points but we need to be beyond most of that by now and need to move forward. 1-7 II*

~~~~~

Somewhat Concur ~ These topics have been debated ad nauseum. Need for single accrediting group for both individuals and programs. Expand EMAP. 1-8 II

~~~~~

*Concur ~ 1-9 II*

---

*Involving the general public in taking some responsibility for their own security.*

*Democratising civil protection.*

*Developing robust, standardised methods of emergency planning based on reliable scenarios.*

*Ensuring that emergency management is transformed into a fully-fledged profession and that professional qualifications are properly recognised in personnel decisions and work processes.*

*Ensuring that agencies involved in emergency management work together according to plan and are familiar with each other's cultures, procedures, protocols, faces, etc. 1-12*

*Concur ~ The most important point here is personal responsibility. We need effective public awareness, education and incentives to promote individual and family preparedness. The American public needs to understand that the posse may be delayed when it comes to providing relief. 1-3 II*

~~~~~

Concur ~ The issue of community involvement in emergency management is critical and points to a different set of required knowledge, skills and relationships for the future.1-4 II

~~~~~

*Somewhat Concur ~ As a group weak and redundant. 1-7 II*

~~~~~

Concur ~ Yup. 1-8 II

~~~~~

*Somewhat Concur ~It is difficult to get citizens to be responsible for their own actions.1-9 II*

~~~~~

Concur ~ 1-11 II

Q1B: What do you believe are the fundamental principles of emergency management?

Emergency Management is fundamentally the linchpin of coordination in hazards analysis, vulnerability and capability assessment, planning, preparing, followed by appropriate education, training, and exercise. 1-1

Concur ~ These are all very important but need to be supported by general management and leadership competencies. 1-3 II

~~~~~

*Somewhat Concur ~ Not entirely clear on the meaning of linchpin in this case. Coordination is important but emergency management must also learn to let go of the sole responsibility focus and let other community stakeholders share in the responsibility for public safety. 1-4 II*

~~~~~

Concur ~ 1-7 II

~~~~~

*Concur ~ Coordination is key. 1-8 II*

~~~~~

Somewhat Concur ~ Mitigation. 1-9 II

~~~~~

*Concur ~ 1-11 II*

---

*Emergency managers are coordinators can only achieve their goals by working effectively with others.*

*Disasters are more than just large emergencies.*

*There are demands that are common to all emergencies/disasters/catastrophes, but there also are distinct demands of each type of hazard agent.*

*People (in and out of organizations) don't respond to disasters the way they are portrayed in the media.*

*Emergency managers must be willing to work with and learn from people in many different disciplines (physical, biological, and social sciences; engineering, planning, architecture, and medicine/public health.*

*Equipping, training, exercising, and critiquing are just as important as planning and staffing.*

*Emergency managers must work with land use planners and building inspectors to promote hazard mitigation.*

*Emergency managers work in a federal system. 1-2*

*Concur ~ 1-3 II*

~~~~~

Concur ~ This is a varied set of responses but I agree with all of them. Not sure they're "principles". 1-4 II

~~~~~

*Concur ~ 1-7 II*

~~~~~

Concur ~ Coordination is key. 1-8 II

~~~~~

*Somewhat Concur ~Emergency managers work in many levels in government. They are also in the private sector. 1-9 II*

~~~~~

Somewhat Concur ~ 1-11 II

Understanding all community priorities and incorporating EM within these priorities;

An understanding of local politics and their impact on resource allocation;

The ability to really communicate (create a dialogue) with community members at all levels;

The ability to develop coalitions and consensus;

The ability to manage and lead in complex and dynamic situations;

The ability to make a case for allocating resources to mitigation focused initiatives;

The ability to identify, understand and respond to the requirements of special needs populations in the community. 1-3

Concur ~I strongly concur with this focus on integrating emergency management with community decision making.1-4 II

~~~~~

*Concur ~ 1-7 II*

~~~~~

Concur ~ Coordination is key. 1-8 II

~~~~~

*Somewhat Concur ~ It is hard to understand ALL Community Priorities and incorporate with EM. 1-9 II*

~~~~~

Somewhat Concur ~ 1-11 II

1. An integrated approach that recognizes that risk (as generated by our hazards and vulnerability) and the impacts of specific events are the product of wider social processes that ‘emergency management’ can only significantly influence this from within the community’s broader decision-making systems.

2. A comprehensive approach that balances activities in mitigation (which includes prevention), preparedness (which includes planning, education, and resources), all aspects of response (not just life safety first responders) and short and long-term recovery.

3. An all-hazards – all people approach that considers the interaction and interdependence of the full range of potential triggers with the dynamic set of determinants of vulnerability.

I believe these three points represent the core principles (i.e. “a fundamental truth, law, doctrine, or motivating force, upon which others are based”) and that there are many other elements that support the application of these principles. Some of these, in no particular order, are: a research driven, evidence-based ‘reflective practitioner’ approach to emergency management (instead of the current lessons learned through random practice); the development of an emergency management profession (in the sense of a profession from a sociology of occupations perspective) that is education based and self regulating; the development of clearer emergency management ‘best practices’ (which should come naturally from the previous two elements) and; a greater degree of community engagement which I believe will also come once emergency management focuses on these principles. 1-4

Concur ~ 1-3 II
~~~~~

*Concur ~ Integrated, comprehensive, all hazards. 1-8 II*  
~~~~~

Concur ~ 1-9 II
~~~~~

*Concur ~ 1-11 II*

---

*Public education that yields household mitigation and preparedness;*

*Mitigation;*

*Preparedness – for public warning and response (planning, exercises, training);*

*Response (planning, exercises, training);*

*Recovery;*

*Reconstruction. 1-5*

*Concur ~ 1-3 II*  
~~~~~

Concur ~ This is an expanded view of the accepted 4 pillars or phases. 1-4 II
~~~~~

*Concur ~ 1-7 II*  
~~~~~

Concur ~ True, if not insightful. 1-8 II
~~~~~

*Somewhat Concur ~ 1-9 II*  
~~~~~

Somewhat Concur ~ 1-11 II

Coordination of responders – this requires knowledge of how organizations work (the various organizations that respond to disasters) knowing how/having skills to facilitate coordination;

Mitigation – focused attention on reducing vulnerability;

Making sure that recovery efforts address needs for mitigation so the same problem does not persist;

Planning and preparedness (including risk assessment is also a moral obligation in the profession – thus a principle). 1-6

Somewhat Concur ~It is idealistic to think that recovery efforts will fully address needs for mitigation. Some mitigation measures may be addressed but resource constraints and the exigency of the situation following a disaster may dictate quick fixes to complex problems like relocating people, getting businesses up and running, repairing infrastructure, etc. 1-3 II

~~~~~

*Concur ~These are all important points for emergency managers.1-4 II*

~~~~~

Concur ~ 1-7 II

~~~~~

*Concur ~ True, if not insightful. 1-8 II*

~~~~~

Somewhat Concur ~ 1-9 II

~~~~~

*Somewhat Concur ~ 1-11 II*

---

*4 phases;*

*Functions as uniter of agencies, above turf battles;*

*Revolves around risk assessment;*

*Essential government service. 1-8*

*Do Not Concur ~ Revolves around risk management which is much more than risk assessment. Risk management includes risk assessment along with goal setting, risk-based decision making, risk communication, implementing measures, monitoring and measurement. 1-3 II*

~~~~~

Concur ~This focuses emergency management back on risk and integration within government which is a positive perspective.1-4 II

~~~~~

*Concur ~ 1-7 II*

~~~~~

Somewhat Concur ~ More than government service.1-9 II

~~~~~

*Somewhat Concur ~ 1-11 II*

---

*I always start with the basics, it always amazes me how many don't know what they are.*

*Response, Recovery, Preparedness, and Mitigation-*

*Add Planning, Exercises, and Training. 1-9*

*Concur ~ 1-3 II*

~~~~~

Somewhat Concur ~Emergency management can be explained simply like this but its like saying medicine is just diagnose, treat, monitor, bill. Future practitioners will need to see past this. 1-4 II

~~~~~

*Do Not Concur ~ 1-7 II*

~~~~~

Concur ~ Yes, but PTE is the definition of preparedness, so redundant. 1-8 II

~~~~~

*Somewhat Concur ~ 1-11 II*

---

*All hazards (or all function) approach – It is imperative that emergency managers plan for all types of emergencies and disasters, and be ready to perform any function necessary.*

*Collaborative approach – Emergency managers must work with all pertinent individuals and organizations including the public, private and non-profit sectors and citizens in general.*

*Prevention – An ounce of prevention is better than a pound of cure.*

*Preparedness – You must be ready for the expected and unexpected (see Kreps 1991).*

*Improvisation – You must be willing and able to adapt and be flexible (see Kreps 1991 or Kendra's work).*

*There is also a need to shift emphasis on hazards toward the concept of vulnerability. Many books, including *Disasters by Design*, *What is a Disaster?*, *Handbook of Disaster Research*, are calling for a change in thinking and increased emphasis on vulnerability. This is because we cannot always control hazards, but we can determine our level of vulnerability to the hazards. Many people suggest that vulnerability is a greater determinant of disasters than hazards themselves. 1-10*

*Somewhat Concur ~ An ounce of prevention is better than a pound of cure, but we can't prevent everything (as pointed out in the last item above) and we need to be ready to respond, recover and restore. We are over emphasizing vulnerability reduction and immediate response at the expense of resiliency and the resources, organization and commitment to recovery and restoration. 1-3 II*

~~~~~

Concur ~ I agree with all of this (except that I see prevention as one possible outcome of a broader mitigation strategy). 1-4 II

~~~~~  
*Concur ~ 1-7 II*

~~~~~  
Concur ~ 1-8 II

~~~~~  
*Concur ~ 1-9 II*

~~~~~  
Concur ~ 1-11 II

In articulating the fundamental principles of emergency management within NZ it is important to point out that these principles apply to all New Zealanders as emergency management stakeholders. In addition there are key agencies that have an explicit role in supporting NZ through emergency management arrangements

Principles:

6. *Individual and community responsibility and self reliance;*
 - *Individuals and communities are ultimately responsible for their safety and the security of their livelihoods.*

7. *A transparent and systematic approach to managing the risks from hazards;*
 - *Communities must be given a say in what levels of risk they consider acceptable and what measures are put in place to manage those risks.*

8. *Comprehensive and integrated hazard risk management;*
 - *Means dealing with the risks associated with all our hazards both natural and man-made, through risk reduction, readiness, response and recovery.*

9. *Addressing the consequences of hazards;*
 - *Focusing on consequences provides a basis for planning informs decision making and enables more effective action through improved prioritization and resource allocation.*

10. *Making best use of information, expertise and structures.*
 - *Making best use of information, as well as improving both information systems and the applicability of research is crucial. 1-11.*

Concur ~ The statements above capture the essence of comprehensive emergency management. 1-3 II

~~~~~  
*Concur ~NZ has gone further than any other country to model its emergency management system on what should be rather than what has been and deserves more attention.1-4 II*

~~~~~  
Concur ~ 1-7 II

~~~~~

Concur ~ 1-8 I

~~~~~

Concur ~ 1-9 II

Inclusiveness, community base, bottom-up development based on the local level (but with harmonisation provided by national and regional levels. A civil protection approach, all hazards planning and management. Well-developed generic emergency plans. 1-12

Concur ~ 1-3 II

~~~~~

Concur ~The focus here on community is critical. 1-4 II

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Concur ~ 1-7 II

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Concur ~ 1-8 II

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Concur ~ 1-9 II

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Concur ~ 1-11 II

**Q1C: What do you believe, if anything is lacking in the discussion of what the guiding principles of emergency management should be at the county, state and federal government level?**

*First and foremost is the ‘buy-in’, the involvement, implementation, and the follow through from those in charge on a constant basis, not through extemporization. 1-1*

Concur ~ 1-3 II

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Concur ~ 1-7 II

~~~~~

Concur ~ Politics again. 1-8 II

~~~~~

Concur ~ 1-9 II

~~~~~

Concur ~ 1-11 II

*In many cases there is no discussion, just one way communication from the top down. 1-3*

Concur ~ 1-7 II

~~~~~

Concur ~ EM MUST be an organic, de-bureaucratized discipline to succeed. 1-8 II

~~~~~

Concur ~ 1-9 II

~~~~~

Somewhat Concur ~ 1-11 II

The idea of guiding principles suggests a degree of professional consistency that I do not believe exists. By this I mean that I believe we have not yet achieved an emergency management 'profession' where the range of practices, from local, rural emergency planning to national policy, is acknowledged as different applications of the same principles. This, in turn, reflects the current stage of the natural development of an emergency management profession in which discussion about principles (including surveys like this one) are a normal evolutionary step. It is not for academia to establish these principles, nor for any level of government or association committee to decide on. Practitioners need to develop a shared sense of the principles, academia needs to foster and reflect this shared sense, and government and associations will, through the participation of practitioners, adopt, promote and then adapt principles as the profession evolves. Just as the principles of health or education are not exactly as they were 50 years ago, emergency management's principles will shift over time. It is this very process that will see real 'guiding principles' build credibility as they survive the shorter term trends.

There is a stronger sense of guiding principles in Canada and New Zealand... 1-4

Concur ~ Well said. At the Natural Hazards Conference there have been endless discussions of the need to connect research and the work of the academic community to the requirements of the practitioners. Maybe someone should really talk to the practitioners and figure out what they want and need. If that occurred, the practitioners might be much more accepting of what the academics provide. 1-3 II

~~~~~

*Concur ~ This gets closer to the crux than most of the other material in the survey. I agree that the US is behind and suggest it is because we take too much pride in the fact that the existing programs appear, without any definable basis, in different department and schools depending on academic whim in the governing institutions. 1-7 II*

~~~~~

Somewhat Concur- 1-8 II

~~~~~

Somewhat Concur ~ 1-9 II

~~~~~

Concur ~ 1-11 II

Since the current administration took over, the current discussion has been diverted from the guiding principles of emergency management that were in place. The shift to terrorism and the dropping of the established practices that were in place when this administration took over has left the fundamentals of emergency management out of the conversation. The best answer I can give to this question is that our nation was pretty close to having emergency management "right" and robust at the end of the Clinton administration, but the current administration has put us back as a nation to where we were in the 1950s. 1-5

Concur ~ But that is reality. 9/11 was a seminal event that will shape our nation for the immediate and distant future. I am no fan of what has happened but I realize the reality that our elected leaders need to stress terrorism prevention, preparedness, response and recovery if they want to survive politically. If 9/11 had not occurred we would be in a different place, but it did and we need to accept that reality. 1-3 II

~~~~~  
*Concur ~I agree that the profession is currently in a “swing back” phase after being pushed in the right direction in the 1990’s. The challenge ahead is will the profession split or will the differences between conflict- and consensus-based incidents be addressed. 1-4 II*

~~~~~  
Do Not Concur ~EM was as flawed in previous administrations as it is today only the direction has changed the underlying bedrock basis has yet to be properly categorized and cast into statute. 1-7 II

~~~~~  
*Concur ~ Sad but true, although reforms after Katrina are pointing in the right way. 1-8 II*

~~~~~  
Somewhat Concur ~ 1-9 II

~~~~~  
*Not familiar so N/A 1-11 II*

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*This is still being overshadowed by the discussion of what the FEMA function is and where it should exist. The question cannot be answered given the core wording here until there is a clearer national separation between Emergency and Disaster and Homeland Security- this question begs answering. 1-7*

*Maybe terrorism preparedness and natural/technological hazard preparedness are different enough to treat them entirely differently. The DHS organization (changing again as I write) reflected this perception. If Katrina had missed New Orleans, we probably would have preparedness separated from response and recovery and maybe that was the right answer. 1-3 II*

~~~~~  
Concur ~ I agree that the current practice has replaced “all-hazards” with a “one-hazard (terrorism) fits all” perspective that is fundamentally wrong.1-4 II

~~~~~  
*Concur ~ Politics again. 1-8 II*

~~~~~  
Concur ~ 1-9 II

~~~~~  
*Somewhat Concur ~ 1-11 II*

---

*Appreciation that guiding principles are articulated through legal enactments. 1-8*

*Do Not Concur ~ 1-3 II*

~~~~~

Somewhat Concur ~ This raises three issues: 1) other community practices and principles (e.g. land-use planning) are supported in law so emergency management's should be too 2) professions protect their practices by enshrining them in law (e.g. the medical profession's protection of its rights to practice) and 3) emergency management is intertwined with community management and therefore other laws are also relevant. 1-4 II

~~~~~  
*Concur ~ Not sure that I can accept the language here but the idea is a key point. 1-7 II*

~~~~~  
Do Not Concur ~ It is more than legal enactments. 1-9 II

~~~~~  
*Somewhat Concur ~ 1-11 II*

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*Most emergency managers are former First Responders who have moved into an emergency management position. Education in emergency management is lacking. Many managers view emergency management from their specific perspective without the education preferred for an emergency manager.*

*The All-Hazards approach seems to be lacking, especially at the Federal level of DHS.*

*The words are spoken but the action is lacking. 1-9*

*Do Not Concur ~ I don't concur with the first item. I do concur with the second and third. What is wrong with experience as the stepping stone to EM positions? Is an education really necessary and/or a substitute for experience? If I am not mistaken, James Lee Witt did not have a college education and did OK as an EM. I am not anti education by any means, but experience does matter and is equally if not more important. 1-3 II*

~~~~~  
Somewhat Concur ~ The old vision of a 'jack of all trades' emergency manager must be replaced by a range of professional expertise developed off some base principles. This must include, however, recognition that response expertise will always be needed, not just solely. 1-4 II

~~~~~  
*Concur ~ YES YES YES 1-7 II*

~~~~~  
Somewhat Concur ~ 1-8 II

~~~~~  
*Concur ~ 1-11 II*

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*In my opinion, I think we need to shift emphasis from hazards to vulnerability, and we also need to simplify the central purposes of emergency management.*

*First, let me discuss the problems of focusing on hazards. Focusing on hazards is ironic since we cannot stop an earthquake (but only limit the impact from an earthquake). It is also misleading since it tends to generate a technocratic approach to disasters (improved warning systems and engineering won't solve every disaster problem). Hazards neglect the human element in disasters*

*(Stephen Bender reminds us that it is the vulnerability stupid!). A hazards approach is limiting (it downplays psychology, culture, law, politics, economics, etc.). Focusing on hazards leads to dramatic shifts in policy (as I have described earlier).*

*A vulnerability approach\* resolves all of these problems. It centers attention on that which we can control in a disaster (our vulnerability). It takes a comprehensive view of why disasters occur and suggests a broad view on how to address them. It is explicitly based on peoples' attitudes, values and practices. And, it is comprehensive – looking at every possible variable that may impact a disaster (e.g., land-use planning, construction, warning systems, perspectives of threat, poverty, planning, response capabilities, demographics, public health issues, environmental degradation, public policy, law, business practices, preparedness of the populace, etc., etc., etc).*

*\* My perspective of vulnerability includes the radical/structural interpretation that is popular in the literature (e.g., focusing on the poor, disabled, elderly, women, etc). However, I also include many other variables relating to vulnerability (e.g., exposure to a hazard, culture, engineering, land-use planning, etc.). I think it is imperative to view disasters holistically and accept complexity.*

*So, what is vulnerability? Discussions of vulnerability cover many variables from the physical/built and social/organizations environments. If you examine definitions of vulnerability, you will also notice that they discuss proneness factors or limited capacity to prevent, prepare, respond or recover. Vulnerability seems to be increasingly related to notions of risk, resistance, susceptibility and resilience.*

*Putting all of this together in an attempt to simplify emergency management, we may say:*

- 1. Emergency managers need to address our vulnerabilities in the physical/built and social/organizations environments.*
- 2. They can do this by assessing our liabilities and capabilities in these diverse environments.*
- 3. When this is done, emergency managers should reduce risk and susceptibility and raise resistance and resilience.*

*In my mind, this simplifies the goals of emergency management, yet retains a very comprehensive and complex view of disasters. 1-10*

*Concur ~ I concur with the caveat that we can not be totally vulnerability focused anymore than we can be totally terrorism focused. Vulnerability is important, but we also need to look at recovery and restoration. Building resiliency into systems is essential. 1-3 II*

*~~~~~*

*Concur ~I strongly concur with these comments.1-4 II*

*~~~~~*

*Do Not Concur ~ Stop pontificating and add something new! 1-7 II*

*~~~~~*

*Concur ~ This is already the goal, though not achieved in practice often. 1-8 II*

*~~~~~*

*Somewhat Concur ~ 1-9 II*

~~~~~

Concur ~ 1-11 II

Principles mean different things to different people and to different levels of government – firstly there is often misunderstanding by what is meant by a principle and how it is applied. The alignment of principles from the more abstract levels (central or federal level of government) to the local or county level is often not apparent.

Question is whether there are various levels of principles or whether principles apply equally to all levels of government.

Question at the local or county level is how these principles relate to the practical aspects of emergency management – how do the emergency managers and communities implement the principles. 1-11

Concur ~ I concur with the last item. 1-3 II

~~~~~

*Somewhat Concur ~Principles should apply at all levels but there may be different actions that translate these principles into practices. 1-4 II*

~~~~~

Do Not Concur ~ 1-7 II

~~~~~

*Somewhat Concur ~ 1-8 II*

~~~~~

Somewhat Concur ~ 1-9 II

A consideration of the relationship between centralised civil defence and devolved civil protection. A focus on the stakeholder and end-user (victims, the public, etc.)--see London Assembly report on 7-7 (a very interesting document with many useful observations of general relevance). By the way, we do not have counties, states or a federal government here. 1-12

Concur ~ This is federalism. 1-3 II

~~~~~

*Somewhat Concur ~I agree we should be focusing on the community rather than the cause. 1-4 II*

~~~~~

Concur ~ 1-7 II

~~~~~

*Concur ~ 1-8 II*

~~~~~

Somewhat Concur ~ 1-9 II

~~~~~

*Do Not Concur ~ 1-11 II*

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**Q1D: Do you believe that homeland security focused programs operate under a different set of principles than emergency management?**

**If YES, what do you believe those principles are:**

*Programs are not orientated enough to all hazards planning; the establishment of a 'real' emergency alert system; an in adequate warning / alert system; the lack of preposition joint field offices operating 24/7. 1-1*

*Concur ~ 1-3 II*  
~~~~~

Somewhat Concur ~I agree that terrorism as a generic threat should not be confused as a substitute to all hazards but the rest of these comments are confusing. 1-4 II
~~~~~

*Concur ~ 1-7 II*  
~~~~~

Concur ~ 1-8 II
~~~~~

*Somewhat Concur ~ 1-9 II*

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*Homeland security prefers to operate on a "need to know" basis whereas emergency management operates on a free flow of information.*

*Homeland security assumes disasters are caused by bad people whereas emergency management assumes disasters are caused by good people making bad decisions (about land use, building construction, and facility operation). 1-2*

*Do Not Concur ~ Define bad decisions. We have political, social, and economic constraints on our decisions. They all have weight and must be considered. I am in no position to label others' decisions as bad just because their priorities may be different than mine. 1-3 II*

*Concur ~ The approach to dealing with conflict-based incidents will need to vary from consensus incidents. 1-4 II*  
~~~~~

Somewhat Concur ~ 1-7 II
~~~~~

*Concur ~ 1-8 II*  
~~~~~

Somewhat Concur ~ Disasters are not always caused by good people making bad decisions. 1-9 II

The principles should be the same. 1-3

Do Not Concur ~ There may be overlap, especially in regards to some consequence management activities, but to say one set of principles will must meet both issues may be more divisive than uniting. 1-4 II

~~~~~

*Do Not Concur ~ 1-7 II*

~~~~~

Somewhat Concur ~ 1-8 II

~~~~~

*Concur ~ 1-9 II*

~~~~~

???? 1-11 II

I believe the emergency management principles I proposed above are derived from the basic assumption that a community's risks are the result of social, economic, political, physical and environmental factors and decisions in which the community plays the dominant role. This then holds true for events triggered by either natural or technological causes. Emergency management then becomes more than just the response to the consequences of these events.

However, the community's broader decisions and actions may be less relevant when the risks are derived from hostile human intent, such as terrorism. These security driven risks need a different set of management practices. Unfortunately many of the same community responses work for both scenarios and therefore I believe there has been misunderstanding that general management practices are also interchangeable and, more unfortunately, that a 'protect us from the enemy' attitude is equally applicable to the risks we generate in our own communities.

Some of this difficulty comes from the current development of the emergency management profession that allows it to be pulled in different directions by practitioners with ties to particular risks (e.g. IT for Y2K, health for pandemic, security for terrorism, engineering for earthquakes etc) rather than its future position as a stable profession, focused on its own principles, that these other sectors seek advice from, rather than influence over. 1-4

Concur ~ Terrorism and natural hazards have some common ground, but there are differences which must be recognized and dealt with. An intelligent foe is a lot different than a natural hazard. 1-3 II

~~~~~

*Concur ~ One of the few responses that seems to recognize the underlying failure of current education and government systems. 1-7 II*

~~~~~

Concur ~ 1-8 II

~~~~~

*Somewhat Concur ~ 1-9 II*

~~~~~

Somewhat Concur ~ 1-11 II

Top down preparedness organizing strategies that don't work;
Technological fixes at the expense of tested social approaches;
Working in a vacuum ignoring the lessons of the past;
Ignoring the lessons learned from natural hazards;
Driven by a political agenda versus scientific knowledge and experience;
Fire, police, and the armed forces = emergency management. 1-5

Somewhat Concur ~ 1-3 II

~~~~~

*Concur ~I agree with all of these (assuming the last one was meant to be not equal). 1-4 II*

~~~~~

Concur ~ 1-7 II

~~~~~

*Concur ~ Politics again. Also leadership that largely comes from the military and insists on imposing their bureaucratic structure inappropriately. 1-8 II*

~~~~~

Concur – 1-9 II

~~~~~

*Concur ~ 1-11 II*

---

*This professional sees very distinct areas and partitions while also recognizing the overlap between the two still emerging disciplines.*

*Homeland Security has distinguished itself by more openly recognizing the interdisciplinary nature of the field, FEMA, and the FEMA Higher Education project more specifically still appears to be focused on far too few issues and areas and continues to be exclusionary on a minimum of two dimensions.*

*Emergency and disaster management has not been served well by such programs existing in so many completely different schools or departments within the academic domain.1-7*

*Do Not Concur ~ The strength and progress of EM education is primarily due to the diversity of the programs and the different approaches through different schools and departments. Students have the ability to select from the various approaches and areas of emphasis. This is a good thing and should not be discouraged. 1-3 II*

*Do Not Concur ~ I believe the current flurry of programs will be a phase and programs will either fade or build niches. The end result will be stronger programs for both the (disaster) emergency management and for security professions. 1-4 II*

~~~~~

Do Not Concur ~ Variety of programs leads to innovation and alternative approaches. All are not created equal however. 1-8 II

~~~~~

*Do Not Concur ~ 1-9 II*

~~~~~

Somewhat Concur ~ 1-11 II

Law enforcement focus rather than “all responders” focus.

Focus on one hazard, terrorism, at expense of preparedness for other more likely hazards. 1-8

Concur ~ This is the reality of where we are and the nature of terrorism. 1-3 II

~~~~~

*Concur ~ Also a different perspective on community’s role in risk. 1-4 II*

~~~~~

Concur ~ 1-7 II

~~~~~

*Concur ~ 1-9 II*

~~~~~

Somewhat Concur ~ 1-11 II

There is a greater emphasis on terrorism than the All-Hazards Approach.

Natural disasters seem to get lip service rather than action. 1-9

Concur ~ 1-3 II

~~~~~

*Concur ~ Similar to the focus on a dominant hazard (e.g. west coast earthquakes or gulf hurricanes) the preceded the development of the all-hazards perspective. 1-4 II*

~~~~~

Concur ~ 1-7 II

~~~~~

*Concur ~ Politics again. 1-8 II*

~~~~~

Concur ~ 1-9 II

Terrorism centric focus – there is a downplaying of other types of hazards.

Military and law enforcement focus – all other actors seem to be irrelevant.

Command and control approach – coordination and collaboration are neglected.

I should add that some scholars may underestimate the seriousness of the terrorist threat however. This is not to say that we can avoid dealing with recurring natural disasters, but it is to suggest that we need to be able to deal with every type of eventuality. So far, we tend to bounce among civil defense, all-hazards, industrial hazards, natural hazards, and terrorism events. Are we not generally impacted by all types of hazards and disasters (with some variation based on location)?
1-10

Concur ~ Yes, we bounce about and react to the last major event. Look at Claire Rubin's Disaster Timeline or Terrorism Timeline. This is nothing new. It is the way our political system works. 1-3 II

~~~~~

*Concur ~I agree that terrorism should be a consideration in emergency management, especially the consequence management aspects.*1-4 II

~~~~~

Concur ~ 1-7 II

~~~~~

*Concur ~Politics again. Also leadership that largely comes from the military and insists on imposing their bureaucratic structure inappropriately.* 1-8 II

~~~~~

Concur ~ 1-9 II

~~~~~

*Somewhat Concur ~ 1-11 II*

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*Being from NZ don't feel qualified to respond to this question although from an observer's viewpoint (and without any evidence) I would say YES.* 1-11

*Concur ~ 1-3 II*

~~~~~

Concur ~If this is who I think it is he's selling himself short. NZ's approach to integrating a risk management approach to emergency management would help deal with terrorism. And as a country with a terrorism history (Green Peace Warrior sinking, some domestic Maori activities etc that have been intended to instill fear) NZ should be considering the risks. 1-4 II

~~~~~

*Concur ~ 1-7 II*

~~~~~

Somewhat Concur ~ 1-9 II

Agree with position taken in 2002 Alexander article in Disaster Prevention and Management (Volume 11, Number 3, pp. 209-213) on the relationship between civil defence and civil protection.
1-12

*I didn't read the article.*1-3 II

~~~~~

*Somewhat Concur ~Not familiar enough with this specific article but I believe Alexander was differentiating the historical split between activities in conflict incidents and 'hazard' incidents. 1-4 II*

~~~~~

Don't know article. 1-8 II

~~~~~

*Somewhat Concur ~ 1-11 II*

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**Q5B: Please feel free to offer any additional thoughts or comments you may have regarding the material covered in this survey.**

*I think this is very important work at this stage in the development of the emergency management profession. I will be happy to contribute further any way I can.*

*I also want to clarify my answer to Q3C. I self-identify myself as an emergency management professional that is currently in an academic post. I see this the same way a doctor or lawyer teaching at a university would likely identify themselves by their profession, rather than their current activity.*

*I also see this as a current challenge for the emergency management profession as it transitions – many of the people engaged in teaching at university programs do not see themselves as emergency management professionals and many teaching in other programs (like community colleges...) do not see themselves as academics. Ironically the future emergency management practitioner and the future emergency management academic are probably more similar to each other and both far different from the current cohort. I expect this will be reflected in the results of this survey – different views from practice and academia. It also raises the opportunity to see this as a longitudinal study if you could continue to survey the same individuals and the same 'positions' to see if there is a shift in opinion at the personal and institutional perspective. 1-4*

*Concur ~ 1-3 II*

~~~~~

Concur ~ Good observations. 1-7 II

~~~~~

*Somewhat Concur ~ Look forward to seeing results.1-8 II*

~~~~~

Concur ~ 1-9 II

~~~~~

*Concur ~ 1-11 II*

---

*The questions on this survey would have been more appropriate if the field of emergency management had not been disrupted by the current administration's shift to terrorism. Those contextual changes for emergency management have had large impacts that, in my opinion, have been negative. 1-5*

*Do Not Concur ~ They are more the reality of the situation and not necessarily negative. 1-3 II*

~~~~~

Somewhat Concur ~ This survey is taking place in the current context. Asking the same questions 5 years from now will be interesting... 1-4 II

~~~~~

*Do Not Concur ~ 1-7 II*

~~~~~

Somewhat Concur ~ 1-8 II

~~~~~

*Somewhat Concur ~ 1-9 II*

~~~~~

Concur ~ 1-11 II

I think it is imperative that our principles, theory and policies be based on sound assumptions. For instance, I think it is crucial that we accept the following as fact:

- 1. Our nation will be affected by many different types of hazards.*
- 2. We can determine our vulnerability (but cannot always control hazards).*
- 3. Addressing vulnerability requires an acceptance of the multi-causality and complexity of disasters.*
- 4. It is best to be engaged in prevention activities.*
- 5. Because we cannot prevent or anticipate everything, we must be prepared and be willing to improvise.*
- 6. Emergency management requires the involvement of all sectors (public, private and non-profit) and citizens as well. 1-10*

Concur ~ #5 and #6 are the essence of where we should be. 1-3 II

~~~~~

*Concur ~ This sets the context very well. 1-4 II*

~~~~~

Concur ~ 1-7 II

~~~~~

*Concur ~ True, but not insightful. 1-8 II*

~~~~~

Concur ~ 1-9 II

~~~~~

*Somewhat Concur ~ 1-11 II*

---

*Appreciate that I have provided information from a New Zealand perspective and am happy to elaborate on points further. Would be interesting to see if there are common principles that can be applied internationally and that is where my interest lies. 1-11*

*Concur ~ I believe the principles will apply in different settings (geographical or jurisdictional) but the practices will vary accordingly. 1-4 II*

~~~~~

Concur ~ I had observed over two years ago that Australia and New Zealand might be more advanced than the US. Israel is another nation that has learned to cope. Many lessons to be learned from their combined experiences and their results (Notice I did not refer to their educational norms, mores or model). 1-7 II

~~~~~

*Concur ~ Globalization is a reality that must be faced and taken advantage of. 1-8 II*

~~~~~

Concur ~ 1-9 II

PRACTITIONER GROUP

Phase I responses are in black.

Phase II comments to Phase I responses are in blue.

Q1A. What do you believe are the most important issues/items/topics in emergency management as they apply to the practitioner?

Proper funding of emergency management at the state, local and federal level is a continuing issue. Many rural or smaller jurisdictions only have a half-time person. EMPG from the federal level has consistently been under funded for years. It is the only additional funding source that allows for personnel expenses and building emergency management organizations. 2-1

Concur ~ 2-7 II

~~~~~

*Concur ~ 2-9 II*

~~~~~

Concur ~ However, adequate funding isn't only a problem at a state/local/fed government level. It is a problem at all institutions (including education, where I am). Funding equates with recognition and value of a program by its constituents. At the public or nonprofit institutions, that generally comes from the community because the focus is on people. At private institutions, that comes from shareholders because the focus is on the bottom line. 2-11 II

~~~~~

*Somewhat Concur ~ In part the statement is true, but the issue is not just adequate funding it involves the distribution of funding. Prior to 1992 FEMA funding was on a contractual basis with the states. No more than 50% of the monies under the CCA were allowed to be used by the state itself. The remainder had to be passed down to local jurisdictions. This was documented and investigated by the fed for accuracy. Individual program areas within the CCA also had very clear requirements and quarterly reports by the states to FEMA were reviewed. Under the Clinton administration the FEMA funding became a block grant. States could use terms such as soft match and assistance to show how the use of EMPG funds benefited local governments. As anyone who was in state government will tell you, the EMPG became the cocktail party grant of the governors. States kept as much as 95% of the monies. They cut existing programs to the bone to supplement their state issue programs. Many of these related to election year pork projects and check in the*

*box compliance issues. Or they were used to hire state staff and the like. Finally the funds that were passed through went to key election districts or, as in New Jersey, population centers, who are notorious for misusing funds with little or no accountability. With the advent of Homeland Security the funds again were retained by the state and they focused on security issues and not all hazard issues. 2-12 II*

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- 1. Lack of emergency management doctrine in a single set of manuals or regulations.*
- 2. Emergency management is not really recognized as a profession.*
- 3. Emergency management education is haphazard at best. 2-2*

*Concur ~ The State level Emergency Management organization needs to apply cyclical training for the Emergency Managers currently in the profession. 2-7 II*

~~~~~

Somewhat Concur ~ I believe this has been true in the past but that the field is evolving into a recognized profession. 2-9 II

~~~~~

*Concur ~A doctrine is a great idea, but this is such a new field and the concepts are changing so quickly that it would be difficult to have a manual that wasn't out of date as soon as it was published. EM education is haphazard for the same reason – this is a new field. There are projects in the works to create a process for accrediting EM education. But it can't be done overnight. 2-11 II*

~~~~~

Concur ~ Since the demise of FEMA as a federal goal and policy setter there is no one place where the rules of emergency management are set out. This must come from the senior policy makers of the community. The heyday of FEMA as a responsive agency was because James Lee Witt held a cabinet position with the power to get things done and the President's ear. Witt's commitment to mitigation was made clear over and over, policies and goals that supported this were embraced; those who did not were rejected. Reagan had a similar focus on civil defense during his administration and the results were similar. Like it or not the focus was clear. This relates to the professional status of emergency management as well. If the key players relegate emergency management to an also ran position, and then not follow up on policies, goals or funding, how can one expect local officials to regard EM with the same level of professionalism as before.

Training has suffered dramatically with the check in the box attitude that is prevalent in most government organizations. They are more interested in compliance than developing a capable workforce. The advent of on line training has been a boon to the states. They can invest their FEMA funds in their state universities or agencies to develop on line or in house programs, thus keeping funds in the state coffers, and then distribute the on line courses to the locals, (read-soft match funding) to demonstrate how they trained thousands of personnel each year with their funds. In that agencies can buy answers to on line courses on e-bay, or have one person take the test for all employees or even have the answers distributed so that everyone can go on- line simultaneously is not even considered. If this is the manner that is being allowed by the fed then how can one expect locals to treat these programs with any credibility? To be a police officer, fire fighter, EMS,

or business administrator one has to go to an academy or have a formal education. To be an emergency manager one has to be appointed.

I guess a university would allow me to test out on- line for my PHD right? 2-12 II

Changes in emergency management (EM) practices/procedures that will be forthcoming in the re-write of the National Response Plan (NRP) and NIMS;

Establishment of new multi-agency strike teams for response and assessment – and other changes directed by the Post Katrina Emergency Reform Act/FY 2007 DHS Appropriations Act, P.L. 109-295;

High cost of disaster response/recovery to the American taxpayer;

Lost culture of personal responsibility for emergency preparedness;

Focus on national security – significant funding available to state/local governments;

Loss of institutional knowledge due to retiring/departing EM officials;

Media coverage driving response actions. Use media to deliver life-saving information. 2-3

Concur ~ 2-7 II

~~~~~

*Somewhat Concur ~ 2-9 II*

~~~~~

Somewhat Concur ~ The NRP, NIMS, multi-agency strike teams, media coverage, focus on national security – are constructs that will change and can be addressed more easily than the high cost of response/recovery, lack of personal responsibility and loss of institutional knowledge. 2-11 II

~~~~~

*Somewhat Concur ~ Response is expensive, but disasters do happen. One must realize that. If the nation desires to create safer a community then emergency management must be part of government at all levels. That does not mean staffing a position as a “second hat” type position, it will require the application of EM principles in the entire fabric of the community and government.*

*Public opinion, whether fostered by the media, responders or the politicians is that when disasters strike it is FEMA’s role to respond and clean things up, with no disruption of service or loss of life. This is unrealistic. The change in public perception can only come about if the concepts of emergency management become integrated into the way we do business at the local level, including family awareness and preparedness and acceptance from the private sector. 2-12 II*

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*Linking planning to preparedness and then from preparedness to implementation of a plan for response. (Sometimes my observation is that it goes directly from plan to response and misses the preparedness component.)*

*Another issue is recovery – there seems to be so much focus on planning then responding and forgetting the long-term recovery requirements. 2-4*

*Concur ~ 2-7 II*

~~~~~

Concur ~ 2-9 II

~~~~~

*Concur ~ Absolutely concur. Planning is one thing. Action is another. Response is the strong phase; preparedness, recovery and mitigation get caught short by the focus on “red trucks and blue uniforms.” 2-11 II*

~~~~~

Concur ~ Generally, we get our emergency managers from the response community. Their efforts are going to be focused on those aspects of emergencies that they are most aware of, that would be response. Even in the planning process their efforts focus mostly on response issues, not preparedness. 2-12 II

Lack of identity;

Need for training Chief Elected Official re: roles / responsibilities in EM / public safety;

Need for public awareness / training to rid the public of “the government will take care of you” mindset; must make people understand they are responsible for own safety;

Holistic community preparedness with more than the basic infrastructure involved;

Must get the public involved / invested in public safety and building or ensuring community resilience;

Interoperability must be accomplished – voice and data. 2-5

Concur ~ 2-7 II

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*Concur ~ 2-9 II*

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Concur ~ The overall theme here is recognizing and valuing the benefits of an EM program – at all levels. 2-11 II

~~~~~

*Concur ~ 2-12 II*

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*Funding for an all-hazards approach. Section 404 of the Stafford Act created the hazard mitigation grant and it was a good start however, the program has not been financially effective. Although the DMA of 2000 has moved the program along it still requires closer supervision. 2-6*

*Concur ~ Too much focus on terrorism since 9/11. 2-7 II*

~~~~~  
Concur ~ 2-9 II
~~~~~

*Somewhat Concur ~ The Stafford Act was to further mitigation to prevent future disasters. It definitely hasn't been funded properly. I'm not sure that is the same as an all-hazards approach to a program. It is part of it, but not all of it. 2-11 II*

~~~~~  
Concur ~ Stafford Act recovery issues and mitigation have generally focused on response shortfalls. At the local and state level this translates into equipment and durable goods. Mitigation is not clearly understood by the emergency management community. There is also the aspect that efforts in a particular area are tied to funds. No money, little effort. Politically this is also an issue. If elected officials spend monies and community resources on mitigation they will have little to show to the constituents, other than a few who may reap the benefits of a safer community. But a new building, fire truck or police vehicles result in tangible evidence to the voters that elected officials are doing something. 2-12 II

Staffing: Local programs have taken on a tremendous workload since 9/11. Staffing issues and monies to offset staff pose a significant issue. Programs may be minimally staffed and producing minimal output to merely sustain a presence.

Training (cyclical, relevant, updated, trends). Local programs are obtaining, paying for, and delivering training that is NIMS compliant. The training is dependent upon Homeland Security funding and is usually WMD based; thereby, providing a void in the routine emergency management courses. State-sponsored and/or regional training is not offered as of this date; however, a State Training Program should be utilized to sponsor, pay for, and train emergency management practitioners.

FEMA/Homeland Security trends and future outlooks. Local programs rely on list serves and other organizations to obtain information regarding this item. State programs could easily be utilized as a pass-thru of the information.

Volunteers and decreasing participation in planning and training. Volunteers participating in fire, ambulance, Red Cross, etc. is continuing in a downward spiral. Along with working a full-time job and volunteering some time, there are added NIMS training requirements that are adding to decreased participation.

Grants (research, application, and administration) are consuming a large portion of time. 2-7

~~~~~  
Concur ~ 2-9 II  
~~~~~

Somewhat Concur ~ Again, NIMS is a construct that can change, as will the trends and outlooks (with any new administration in DC). Staffing (including grant management) and training go to the inadequate funding issues. I think decreasing participation of volunteers is more a function of the demographics than interest. 2-11 II

~~~~~

*Concur ~ Staffing for emergency management may have decreased, but there have been large staffing increases in the HS arena. State departments of Homeland security, bioterrorism and agri-terrorism are staffed where they never existed before. This has drawn from the pool of EM professionals and in some cases are drawing resources and conflicting with emergency management. 2-12 II*

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*Is our work truly making a difference in the communities we serve (improving preparedness, mitigation and response)?*

*How do we best manage expectations within the resources we have? Expectations of the public, our elected officials, and the agencies we work with.*

*How do we make EM a bigger priority for governments, policy makers, etc. 2-8*

*Concur ~ 2-7 II*

~~~~~

Concur ~ 2-9 II

~~~~~

*Concur ~ “manage expectations within the resources” – this is a crux issue!! 2-11 II*

~~~~~

Concur ~ Government tends to be reactive in nature. Problems are addressed if they arise. Given current demands placed on local government from state and federal mandates, for many issues, not just emergency management, local officials have little time to focus on emergency management priorities. 2-12 II

1. Funding

2. Adequate staffing and support from elected/executive officials

3. Public/Home awareness and preparedness or personal responsibility to prepare

4. Emergency Management/Business Continuity educated career professionals

5. Coordination of public and private sectors in joint preparedness and response to ensure community resilience

6 Keeping the focus on the all-hazards approach, while addressing the unique aspects of specific hazards. 2-9

Concur ~ 2-7 II

~~~~~

*Concur ~ Public-private coordination is going to be vital to resources management. 2-11 II*

~~~~~

Concur ~ 2-12 II

The most important issue presently before our profession involves adequate funding, adequate staff and most important recognition of the profession as a whole, both by the current and future White House Administration and by the public at large. 2-10

Concur ~ 2-7 II

~~~~~

*Concur ~ 2-9 II*

~~~~~

Concur ~ Says it all very nicely. 2-11 II

~~~~~

*Concur ~ 2-12 II*

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*1) Acceptance and credibility with policy makers/top administration;*

*2) Being recognized as professionals;*

*3) Lack of funding to implement the full range of acknowledged emergency management principles;*

*4) Recognition of the vital role of mitigation in protecting lives and property and stemming economic losses from disasters;*

*5) Vying with Homeland Security for funds, resources, recognition. 2-11*

*Concur ~ 2-7 II*

~~~~~

Concur ~ 2-9 II

~~~~~

*Concur ~ 2-12 II*

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*1. Obtaining executive/political support from the elected/appointed powers in their jurisdiction so that their program is accepted, implemented and endorsed.*

*2. Understanding the threat facing their jurisdiction and with the assistance of the local and mutual aid entities, developing a comprehensive plan that addresses threat reduction, response integration and recovery issues.*

*3. Providing training (to include exercises) to the executive, operational and support elements of the response community.*

*4. To educate the population at risk to the hazards and potential threats the community faces. What to do should these hazards threaten and why to do it. What not to do and why.*

5. *Have an understanding of the needs each of the management and response elements have with respect to emergency management. 2-12*

*Concur ~ 2-7 II*

~~~~~

Concur ~ 2-9 II

~~~~~

*Concur ~ One need for all EM program is understanding the needs of all parts of the entity, how they interact with each other and how they interact with the program. 2-11 II*

~~~~~

Somewhat Concur ~ 2-12 II

All-hazards comprehensive emergency management. In the US, add regional planning and response, plus NIMS and NRP. Terrorism is still a big issue with Homeland Security and They need to understand that the all-hazards concept includes terrorism. For many jurisdictions, the emergency manager has to be the grant manager too without the additional resources necessary to do both jobs. Certification and professionalism are two more issues facing emergency managers. 2-13

Concur ~ 2-7 II

~~~~~

*Concur ~ 2-9 II*

~~~~~

Concur ~ There is too much emphasis on Homeland Security. It was a knee-jerk reaction to 9-11, certainly. 2-11 II

~~~~~

*Somewhat Concur ~ 2-12 II*

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**Q1B. What do you believe are the fundamental principles of emergency management?**

*Mitigation – very important to have a program to alleviate known threats;*

*Preparedness- realistic operational structures and plans to address threats or harmful impacts;*

*Response- trained personnel across multiple disciplines for effective assistance in events;*

*Recovery - knowledge and programs to help jurisdictions get back to normal as rapidly as possible. 2-1*

*Concur ~ 2-7 II*

~~~~~

Somewhat Concur ~ I would also emphasize the prevention or elimination of the hazard up front, if possible, under mitigation. Prevention or elimination of the hazard is often overlooked. 2-9 II

~~~~~

*Concur ~ These can all be grouped into the four principles that were developed back in the 1980's and are still valid: preparedness, response, recovery, mitigation 2-11 II*

~~~~~

Somewhat Concur ~ 2-12 II

- 1. Planning, training, exercising emergency management;*
- 2. Integrating and synchronizing all response elements;*
- 3. Prioritization of planning efforts – go after most likely hazards first. 2-2*

Concur ~ 2-7 II

~~~~~

*Concur ~ 2-9 II*

~~~~~

Concur ~ These can all be grouped into the four principles that were developed back in the 1980's and are still valid: preparedness, response, recovery, mitigation 2-11 II

~~~~~

*Somewhat Concur ~ 2-12 II*

*Preparedness, Training, Exercises;*

*Talented, operational EM leadership and staff;*

*State/local partnerships with Federal agency officials – developed during non-disaster events – know who you are working with before a crisis;*

*Political leadership at the highest state/local government(s) – decision making to include business and corporate sector(s);*

*Mitigation – invest in doing the “right thing” – with land use planning, building code enforcement of codes and standards, insurance;*

*Communications – before/during/after events. 2-3*

*Concur ~ 2-7 II*

~~~~~

Concur ~ 2-9 II

~~~~~

*Concur ~ These can all be grouped into the four principles that were developed back in the 1980's and are still valid: preparedness, response, recovery, mitigation 2-11 II*

~~~~~

Concur ~ Exercises of all types are necessary, but the right tool for the right audience is also necessary. Exercises tend to be centered on response issues. But the real failure is in inadequate or lack of policy regarding community preparedness. This is the venue of the senior officials and the tabletop exercise. Most emergency managers have limited time for these exercises and get more attention from response type exercises. Plus EM personnel are from the response community so they will focus on response type scenarios. 2-12 II

*Planning >> Preparedness (human, supply, training & exercises, and technical capabilities)
>> Response >> Recovery*

I do NOT believe that mitigation is a “principle” as much as it is a process by which preventive actions are taken to reduce potential consequences caused by natural hazards. 2-4

Concur ~ 2-7 II

~~~~~

*Somewhat Concur ~ 2-9 II*

~~~~~

Do Not Concur ~ 2-11 II

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*Somewhat Concur ~ 2-12 II*

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*Know the risks and vulnerabilities;*

*Plan / prepare for all hazards re: the community;*

*Train and rehearse – find shortfalls and continually work to be better prepared.*

*Involve all officials, disciplines, public and private sectors, and the public.*

*Everyone should have survival skills / know what to do or not do when disaster strikes. 2-5*

*Concur ~ 2-7 II*

~~~~~

Concur ~ 2-9 II

~~~~~

*Somewhat Concur ~ These can all be grouped into the four principles that were developed back in the 1980’s and are still valid: preparedness, response, recovery, mitigation 2-11 II*

~~~~~

Somewhat Concur ~I agree with the concept of preparing for the “consequences” of all hazards, but planning needs to be prioritized to address the most likely hazards. 2-12 II

The Emergency Manager should be an organized analytical planner who has the ability for quick decision making under extreme conditions in a multi-tasked environment. He/She should be able to

mitigate their community, prepare them, respond for them and assist them in the recovery component during a disaster/event. 2-6

Concur ~ 2-7 II

~~~~~

*Concur ~ 2-9 II*

~~~~~

Do Not Concur ~ I don't disagree with the comments, but this doesn't answer the question!! 2-11 II

~~~~~

*Somewhat Concur ~Emergency managers need to be salesmen, managers, team builders and coordinators who have the ability to integrate the EM concepts into the fabric of local government. 2-12 II*

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*All-Hazards Planning: Preparedness, Response, Mitigation, and Recovery;*

*Public outreach and training;*

*Emergency Manager and First Responder Training and Exercises. 2-7*

*Concur ~ See previous comments on Prevention. 2-9 II*

~~~~~

Somewhat Concur ~ These can all be grouped into the four principles that were developed back in the 1980's and are still valid: preparedness, response, recovery, mitigation 2-11 II

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*Concur ~ 2-12 II*

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*Planning can and does make a difference. 2-8*

*Concur ~ 2-7 II*

~~~~~

Concur ~ 2-9 II

~~~~~

*Somewhat Concur ~ I don't disagree with the comments, but this doesn't answer the question!! 2-11 II*

~~~~~

Somewhat Concur ~ Only if it is done as a comprehensive and inclusive manner throughout all phases of EM. 2-12 II

I think the fundamental elements of an emergency management program are found in the NFPA 1600 Standard on Emergency Management and Business Continuity Programs. The general principles of good management that are taught in public administration and business administration programs across the country also apply to the management of emergency management/business continuity programs in both the public and private

sectors, as they would apply generally to the management of any program. 2-9

Concur ~ 2-7 II

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Concur ~ 2-11 II

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Somewhat Concur ~ 2-12 II

From my perspective the two pillars of emergency management are coordination and collaboration. 2-10

Concur ~ The title Emergency Manager is somewhat deceptive in the fact that Emergency Manager are primarily coordinators of people, information, and resources. 2-7 II

~~~~~

Concur ~ 2-9 II

~~~~~

Concur ~ These can all be grouped into the four principles that were developed back in the 1980's and are still valid: preparedness, response, recovery, mitigation 2-11 II

~~~~~

Concur ~ 2-12 II

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Colloquially:

- 1) Disasters have always happened.
- 2) Disasters will continue to happen.
- 3) Disasters create chaos.
- 4) Communities will seek to control chaos, one way or another.

Seriously:

- 1) Emergency management is an all hazards concept.
- 2) It includes all phases: prepare, respond, recovery, mitigate.
- 3) It works when we understand that all phases are interdependent on the others.
- 4) We have to institutionalize emergency management concepts through integration of all four phases throughout the community.
- 5) We do that by creating partnerships through coordination and collaboration. 2-11

Concur ~ 2-7 II

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Concur ~ 2-9 II

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*Concur ~ 2-12 II*

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*The foundation of Emergency Management has existed since the 1950's:*

- 1. Analysis of the critical threats facing the community with regard to vulnerability and risk.*
  - 2. Develop a team and plan to reduce the threats and respond effectively to those that cannot be reduced.*
  - 3. Provide training to endorse and validate plans.*
  - 4. Educate the public as to their responsibilities with regard to threat, preparedness and response.*
- 2-12*

*Concur ~ 2-7 II*

~~~~~

Concur ~ 2-9 II

~~~~~

*Somewhat Concur ~ I don't disagree with the comments, but this doesn't answer the question!! 2-11 II*

~~~~~

Concur ~ 2-12 II

All-hazards; four phases; coordination; communication; and leadership.

Prevention is more police and intelligence work than emergency management work though emergency managers need to be involved in the process. 2-13

Concur ~ 2-7 II

~~~~~

*Concur ~ 2-9 II*

~~~~~

Concur ~ Adding "prevention" to the new NFPA 1600 standards was a knee-jerk reaction to the whole 9-11 and Homeland Security debacle. It is now defined as so close to 'mitigation' that it dilutes the value. 2-11 II

~~~~~

*Somewhat Concur ~ Prevention is also applicable to technological hazards and some natural hazards. 2-12 II*

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**Q1C: What do you believe, if anything is lacking in the discussion of what the guiding principles of emergency management should be at the county, state and federal government level?**

*I believe it's easy to talk of principles; to me there is a lack of discussion at all levels about practices and interlocking and linked strategies relevant to a jurisdiction's threats and disaster risk. As such, effective programs and strong emergency management organizations do not exist in many states. Too many local jurisdictions abdicate their responsibility to the state. Many states, mine being one, are trying to build programs with federal resources and minimal state funding. 2-1*

*Somewhat Concur ~ 2-7 II*

~~~~~

Concur ~ 2-9 II

~~~~~

*Concur ~ Effective EM programs don't exist because of inadequate funding, lack of support and the current focus on homeland security. 2- 11 II*

~~~~~

Concur ~ 2-12 II

Development of an overarching emergency management doctrine. 2-2

Concur ~ 2-7 II

~~~~~

*Somewhat Concur ~ 2-9 II*

~~~~~

Concur ~ Effective EM programs don't exist because of inadequate funding, lack of support and the current focus on homeland security. 2-11 II

~~~~~

*Somewhat Concur ~ It will help and provide focus, but the actors must commit to the doctrine for it to be successful. 2-12 II*

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*This is difficult to respond to because of regional differences and availability of resources.*

*Outreach to general public with interface in the business/corporate sector.*

*Local leadership to focus on emergency management – there are so many competing issues and demands.*

*Land use planning and risk analysis.*

*Provide information to the general public via hazard(s) maps, risk factors, and/or disaster event history.*

*Making tough politically sensitive decisions – EX: there are places that should not be rebuilt – and former residents need to be relocated.*

---

*Best if this could happen through risk and vulnerability assessment and analysis prior to natural disaster occurrences. 2-3*

*Concur ~ 2-7 II*

~~~~~

Concur ~ 2-9 II

~~~~~

*Somewhat Concur ~ Absolutely concur with the lack of discussion about “making tough politically sensitive decisions”, and lack of focus on EM because of competing issues and demands. 2-11 II*

~~~~~

Somewhat Concur ~ 2-12 II

The link between PUBLIC HEALTH and EMERGENCY MANGEMENT. These two go off on their own and do not coordinate nearly as well as they should, and must.

(This is ongoing): way too much emphasis on high-risk, low frequency events like terrorism, and with the emphasis placed too far to the “Homeland Security” arena, we miss the fundamental principles upon which emergency management is based – preparing for and responding to events which are more “low risk – high frequency” but very disruptive. This includes earthquakes, hurricanes, floods, etc.

Finally, this discussion would be remiss if we did not more directly link FIRE and EMERGENCY MANAGEMENT. The two have so much in common, and share guiding elements such as NIMS (Incident Command) but often operate independently from one another, don’t share their toys as well as their mothers’ taught them to do, and have other disconnects. This is true even IF the EMA and Fire Department are operated under the same entity. 2-4

Somewhat Concur ~Emergency Management should be a stand-alone agency. Once it is organized under a response entity the focus goes primarily to that discipline. Agree that there should be strong links between all response and volunteer disciplines. 2-7 II

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*Concur ~ 2-9 II*

~~~~~

Do Not Concur ~ We need more open discussion with ALL aspects of our response-recovery systems, limiting it to public health and fire is too narrow. And while one example of a high-risk, low-frequency event is terrorism, earthquakes and hurricanes are also in that category. 2-11 II

~~~~~

*Somewhat Concur ~ 2-12 II*

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*Chief elected officials are lacking in their understanding of their leadership roles / responsibilities. This basic fact has been too long overlooked.*

*Preparedness and survival are individual responsibilities – should be taught (dare I say mandated?) in our public schools. We need more emphasis on public education.*

*Guiding principles should be re-examined in light of existing and ongoing research. Practitioners and researchers should work together or at least have a dialogue. 2-5*

*Concur ~ 2-7 II*

~~~~~

Concur ~ 2-9 II

~~~~~

*Concur ~ I'm sure some politicians get into politics for reasons other than public service and they do need to be told why they are there. Collaborations between researchers and practitioners in this field are very important to move our agendas forward. 2- 11 II*

~~~~~

Concur ~ 2-12 II

Adequate training and resources for the Emergency Management to train with including software to create a critical thinking environment. The current training from EMI for Professional Development Series is too “weak” and does not force the EM with “quick decision making skills” under extreme pressure and the ability to multi-task in their day-to-day or disaster related job. 2-6

Somewhat Concur ~ EMI training is great; however, due to the high number of volunteers and part-time positions, it would seem more relevant to bring some training to the consumer at their location working directly with their resources and technology. 2-7 II

~~~~~

*Concur ~ 2-9 II*

~~~~~

Concur ~ 2-11 II

~~~~~

*Somewhat Concur ~ 2-12 II*

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*Local input: Guidance traditionally comes from the Federal government on down and is often reactionary to current disasters (9/11, hurricanes). 2-7*

*Concur ~ 2-9 II*

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Concur ~ 2-11 II

~~~~~

*Concur ~ 2-12 II*

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*Leadership and building strategic alliances/ relations among and between organizations, communities, private- public sector. 2-8*

*Concur ~ 2-7 II*

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Concur ~ 2-9 II

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Concur ~ 2-11 II

~~~~~

Concur ~ 2-12 II

I don't think that anything is really lacking in the discussion. If anything we have an over abundance of topics that are under discussion. I think that if we focus on the basic elements of an emergency management program and then look to see how all our favorite topics and pressing concerns specifically fit into that overall framework, then I think that the many discussions taking place at all levels will make more sense. 2-9

Concur ~ 2-7 II

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Do Not Concur ~ 2-11 II

~~~~~

Somewhat Concur ~ 2-12 II

I believe this is the contradiction between the basic principles of homeland security and emergency management. I honestly think we had a good process set up prior to 9-11 when we referred to Crisis vs. Consequence Management. Homeland Security blurs those lines leading to the belief that the two are one in the same and clearly they are not. 2-10

Concur ~ 2-7 II

~~~~~

*Somewhat Concur ~ I agree that homeland security and emergency management are often practiced or implemented as two distinct jobs, but by definition they are the same and follow the same basic program elements. Terrorism is just another hazard under the all hazards approach and by definition, HS is securing the homeland from all hazards, though again in practice it is often not. 2-9 II*

~~~~~

Concur ~ Yes!! Yes!! Yes!! 2-11 II

~~~~~

Do Not Concur ~ 2-12 II

- 
- 1) An appreciation of the history of disasters and disaster management.
  - 2) Perspective; short-term mentality.
  - 3) The vulnerability of our 'just in time' delivery system for all kinds of resources. 2-11

Concur ~ 2-7 II

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Concur ~ 2-9 II

~~~~~

Concur ~ 2-11 II

~~~~~

Somewhat Concur ~ 2-12 II

1. *The lack of CEO understanding of emergency management and their responsibilities regarding it.*
2. *The funding driven acceptance of homeland security at the expense of community preparedness.*
3. *The inability of elected officials to admit to their constituencies that they are responsible for their own ass, not the government. That an event can occur that will exceed the government's ability to respond and that they may have to fend for themselves. The public is being lead into a false sense of security that government can do all. 2-12*

Concur ~ 2-7 II

~~~~~

*Concur ~ 2-9 II*

~~~~~

Concur ~ 2-11 II

~~~~~

*Concur ~ 2-12 II*

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*More focus on all-hazards. Too much lip service is paid to all-hazards while the real energies are focused on terrorism. EMPG support in the US hurting too. Funding levels are falling way short of needs. 2-13*

*Concur ~ 2-7 II*

~~~~~

Concur ~ 2-9 II

~~~~~

*Concur ~ 2-11 II*

~~~~~

Concur ~ 2-12 II

Q1D. Do you believe that homeland security focused programs operate under a different set of principles than emergency management?

If YES, what do you believe those principles are:

HS programs are too focused on terrorism threats to large population centers. While they espouse the principle of all hazards their grant language is solely focused on technology and equipment solutions and has very little guidance on establishing priorities or baseline capabilities. HS does not seem to acknowledge that any large metropolitan area in a WMD or other large impact event

cannot handle the event alone. Surrounding and even small municipalities will need to have training as well. 2-1

Difficulty understanding where the agriculture threat fits into the homeland security picture and funding. 2-7 II

~~~~~  
*Concur ~ 2-9 II*

~~~~~  
Concur ~ 2-11 II

~~~~~  
*Concur ~ 2-12 II*

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*That WMD is a greater threat than natural hazards or non-WMD man-made hazards. 2-2*

*Somewhat Concur ~Historically speaking, there are more natural events and non-WMD man – made hazards.2-7 II*

~~~~~  
Concur ~ 2-9 II

~~~~~  
*Somewhat Concur ~ 2-11 II*

~~~~~  
Concur ~ 2-12 II

Law enforcement and intelligence gathering – prevention of security risks and violations. Again – prevention of human caused or induced acts of terrorism and violence.

Sometimes there are direct relationships to EM practices – however, there is more correlation to post-event actions and management of consequences. 2-3

Concur ~ 2-7 II

~~~~~  
*Somewhat Concur ~ 2-9 II*

~~~~~  
Concur ~ 2-11 II

~~~~~  
*Concur ~ 2-12 II*

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*“HS” programs seem to focus only on preventing acts of terrorism, border security, and secretive or sensitive “need to know” information that leaves a lot of people out of the loop, unable to help if they could or wanted to. HS programs also tend to operate totally out of touch with reality of human perception – such as the Homeland Security Advisory System (HSAS) which is generally not well thought of and not considered to be helpful.*

*Until Hurricane Katrina, nobody in the Dept. of Homeland Security seemed to care any more about events that proved to be more disruptive than a terrorist attack. 2-4*

*Concur ~ 2-7 II*

~~~~~

Somewhat Concur ~ 2-9 II

~~~~~

*Concur ~ 2-11 II*

~~~~~

Concur ~ 2-12 II

Homeland security is seen as primarily a law enforcement type activity. Although some of the terrorism grant monies have been used to purchase items that have dual use, most emergency managers will tell you the homeland security or terrorism emphasis has detracted from many of the normal and needed functions re: emergency management and those programs have suffered as result. HS is more narrowly focused. 2-5

Concur ~ 2-7 II

~~~~~

*Somewhat Concur ~ 2-9 II*

~~~~~

Concur ~ 2-11 II

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*Somewhat Concur ~ Huge amounts of monies have been given to health departments and fire services as well. 2-12 II*

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*Homeland Security grants and program focus primarily on weapons of mass destruction—foregoing natural incidents. We've stepped away from all-hazards planning and training.*

*Grants are primarily based on equipment rather than staffing to maintain local programs and grow local programs. 2-7*

*Concur ~ 2-9 II*

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Concur ~ 2-11 II

~~~~~

*Concur ~ 2-12 II*

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*Homeland Security's main function is to provide for the domestic security of the US and to prevent terrorist attacks. While these are important goals emergency management deals with a multitude of hazards and coordinating the preparedness, response, recovery and mitigation work required to prepare govt. and the public. 2-10*

*Concur ~ 2-7 II*

~~~~~

Somewhat Concur ~ 2-9 II

~~~~~

*Concur ~ 2-11 II*

~~~~~

Concur ~ 2-12 II

YES: Homeland Security programs tend to be based on secrecy and everything being confidential. No open dialogue or sharing with anyone outside the security-type responders. 2-11

Concur ~ Fusion centers are a great example. Information is shared more with law enforcement than any other entity. 2-7 II

~~~~~

*Somewhat Concur ~ 2-9 II*

~~~~~

Somewhat Concur ~ Some of the HS aspects are compartmentalized, by law as much as by parochialism. That will always be unavoidable. To attribute this to HS as their creation is somewhat inaccurate. 2-12 II

Homeland security has focused on one threat, terrorism, or more specifically weapons of mass destruction attacks conducted by nihilist Muslim extremist groups. This has translated itself into the purchase of response equipment and the redistribution of taxpayer funds based on terror threat and political expediency. It has led to severe duplication of efforts in that arena and a reduction of funds and efforts in the all hazard approach regarding the totality of threats facing communities.

Political figures endorse DHS policy because they get “things” that they can display to their constituency to indicate that they are doing something.

Response agencies get “things” that they may or may not have use for.

Bureaucracies get more people to monitor and administratively support the program thus building their dynasties.

To get or maintain funds, emergency management must go along with this concept.

The public on the other hand is lulled into a sense of security by large bureaucracies headed by powerful figures with great credentials and media recognition who insist that they have things under control.

In 1998-2000 the Nunn- Luger- Dominici Program listed WMD attack as another threat that needed to be addressed by emergency managers. The present DHS regards emergency management as a support element to homeland security. 2-12

Concur ~ 2-7 II

~~~~~

*Somewhat Concur ~ 2-9 II*

~~~~~

Concur ~ 2-11 II

Terrorism — prevention, planning, and response. 2-13

Concur ~ 2-7 II

~~~~~

*Somewhat Concur ~ 2-9 II*

~~~~~

Concur ~ 2-11 II

~~~~~

*Concur ~ 2-12 II*

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**Q5B. Please feel free to offer any additional thoughts or comments you may have regarding the material covered in this survey.**

*Questions 2A and 2B were biased. It was obvious that assumptions about each category of emergency management professional were made. 2-4*

*Somewhat Concur ~ 2-7 II*

~~~~~

Do Not Concur ~ I was able to agree or disagree with each category and therefore judge it and the assumptions it may be based on. 2-9 II

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*Do Not Concur ~ 2-11 II*

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*I had difficulty in responding to the Q2B section of the questionnaire primarily because although the field is becoming more professional with more highly educated folks, I don't think the jobs are paying well enough to support the number of degreed young people entering the field. In other words, the emergency management business has not caught up with educational side of the field. For example, I am not convinced there is a "disaster-resistant communities focus," that the new generation is made up of lifelong learners/looking to and reading disaster literature, or planning with jurisdiction stakeholders. Points made are very idealistic in my opinion. The profession and business have a long way to go but are trying to get there. 2-5*

*Somewhat Concur ~ 2-7 II*

~~~~~

Somewhat Concur ~ True, but again I was able to agree or disagree with each category. 2-9 II

~~~~~

*Somewhat Concur ~ 2-11 II*

~~~~~  
Concur ~ 2-12 II

Normally we work in a setting where day-to-day responsibilities are clear and lines of communications are well-established through experience.

However, the Emergency Manager is part of a network of people and organizations responsible for dealing with emergencies in our communities. It is critical when the need arises that the Emergency Manager knows his/her exact role and have the ability to work within their limitations.

Resources management is vital to obtaining a firm grasp of the disaster within the first 90 minutes so the public can clearly observe that their public officials will be able to re-build and mitigate any situation. 2-6

Concur ~ 2-7 II

~~~~~  
Concur ~ 2-9 II

~~~~~  
Concur ~ 2-11 II

~~~~~  
Somewhat Concur ~ 2-12 II

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*I would love to add something if I had time to think about it! One of the problems is that emergency management practitioners (like me) are generally so busy it is hard to schedule time to think – even for as worthy and important a project as this certainly is. 2-11*

Concur ~ 2-7 II

~~~~~  
Concur ~ 2-9 II

~~~~~  
Concur ~ 2-12 II

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*Nationally, emergency management is presently going through a transition phase. One must realize that the emergency manager is an appointed position who is loyal to the appointing agency, not the public. As an appointed position they must endorse the political policies of the administration. This has always been the case. Up until the late 1990's emergency management was a dumping ground or a spot to repay political favors. It was not generally regarded as an authentic agency by public officials or response entities, hence it had no credibility. Many times the emergency manager was drawn from the response community; hence the emergency management program took on the flavor of the particular discipline that the manager came from.*

*Disasters fail at the policy level, hence it is at that level we must institute change if emergency management is to succeed. It was a lack of coordination between executives in 1993 that that brought us WTC I when the FBI decided to disregard vital information. It was a lack of*

*coordination between policy makers in 2001 who disregarded or never received intelligence that may have alerted the US to the attack. It was a lack of coordination between policy makers, including those at the federal level that resulted in inappropriate actions in Katrina, both prior to and after the event.*

*The concepts of emergency management have not changed dramatically since the Federal Civil Defense Act of 1950. Naturally the priorities change as the threats and the demographic change. New equipment and technology all allow the emergency manager to the job better and more efficiently. What has not changed is the requirement that the chief official endorse, support and understand what emergency management means to their community. He or she must require that all elements of a community's preparedness, response and support systems cooperate in meeting the emergency management goals, and that the emergency manager do their job as well. We can discuss professionalism as much as we desire, but until the political will is there we cannot hope to achieve notable success. 2-12*

*Concur ~ 2-7 II*

~~~~~

Concur ~ 2-9 II

~~~~~

*Somewhat Concur ~An Emergency Manager may be an appointed position in some places, but not anywhere that I have worked. And I think the concepts of Emergency Management and Civil Defense are much different. 2-11 II*

~~~~~

Concur ~ 2-12 II

CONSULTANT GROUP

Phase I responses are in black.

Phase II comments to Phase I responses are in blue.

Q1A. What do you believe are the most important issues/items/topics in emergency management as they apply to the practitioner?

The big-ticket issues for me are: lateral integration of business continuity and emergency management practices; meaningful education and training programs reflective of the reality that confronts EM practitioners in the field and not merely 'the payment of academic dues'; the effective transition of emergent technology from other sectors into EM; the secure real-time sharing and manipulation of information [could go on and on about that]; and finally and most important – respect for the end-users and those who provide the services. 3-1

Somewhat Concur ~ 3-6 II

~~~~~

*Somewhat Concur ~ 3-9 II*

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~~~~~

Do Not Concur ~ More effective strategic thinking, planning and management about EM are my top concerns. Higher education would include first two issues above. You can't command respect – it will come only after a job well-done. 3-10 II

The issue of EM is a constantly growing mix of culture, both response and political. One must be careful to observe the delicate balance between all the needs of the end user, the elected officials and also the ULTIMATE customer, the citizens. 3-3

Somewhat Concur ~ 3-6 II

~~~~~

*Concur ~ 3-9 II*

~~~~~

Do Not Concur ~ Can't figure it out – too imprecise use of terms. Concepts and concerns are not well-conveyed. 3-10 II

Funding ... All levels of Government recognition of the all hazards approach and appropriately funding activities across all phases in a concerted way. 3-4

Somewhat Concur ~ 3-6 II

~~~~~

*Concur ~ 3-9 II*

~~~~~

Do Not Concur ~ I have no clear idea what this person is saying. 3-10 II

Funding

Emergency Management, as many response fields, continues to evolve into an organization that strives to be technically proficient because the public expects them to be so. The major obstacle challenging their ability to meet the public's expectation is financial constraints that begin at the local level. As in the past, County Commissions/City Councils are reluctant to make an investment in the EM position, because they are unable to see the day to day need for mitigation, prevention and preparedness activities. This is reinforced by department heads such as fire, law, public works, public health and administration that lead their own form of preparedness and public awareness and wish to take well deserved credit for doing so. The position of emergency manager continues to exist as a federal and state requirement rather than a locally identified and verified community need.

Federal & State Bureaucracy

As a result of the state and federal requirements and supplemental funding, they feel they have a right to give input on local programs and influence how local governments conduct their activities. The state and federal agencies have developed administrative requirements to deflect blame from their agency rather than supporting local government in achieving their disaster preparedness

initiatives. This has carried over to implementation of changes to the National Response Plan, where the federal government feels they are more capable of coordinating disaster response (changes to Insurrection Act) than local governments. Often times this results in management directives that focus on resolving political issues rather than development of a comprehensive program. State & Federal agencies send out a constant stream of surveys and directives as a result of an issue that has arisen in another part of the county (evacuation plans after Katrina) rather than focusing on the ability of elected officials to make decisions at the time of crisis. The farther you pull decision making away from those that are directly involved, the more the bureaucracy stifles the ability of local government to conduct effective programs. Successes in programs such as COPS & Assistance to Firefighter's Grants are countered by the overwhelming bureaucracy of State Administrative Agencies to administer the DHS State & Local Homeland Security Grant Program and Emergency Management Performance Grant to conduct Training, exercise and planning programs and effective equipment purchases.

Planning as a Document rather than a result

Examples of this topic include the development of Multi-Hazard Mitigation plans where state and federal officials were more interested in holding communities to shifting standards and grammatical review than seeing them follow through and effectively use the planning process. With most planning efforts the plan is the historical documentation of the decisions made, while the process allows the community to come together to chart a course most beneficial to the community. The result of the planning process is to identify and prioritize mitigation projects. There are many communities that have engaged mitigation activities without documenting these activities. Oftentimes, failures in policy and response are a result of apathy by senior elected officials to understand their role in disaster response as well as their role to protect life safety of the community as a whole.

Individual Responsibility

Advancements in transportation, technology, and changes in family structures have created an upwardly mobile society that utilizes resources (food, banking, water, fuel, shelter, safety) in an immediate on-demand philosophy (fast-food model). As a result they have become less self-sufficient in surviving with interruptions in supply chain that may result from a major disaster. Through the media, federal, state and local governments initiate promises to support the individual rather than supporting the infrastructure to support the individual. While agencies mention the individual's responsibility for supporting themselves for the first 72 hours of a disaster, they initiate political promises to the contrary, sending a volley of mixed messages that are frustrating and emotionally damaging to local response efforts. An example of this is comments made at Katrina that individuals did not take the impending hurricane as a serious threat until the mayor/governor declared a mandatory evacuation of the City of New Orleans (The Great Deluge). If senior political officials and citizen's require significantly more support in dealing with disasters then the emergency management and emergency response community will require significantly more resources to conduct adequate operations. 3-5

Concur ~ 3-6 II

~~~~~

*Concur ~ 3-9 II*

~~~~~

Concur ~ Some great points were made, but not having any examples or details of situational or geographical setting limits my full appreciation of them. 3-10 II

There are four pressing issues for practitioners in emergency management at this time: leadership, structure of the EM system, role of voluntary agencies, NGOs and the private sector in EM, and focusing on mitigation.

There is little if any leadership at any level of government in EM at this time. FEMA, and the position of FEMA Director, has been reduced in stature and authority effectively removing any Federal government leadership in EM. No other State or local official has stepped into this leadership vacuum nor has anyone from the volunteer, NGO or business sectors assumed a leadership role. There is no individual or institution advocating for EM or promoting EM issues. Without such leadership, EM issues will be further removed from consideration by decision makers and the general public at a time when the frequency and severity of disaster events are increasing dramatically. The next President could provide this leadership and we will learn a lot about the next President's priorities through the next President's selection to be the Director of FEMA and if the next President decides to reestablish FEMA as an independent Executive Branch agency reporting directly to the President.

At this time, the structure of the nation's EM system is in disarray. The role of FEMA and the Federal government continues to be reevaluated. The National Response Plan is under review. Federal support for State and local EM operations is being debated. The question of who is in charge that haunts the Katrina response and recovery efforts to this day has yet to be settled on for future disaster events. Roles and responsibilities among Federal agencies and between the Feds and State and local EM that was very well defined in the 1990s are currently unclear. The nation's EM system needs to be rebuilt.

In rebuilding the nation's EM system, consideration must be given to the expanded role of voluntary agencies, non-governmental organizations (NGOs) and the private sector in the new system. Katrina exposed the significant range of unmet needs that government relief programs do not address. Traditional voluntary organizations such as the Red Cross, NOVOAD, etc., new NGOs such as Save the Children, Mercy Corps, etc. and the business sector have stepped up to meet these needs in Katrina and are positioned to do more in future disasters. How these resources are managed and distributed is the question. Should Emergency Support Functions (ESFs) be created for these sectors or should these sectors create their own resource management and distribution system to address response and recovery needs that the government cannot address? There may be other choices as well as but this is the basic question that must be addressed in order to effectively use these resources in future events and in pre-disaster programming.

Hazard mitigation has been lost in the scramble after the Sept 11 attacks. In recent years, initiatives such as FEMA's Project Impact have been discontinued and funding for mitigation actions have been all but eliminated. Reducing the impacts of future disasters is a basic principle of EM and at this time there is very little interest, leadership or evidence that the current EM system is engaging in mitigation.

In summary, leadership cuts across all four of these issues. Presidential leadership that makes EM a priority would be a start but Governors, Mayors, County Executives, voluntary agencies, NGOs and CEOs must also provide the leadership in their sectors needed to make EM a priority. 3-6

Concur ~ 3-9 II

~~~~~

*Somewhat Concur ~ Paragraph 1: No...wrong. Info is out of date. Paragraph 2: Disagree: not a one-time fix; system will always be under revision to some extent. Paragraphs 3-5: Agree. 3-10 II*

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*The single most important issue facing us is the creation of an accepted definition for emergency management as a profession. Traditionally, emergency management has been a second career for retirees from emergency services and the military, giving rise to the belief that “anyone can do it”. There is no definition of minimum requirements for education and experience and job descriptions vary significantly from jurisdiction to jurisdiction. In most cases, emergency managers are not managers at all and serve as technicians. Their focus is on the tactical planning related to the emergency plan and not on the strategic issues related to community resilience and program development. I would suspect that most current emergency managers are not aware of the body of social science literature that exists on emergency management and have had no formal training in emergency management beyond FEMA courses. It is time that we recognize the difference between technicians with specialized skills and managers who have program responsibility.*

*On the political side, a second major issue is coming to terms with the dual mindset created by the development of homeland security. We are encouraged to view homeland security as something separate and apart from emergency management, a view that encourages the development of separate organizational structures. It also creates a focus on field operational mechanisms and equipment. The current emphasis in NIMS is clearly on ICS and field operations. This conflicts directly with experience and social science research that the problem in disasters is usually not at the operational level but at the tactical (EOC) and strategic levels. It is the inability of local governments to adapt to the requirement to manage significant inflows of resources that generates problems. Until we can integrate homeland security issues back into emergency management as part of multi-hazard planning, there will continue to be confusion over lines of authority and responsibilities in catastrophic events. 3-7*

*Concur ~ 3-6 II*

~~~~~

Somewhat Concur ~Paragraph 1: I agree with need for strategic focus and enhanced education. Paragraph2: Do not agree. EM is one component of HS. The current context is HS and EM must adapt to it. 3-10 II

I can't believe I am about to say this but actually what most practitioners are missing is a good dose of business sense. More and more we find that contrary to what the public might think about the open faucets of funds – those only pay for the “toys” (all the terrorism equip, etc) and leave nothing for staff lines, staff training, public materials, etc. I think the practitioner needs to become better able to obtain funds from non-government grants, public/private partnerships, etc to fill in

for the ebbs and flows in federal dollars that turn as the wind blows. We need “business 101 for EM”.

As referenced later, we find the field at an interesting point. The more seasoned EM got their quals in the field and not in the books. The newly entering EM are the reverse. It seems as a professional field, we should find a way to support both learning experiences. School based learning followed by field rotations or apprenticeships before management positions.

(A personal perspective here) As a consultant who specializes in a very particular area of EM that I did practice when a “practitioner”, I have been cross trained enough to feel that I am a generalist if need be but I really see too many EM without the “human connection” to some of their work. The profession seems to divide our own topics into two camps: hard core (lights, sirens, response, chem., bio, etc) and the “soft fluffy stuff” (human services, special needs, long term recovery impact, VOAD, etc) without seeing the complete and utter interdependence. A failure to see emergency management as truly “holistic” (for individuals, jurisdictions, business, government, etc) continues to compartmentalize issues and also pit equally important issues against each other for the competitive funds and certainly doesn’t help our public.

A very important and very overlooked skill set needed in EM offices is a training for those who will be in supervisory positions over others. Too many EM have the same personality type and conflict abounds when an EM doesn’t know how to manager other managers. Only our work product suffers. 3-8

Somewhat Concur ~ 3-6 II

~~~~~

*Do Not Concur ~ 3-9 II*

~~~~~

Concur ~ 3-10 II

For the practitioner there are three primary concerns:

- 1. Coordination with diverse and divergent stakeholders, including the public. An emergency manager who does not have these skills will likely have difficulties in the current environment, which is very political in most communities.*
- 2. Clear communications within and outside of the organization represented. Written and oral presentations are the backbone of business, from presenting to the media and the public, to writing grant proposals. These skills are sorely lacking in both new and seasoned professional.*
- 3. Understanding of the law and regulations vs. guidance. There are many documents now touted as “the law” which are, in fact, guidance. Guidance is not binding. Emergency managers need a very acute sense what is recommended and what is required as elected officials are typically only interested in the minimal that has to be achieved. It is increasingly difficult to sell best practices to political personages who are just passing through on a way to higher office. Knowing the difference is also critical when dealing with one of the most powerful forces that restrict the intent*

and concerns of American emergency planners: the large developers. That is a topic that requires much more discussion and insight than is allowed for here, but it is a critical element tied to items 1 and 2. 3-9

Somewhat Concur ~ 3-6 II

In-depth knowledge of the field of EM, from both research and experience, regarding the key components. Since each person's knowledge is limited to own experiences, it is essential to be familiar with research and experience of others. History of EM and knowledge of broader context of public administration are essential but often ignored foundations of the EM profession. 3-10

Do Not Concur ~ 3-6 II

~~~~~

*Concur ~ 3-9 II*

---

- 1. Integration of technical knowledge into decision making during crisis management, response and recovery.*
  - 2. Civil-Military relationships.*
  - 3. Federalism issues including assignment of roles.*
  - 4. Assembly and employment of multi-disciplinary teams.*
  - 5. Funding of preparedness and baseline capabilities.*
  - 6. Surge capability beyond planning basis.*
  - 7. Verification of capabilities including personnel, logistics, equipment, funding, training and exercising.*
  - 8. Recovery and reentry into contaminated areas.*
  - 9. Protection of responders.*
  - 10. Issuance of PAR's (Protective Action Recommendations) to the public and Emergency Public Information generally. 3-11*
- 

**Q1B. What do you believe are the fundamental principles of emergency management?**

*Everyone should know how to care of themselves and their family and/or community in case of an emergency. As the level of need increases, the government should respond in an incremental fashion. EM is a delicate balancing act. 3-1*

*Do Not Concur ~ 3-6 II*

~~~~~

Concur ~ 3-9 II

~~~~~

*Somewhat Concur ~ Agree that personal preparedness is important. Not sure what second sentence means.*

---

*Preparedness, Mitigation, Response, Recovery 3-2*

*Somewhat Concur ~ 3-6 II*

~~~~~

Concur ~ 3-9 II

~~~~~

*? Not sure what to react to. ~ 3-10 II*

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## *COMMUNICATION-COMMUNICATION-COMMUNICATION*

*Planning, Planning and Preparedness 3-3*

*Somewhat Concur ~ 3-6 II*

~~~~~

Somewhat Concur ~ 3-9 II

Prevent, Mitigate, Respond, Recover, this is achieved by appropriate preparedness and planning. 3-4

Somewhat Concur ~ 3-6 II

~~~~~

*Concur ~ 3-9 II*

---

*The base principle is to continue the discussion for a comprehensive emergency management program that involves all phases, for all disciplines, for all hazards, for life safety and property protection. 3-5*

*Somewhat Concur ~ 3-6 II*

~~~~~

Concur ~ 3-9 II

~~~~~

*We need effective implementation not just discussion! 3-10 II*

- 
- 1. Reduce the impacts of future disaster events on people, communities, businesses and institutions through hazard mitigation and preparedness.*
  - 2. Strong executive leadership in promoting coordination and cooperation among all EM actors including government, voluntary agencies, non-governmental organizations (NGOs) and the private sector.*
  - 3. Give EM officials at all levels the tools and training they need to successfully do their jobs.*
  - 4. Customer service focus on designing operations and programs that serve the victims and potential victims of disasters.*

5. Create partnerships that leverage the full resources in a community, in a State and the nation to build the strongest EM system possible.

6. Proactive communications with partners and the public before, during and after a disaster strikes. 3-6

*Somewhat Concur ~ 3-9 II*

~~~~~

Do Not Concur ~ Too general- not clear what they mean. 3-10 II

To be effective, emergency management must be perceived as adding value to the community it serves. This means it must be integrated and institutionalized with normal governmental mechanisms. Essentially, emergency management must be seen as a mechanism by which the community manages risk. Consequently, emergency management must be based on risk management principles: identification of hazards and vulnerabilities, analysis of risk, etc. Second, emergency management is about management. Emergency managers are generalists who must integrate the activities of numerous specialists. This requires skills in strategic planning, meeting facilitation, etc. Emergency management must therefore be based on general management principles as well. I think some principles are self-evident: multi-hazard, multidisciplinary, risk-based, etc. However, we sometimes tend to define emergency management through tasks rather than through principles in an attempt to distinguish it from other disciplines. Actually, it's not all that different from components of other disciplines such as risk management, business continuity planning, etc.

One area that I believe could use some definition is what we expect an emergency manager to know – i.e. what constitutes our specialized body of knowledge as a profession. I would argue that this specialized body consists of three parts: 1) a knowledge of historical disasters, both local and national/international, 2) a knowledge of social science literature related to disasters, and 3) technical knowledge related to emergency management, e.g. the Stafford Act, NIMS, etc. All of this is supported by non-specialized knowledge such as general management and risk management principles. 3-7

Concur ~ 3-6 II

~~~~~

*Somewhat Concur ~ 3-9 II*

~~~~~

Somewhat Concur ~ Paragraph 1: I cannot relate to general setting this person set forth. Agree with some points. Can't follow the logic though. 3-10 II

Simply, the preservation of life, continuance of government and essential services and the protection of property/assets. In that order. Now how that is achieved is by managing the emergency through coordination. An EM must be able to get all the support (assents, political, fiscal, etc) for the frontline responders to do their jobs most effectively and to fill the gaps when

they are presented. If done correctly, EM should not even be noticed in the equation. Empower teamwork. 3-8

Somewhat Concur ~ 3-6 II

~~~~~

*Concur ~ 3-9 II*

~~~~~

Somewhat Concur ~ 3-10 II

This is very hard to answer since fundamentals appear to vary in different parts of the U.S. and the world practitioners...that is, of course, the heart of the matter. I will list the six principles I believe are critical, but each organization and government entity has their own.

1. Above all things, serve the public health and safety above all concern for personal interest or career.

2. Protect the weakest members of the community first.

3. Plan for the most effective use of resources as defined by a sound risk assessment for those you serve.

4. Ensure that at a minimum that the core emergency response community and community elected officials are aware of their emergency roles and duties, and are prepared to discharge them in an organized and coordinated manner.

5. Protect people and animals first, and then critical infrastructure needed to protect them, and finally the environment the people and animals live within.

6. Improve the capability of the emergency management cycle each day, even if just a little, for the community you serve: preparedness, response, recovery, and mitigation. 3-9

Concur ~ 3-6 II

~~~~~

*Somewhat Concur ~ Again, I agree with some points, but not the overall discussion of fundamentals. 3-10 II*

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*We will always have disasters, natural, human-induced (accidental), human-induced (intentional). The threats grow greater in number and complexity, hence education and training to emergency managers should advance accordingly.*

*Many aspects of disaster are knowable and predictable. Far more needs to be done nationally to anticipate and prepare for hazards/disasters.*

Consequently, vast requirements are needed in preparedness and capability development at all levels, all domains. Inter-organizational relations need work too. 3-10

*Somewhat Concur ~ 3-6 II*

~~~~~

Somewhat Concur ~ 3-9 II

~~~~~

*Concur ~ Not sure what “vast requirements” means. 3-10 II*

---

*Emergency Management is the organization of the civil governmental and non-governmental organization response on a national basis (federal, state, and local) to unexpected events that threaten public health and safety and property, and the civil sector preparedness, mitigation, response and recovery to and from those events. This also includes protection of civil liberties during that effort. Homeland Security is the prevention of terrorist acts, the reduction of the consequences of those incidents and events on people and property and protection of civil liberties. The effective and efficient integration of technical advice (including scientific, engineering, and legal) into providing the effective coordination and response to large scale unexpected events (or beyond the planning basis of current plans and capabilities) is also part of emergency management. 3-11*

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**Q1C: What do you believe, if anything is lacking in the discussion of what the guiding principles of emergency management should be at the county, state and federal government level?**

*I have often wondered why we look at emergency management [or business continuity] as the means to weather a crisis or series of crises in precisely the same shape/condition as that in which we entered the fray.*

*Why should emergency management be a linear experience? Why can't we employ emergency management as a strategic tool? 3-1*

*Somewhat Concur ~ 3-6 II*

~~~~~

Somewhat Concur ~ 3-9 II

~~~~~

*Concur ~ 3-10 II*

---

*Unfortunately, we are guided frequently by money. Better to be guided by accurate risk assessments and mitigation and preparedness. 3-2*

*Concur ~ 3-6 II*

~~~~~

Concur ~ 3-9 II

~~~~~  
*Concur ~ 3-10 II*

---

*Political will to do what is important 24-7, not just the crisis du jour. 3-3*

*Concur ~ 3-6 II*

~~~~~

Somewhat Concur ~ 3-9 II

~~~~~

*Concur ~ 3-10 II*

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*Federal - Recognition of the All Hazards approach required.*

*State – Funding contribution from States to support integrated EM across all responders.*

*Local – importance of the role of people in creating resilient communities. 3-4*

*Concur ~ 3-6 II*

~~~~~

Concur ~ 3-9 II

~~~~~

*Not sure what this means or what I think about it. 3-10 II*

---

*The continued shift from individual and local responsibility to national level preparedness severely erodes the ability of those with the most to lose (the individual) to develop, strengthen and maintain their ability to protect themselves.*

*The idea that the sacrifice made in the name of prevention now will significantly reduce losses in the future.*

*Increasing bureaucracy and in-fighting over funding at the state and local level does not ensure that locals will be prepared and only continues to split the actual ability to prepare and respond. 3-5*

*Concur ~ 3-6 II*

~~~~~

Concur ~ 3-9 II

~~~~~

*Concur ~ 3-10 II*

---

*Two things – leadership and mitigation. No one wants to acknowledge that the absence of effective leadership at all levels has played in the ongoing Katrina failure. Without unconditional support from decision makers in the both the public and private sector, we will not be able to effectively*

*address the structural , operational and programmatic issues facing EM at this time. But no one wants to talk about this.*

*Mitigation has again become the neglected phase in the four phases of EM. Programs and funds have been cut and the focus of EM has been placed almost exclusively on response and recovery. If we do not invest in reducing the impacts of future disasters we are dooming our system to failure as Katrina clearly illustrated. Mitigation is not part of the current EM discussion and must be. 3-6*

*Concur ~ 3-6 II*

~~~~~

Concur ~ 3-9 II

~~~~~

*Somewhat Concur ~ 3-10 II*

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*I think it is a fundamental error to assume that the principles of emergency management will be different at various levels of government. If we are in fact discussing fundamental principles, they should be the same for all emergency managers. The actual tasks or the emphasis on one principle over another may vary but the principles remain constant. Consider the various levels of the military – the complexities are different but the principles of war (e.g. mass, economy of force, unity of command, etc.) do not change.*

*When considering different levels of government, it seems to me that there is a lack of definition of what each is responsible for in the wake of the current focus on catastrophic events. To ask a local government to plan for catastrophe is a bit counter-intuitive. By definition, local resources are overwhelmed in a disaster. However, asking them to plan to assist other jurisdictions as host communities or through mutual aid under a coordinated statewide strategy would make good sense but few states are grasping this concept and certainly DHS has not. 3-7*

*Do Not Concur ~ 3-6 II*

~~~~~

Do Not Concur ~ 3-9 II

~~~~~

*Somewhat Concur ~ Agree with paragraph 1. Paragraph 2: Not clear and do not agree with what I think author means. 3-10 II*

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*People able to work with people. EM should move into being supporting coalition building and consensus when not in disaster mode. These skills are missing because we still operate from a “command and control” model.*

*Community resilience and mitigation are core concepts that have dropped from the federal agenda so even if a local wants to engage in them they will label it “education” or something else. This is only an example of how hard it is for those practitioners wanting to be proactive to do so if an issue or topic is not on the federal agenda.*

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*Honestly none of this matters if EMs are bound to the direction and whims of political administrators without a true understanding of the profession. All new mayors, governors, etc should be required to attend a specifically designed course at EMI so they know how to support their EM doing what is needed for the public in times of emergency as well as during times when planning can take place. 3-8*

*Concur ~ 3-6 II*

~~~~~

Concur ~ 3-9 II

~~~~~

*Somewhat Concur ~ 3-10 II*

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*The biggest concern I find is defining who should be doing emergency management? Is it a profession or a skill held by any profession? That is a core issue right now. Ten years ago I warned a colleague in the EMS field that after the millennium we would see fewer emergency management professionals in government as stand-alone positions. Much of the work would be rolled under other disciplines such as fire, law, EMS, public works and other departments. He scoffed then, but not now. Where once an emergency management professional had access to elected officials, which is critical, now they are buried under piles of bureaucracies that restrict or prevent access. This widening gap of contact has created a silo environment in which the facts about risk and the impacts of public decisions are increasingly separated so that the warnings about growth and development are left unchallenged when they clearly are placing the public in harms way. This is a very important issue. Every time I bring it up to a group of emergency managers they agree, but not if the “oversight” organization is in the room. 3-9*

*Concur ~ 3-6 II*

~~~~~

Do Not Concur ~ 3-10 II

Lack of fundamental understanding and leadership for EM at the federal level (DHS particularly, but EPA too).

Inadequate leadership and willingness to accept responsibility for EM at the state level. Governors not adequately involved; state EM directors not sufficiently empowered.

Local officials and citizens have become passive; sense of entitlement to support and money, especially from the federal government needs to be stemmed and reversed.

EM Deficiencies are part of general problems regarding U.S. attitude toward planning and assuming greater responsibility for environmental degradation. Large scale natural hazards remain a fundamental concern in the U.S., but not at DHS. 3-10

Concur ~ 3-6 II

~~~~~

*Concur ~ 3-9 II*

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*The principal deficiency in the discussion of guiding principals of EM at various governmental levels is the failure to document exactly what funding, personnel, logistics will be available in all circumstances and the lack of joint training and exercises to document and verify that capability and then to decide how to surge capability in advance.*

*Additionally, exercise scenarios often fail to stress the system to determine weaknesses. 3-11*

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**Q1D. Do you believe that homeland security focused programs operate under a different set of principles than emergency management?**

**Q1Da. If YES, what do you believe those principles are:**

*Yes – it seems that the focus of terrorism is all about response and misses mitigation and preparedness. 3-2*

*Somewhat Concur ~ 3-6 II*

~~~~~

Concur ~ 3-9 II

~~~~~

*Somewhat Concur ~ 3-10 II*

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*Intelligence and fusion are principles that would fit BOTH molds. 3-3*

*Do Not Concur ~ 3-6 II*

~~~~~

Do Not Concur ~ 3-9 II

~~~~~

*Do Not Concur ~ Have no idea what this means. 3-10 II*

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*Threat Analysis, Target Hardening, Intelligence, Preemptive Action, Law Enforcement 3-4*

*Concur ~ 3-6 II*

~~~~~

Concur ~ 3-9 II

~~~~~

*Don't understand what's meant. 3-10 II*

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*Homeland security is primarily involved with interior defense of the country (i.e. return to civil defense, Patriot Act, etc.). This is obvious by the amount of federal spending on programs such as Coast Guard, border security, intelligence and port security. Of the approximately \$42 Billion in the DHS budget only 20% was dedicated for preparedness, FEMA & Training. Of that 20%, significantly less was dedicated to state and local programs where all incidents and disasters response are initiated. A shift to federal response is continuing to occur while local programs suffer increasingly demanding standards mandated by the feds, while providing a rapidly diminishing supply of resources to accomplish the mission. 3-5*

*Concur ~ 3-6 II*

~~~~~

Concur ~ 3-9 II

~~~~~

*Do Not Concur ~ Disagree with viewpoint, though understand the funding and priority shifts cause problems. 3-10 II*

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*The Department of Homeland Security has one principle mission – to prevent a terrorist attack from occurring on American soil. EM programs reducing the impacts of these events, preparing the public for these events and dealing with consequences of these events have been marginalized by DHS’ singular focus on prevention. FEMA and the nation’s EM system are ill served by being included in DHS. The focus of DHS and decision-makers, especially at the Federal government level, on the terrorism prevention mission resulted in reducing the capabilities and capacities of the nation’s EM system to effectively practice all four phases of EM. The result was the Katrina failure. 3-6*

*Concur ~ 3-6 II*

~~~~~

Concur ~ 3-9 II

~~~~~

*Do Not Concur ~ Confusion as to whether HS focus explains one threat and one phase (response). 3-10 II*

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*I may be misreading this question. I believe that DHS has forced an artificial distinction between the two. The question that is more pertinent is “should homeland security operate under a different set of principles?” I don’t believe it should. I think the issues related to homeland security could have been handled under existing emergency management principles and programs coupled with a reorganization of law enforcement and intelligence activities. We were doing this prior to September 11 through the civil defense programs and the Metropolitan Medical Response System programs. If one views terrorism as another potential hazard to a community, then the comprehensive emergency management model comes into play. You can certainly mitigate the risk through combination of structural (e.g. target hardening) or non-structural (e.g. intelligence sharing) mitigation measures. You can prepare to respond to it on tactical and operational levels. However, DHS has created a system that distinguishes between terrorism and other community*

*risks and has diverted resources from emergency management programs to fund what are essentially operational initiatives without any strategic or tactical context. 3-7*

*Concur ~ 3-6 II*

~~~~~

Concur ~ 3-9 II

~~~~~

*Somewhat Concur ~ Is EM part of HS or vice versa? We've been having this debate for 5 years! 3-10 II*

---

*By its very name, DHS' focus is "security" and not "safety". This causes a direct conflict of interests and a very different leadership focus. That focus, in today's environment, is too easily influenced by capital "P" politics. 3-8*

*Somewhat Concur ~ 3-6 II*

~~~~~

Concur ~ 3-9 II

~~~~~

*Somewhat Concur ~ 3-10 II*

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*This relates directly to the comments preceding this question. The core of Homeland Security, at the federal and state level, is law enforcement. Law enforcement is not by its nature inclusive in its planning or implementation. It responds to issues, and primarily all are trained to act as individuals in the field with great discretion.*

*Anytime a single entity takes charge of a program it will see the world through its own glasses. Emergency managers were redheaded stepchildren from the inception of Homeland Security, including FEMA. This stems back to a core issue that has existed back through the military foundations of this field: people in operations are the most important. Planners, logistics staff, finance and administration, and public affairs staffs are just tools that assist operations. Law enforcement sees themselves as operations in Homeland Security, pure and simple.*

*As an example, that's why the design of the terrorism warning system is such a disaster as far as accomplishing clear communications. No competent emergency manager would have ever sent something like that out. Even the folks at NOAA could have advised that you have to keep warnings bare-bone simple.*

*As law enforcement pushed FEMA and natural hazards planning further and further to the back of the room, it was clear to emergency managers that there would come a day of reckoning...and that was Katrina. Unfortunately, the leadership at Homeland Security has the single tool syndrome: I have a hammer so every problem is a nail. That is not meant to be curt or funny. It is a sad truth. I've worked within the programs of Homeland Security and found them to be ominously bloated and fatally unfriendly to local and state government, especially the grant and assessment programs.*

*The NIMS and NRP processes are good examples of this problem. The NRP was not a substantial improvement over the FRP, which could have been left in place...with better results than occurred in Katrina. The NIMS is now touted as a “requirement,” when in fact it never went through the Federal Register, as is required by law.*

*Many emergency managers see the demise of Homeland Security after the next election. It has budgetary and policy failures that would never be allowed in state and local emergency management programs. Some have compared the struggles of Homeland Security to the struggles of Information Technology after Y2K. IT leaders forgot they were a service organization and began to try to actual run everything. Homeland Security has fallen into the same trap and has stepped on many powerful toes along the way. Emergency managers never forget that their first and core role is service, not control. The core concept of Homeland Security is not in concurrence with this philosophy. 3-9*

*Concur ~ 3-6 II*

~~~~~

Somewhat Concur ~ Do not agree with law enforcement as dominant force. 3-10 II

Emphasis on threat of terrorism is disproportionate, hence attention and money spent on this type of threat dwarfs all others. Not risk based.

Emphasis is on law enforcement, international threats, systems and procedures to safeguard facilities. (Excessive guns and badges culture.)

Lack of emphasis on natural and environmental threats/hazards/disasters. Failure to sustain scientific knowledge, organizational capacity to deal with major natural hazards in the U.S. 3-10

Concur ~ 3-6 II

~~~~~

*Concur ~ 3-9 II*

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*The utilization of law enforcement and military forces is not part of EM but is part of Homeland Security and Defense. There is however a need for mutual understanding of the differences and relationships between the programs, functions and activities of these disciplines. 3-11*

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**Q5B. Please feel free to offer any additional thoughts or comments you may have regarding the material covered in this survey.**

*Resilience approach of UK is more attuned to All Hazards than the current US Homeland Security programme. 3-4*

*Concur ~ 3-6 II*

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~~~~~  
Do Not Concur ~ 3-9 II
~~~~~

*Don't have knowledge of UK experience.*

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*The characteristics survey (Q2A and Q2B) is biased towards individuals that have an emergency management academic background. The questions asked for the “new generation” revolve around skills sets that are more desirable to human resource officials, while the stereotyping of existing emergency managers have negative connotations such as bureaucratic or have not completed tasks according to their position. Furthermore, the language utilized in the development of the survey (i.e., more professional) is only held for “new generation” positions. Those “new generation” emergency managers coming out of academic institutions have a theoretical background and what is supposed to be done, but within each disaster there are hundreds of subtle differences that require ingenuity and the ability to recognize that they exist.*

*As for classifications of stereotypical emergency managers, most emergency managers have been appointed to department head positions and advise the highest levels of government. The ability to interpret disaster situations comes after years of practice, training, personal connections, humility, and maturity and this interpretation results in confidence in department heads and political officials that the advice they have been given is in the best interest of the community. The ability to obtain these skill sets come after years of experience in positions such as the military or as first responders. The existing emergency managers have refined technology skill sets that have been learned on the job against many competing interests such as budgets, meetings, and family and they continually upgrade their skill sets through professional development (i.e., training and associations). 3-5*

*Do Not Concur ~ 3-6 II*  
~~~~~

Do Not Concur ~ 3-9 II
~~~~~

*Somewhat Concur ~ 3-10 II*

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*I think a major issue will be “where do we go from here?” Most emergency managers are old line and very wedded to doing things at the operational and tactical levels. However, I believe that true emergency management is a strategic process – the focus must not be on emergency response but on community resilience. Mitigation and recovery are strategic concepts that receive very little attention beyond lip service. The problem is that the experienced old guard looks down on the new professionals who just have “book learning” but little practical experience and disparages academic experts who “have nothing to teach us”. Somehow we have to bridge this gap. 3-7*

*Concur ~ 3-6 II*  
~~~~~

Concur ~ 3-9 II
~~~~~

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*Concur ~ 3-10 II*

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*Concerns w/ the survey itself: 1) too open-ended a data collection tool; b) Q2A is only clear when reviewed along side Q2B so actually “stereotypical” should be “old school” (or something to suggest that) and it was unclear if you meant to answer it from the lay person’s perspective or what an EM thinks others assume about us; c) Q3A only asks for a PhD as the highest level completed and therefore does not recognize other doctoral programs within the field (while mine is unusual it is not uncommon to have MD for example) and that question also only asks for formal classroom education and not field related certification programs that are very common in the field.*

*A major point to consider when evaluating Q2A and Q2B is that the raw tabulations don’t allow for expanded observation but only generalities. To this I suggest, for example, that the “new generation” goes to school to be an EM and starts younger within an office of emergency management but usually without the field experience, professional relationships, etc and entering at a lower starting pay. This is not because “seasoned” EM were better paid per se but rather they were more likely to be pulled into EM on rotation or from 20+ years in a related field like FD, PD, EMS, etc so they brought over their pay grade. They did have the professional relationships and the field tested experience but lack the newer theoretical appreciations. These are probably the stereotypes you are trying to gather but I am not sure that will gel in the tally. Also, I fear that the term “build a disaster-resistant community” will fall short because that was really an agenda and not an approach and it suffered the ax with the change of administration. Also, as to being “well read” if you will, that is also a function not of new vs. old EM so much as it is a post 9/11 boom in the field itself and with that has come more publications and materials.*

*Since this is to inform FEMA’s higher education program, it might have been useful to ask in the education and experience section if one is a civilian title, appointed, etc. Or that could somehow be considered also in the characteristics section. 3-8*

*Do Not Concur ~ 3-6 II*

~~~~~

Do Not Concur ~ 3-9 II

~~~~~

*Concur ~ 3-10 II*

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*As long as emergency management is at the will of whim management by constantly rotating elected officials there will be continuous challenges to develop long-term planning that is both sensible and practical. We may be at the Rubicon...the point where so many other great civilizations fell...when they reached a point where they could no longer effectively govern themselves. Emergency management is about preserving, when possible, the status quo such that the public health and safety is preserved as well as other life and the things of value to life. We are the stewards who must be allowed to assist in the conservation of our society throughout all calamities. 3-9*

*Do Not Concur ~ 3-6 II*

~~~~~

Somewhat Concur ~ 3-10 II

Have some reservations about how EM is taught: resources used, limited scope, caliber of education and training. Needs more and constant effort. 3-10

Do Not Concur ~ 3-6 II

~~~~~

*Somewhat Concur ~ 3-9 II*

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*The reason I have not completed the section of the Survey on KSA (Knowledge, Skills, and Aptitude) is that in 40 years I have found no specific indication of what makes a successful EM. It is important to note that if the political leadership of any jurisdiction does not want to be the crisis manager in an unexpected event, he/she better have hired the best EM they could and even then success is not guaranteed. If the individual lacks experience then that is a system not individual failure since training and exercises can make some amends for that shortcoming.3-11*

## APPENDIX C

*This consolidation was created by Dr. Blanchard based on the responses to open-ended questions in Phase I of this study. The intent was to capture the themes that arose therein to more succinctly inform the Emergency Management Roundtable Meeting. The attendees were also supplied the raw Phase I narrative data that is contained in Appendix B.*

### **Emergency Management Principles Survey Consolidation**

Compiled by Dr. B. Wayne Blanchard, March 2007

All Actors Collaboration (1-10), Coordination, Communicate, Build/Maintain Relationships, Develop a team (1-1, 1-2, 2-3, 2-5, 2-10, 2-11, 2-12, 2-13, 3-3, 3-6, 3-8, BWB); Understanding all community priorities and incorporating EM within these priorities, and the ability to really communicate (create a dialogue) with community members at all levels, The ability to develop coalitions and consensus (1-3); Community Engagement (1-4); Functions as uniter of agencies, above turf battles (1-8); A transparent and systematic approach to managing the risks from hazards; Communities must be given a say in what levels of risk they consider acceptable and what measures are put in place to manage those risks (1-11); Inclusiveness, community base (1-12); Ensure that at a minimum that the core emergency response community and community elected officials are aware of their emergency roles and duties, and are prepared to discharge them in an organized and coordinated manner (3-9).

All Disasters Are Local First (BWB); bottom-up development based on the local level (but with harmonisation provided by national and regional levels (1-12); As the level of need increases, the government should respond in an incremental fashion. EM is a delicate balancing act (3-1)

All Disasters Are Different (BWB)

All-Hazards (1-10, 1-12, 2-7, 2-11, 2-13, 3-4, 3-7); An all-hazards – all people approach that considers the interaction and interdependence of the full range of potential triggers with the dynamic set of determinants of vulnerability (1-4)

An understanding of local politics and their impact on resource allocation (1-3)

Building Disaster Resistant and Resilient Communities (BWB); importance of the role of people in creating resilient communities (3-4); Community Resilience (3-8).

Comprehensive Emergency Management (BWB); The base principle is to continue the discussion for a comprehensive emergency management program that involves all phases, for all disciplines, for all hazards, for life safety and property protection (3-5).

Critiquing (1-2)

Culture of Disaster Preparedness -- Everyone should have survival skills / know what to do or not do when disaster strikes (2-5); Public outreach and training (2-7); 4. Educate the public as to their responsibilities with regard to threat, preparedness and response (2-12); Public education that yields household mitigation and preparedness (1-5); Individual and community responsibility and self reliance, individuals and communities are ultimately responsible for their safety and the security of their livelihoods (1-11); Everyone should know how to care of themselves and their family and/or community in case of an emergency (3-1).

Customer Service -- focus on designing operations and programs that serve the victims and potential victims of disasters (3-6, BWB).

Disasters Are A Fact Of Life – We will always have disasters, natural, human-induced (accidental), human-induced (intentional). The threats grow greater in number and complexity (3-10).

Disasters are more than just large emergencies (1-2).

Disasters Are Social Constructs -- An integrated approach that recognizes that risk (as generated by our hazards and vulnerability) and the impacts of specific events are the product of wider social processes that ‘emergency management’ can only significantly influence this from within the community’s broader decision-making systems (1-4)

Emergency Management Is An Essential Government Service (1-8); Equipping (1-2); Give EM officials at all levels the tools and training they need to successfully do their jobs (3-6); An EM must be able to get all the support (assets, political, fiscal, etc) for the frontline responders to do their jobs most effectively and to fill the gaps when they are presented. If done correctly, EM should not even be noticed in the equation (3-8).

Four Phases – Preparedness, Response, Mitigation, and Recovery (1-8,1-9, 2-7, 2-11, 2-13, 3-2, 3-4, 3-9); A comprehensive approach that balances activities in mitigation (which includes prevention), preparedness (which includes planning, education, and resources), all aspects of response (not just life safety first responders) and short and long-term recovery (1-4)

Functional Approach -- There are demands that are common to all emergencies/disasters/catastrophes, but there also are distinct demands of each type of hazard agent (1-2); Well-developed generic emergency plans (1-12)

Improvisation – You must be willing and able to adapt and be flexible (see Kreps 1991 or Kendra’s work) (1-10)

Inter or Multi-disciplinary -- Emergency managers must be willing to work with and learn from people in many different disciplines (physical, biological, and social sciences; engineering, planning, architecture, and medicine/public health (1-2); multidisciplinary (3-7)

Integrated Emergency Management -- An integrated approach (1-4, 3-4); We have to institutionalize emergency management concepts through integration of all four phases throughout the community (2-11); Partnerships (2-3); To be effective, emergency management must be perceived as adding value to the community it serves. This means it must be integrated and institutionalized with normal governmental mechanisms (3-7); Horizontal and Vertical Integration (BWB)

Intergovernmental and Intra-governmental Structure Context (BWB); Emergency managers work in a federal system (1-2); An integrated approach that recognizes that risk (as generated by our hazards and vulnerability) and the impacts of specific events are the product of wider social processes that 'emergency management' can only significantly influence this leverage the full resources in a community, in a State and the nation to build the strongest EM system possible (3-6); Many aspects of disaster are knowable and predictable. Far more needs to be done nationally to anticipate and prepare for hazards/disasters (3-10).

Leadership (2-13, 3-6) The ability to manage and lead in complex and dynamic situations (1-3)

Management (2-9); The ability to manage and lead in complex and dynamic situations (1-3); ...emergency management is about management. Emergency managers are generalists who must integrate the activities of numerous specialists. This requires skills in strategic planning, meeting facilitation, etc. Emergency management must therefore be based on general management principles as well (3-7)

Mitigation (1-2, 1-3, 1-5, 1-6, 2-1, 2-3, 2-6, 3-5, 3-6, 3-8) Reduce the threats (2-12); Prevention – An ounce of prevention is better than a pound of cure (1-10)

Nationwide System of Effective Disaster Response and Recovery (BWB)

People (in and out of organizations) don't respond to disasters the way they are portrayed in the media (1-2)

Planning (1-1, 1-9, 2-4, 2-5, 2-8, 2-12, 3-3, 3-4); Plan for the most effective use of resources as defined by a sound risk assessment for those you serve (3-9).

Political and Social Context -- An integrated approach that recognizes that risk (as generated by our hazards and vulnerability) and the impacts of specific events are the product of wider social processes that 'emergency management' can only significantly influence this from within the community's broader decision-making systems (1-4).

Political leadership at the highest state/local government(s), private sector (2-3).

Preparedness (1-1, 1-5, 1-6, 1-10, 2-1, 2-2, 2-3, 2-4, 2-5, 2-6, 3-3, 3-4, 3-6, 3-10).

Preservation of life, continuance of government and essential services and the protection of

property/assets. In that order (3-8); Above all things, serve the public health and safety above all concern for personal interest or career, Protect people and animals first, and then critical infrastructure needed to protect them, and finally the environment the people and animals live within. (3-9).

Prioritization of planning efforts – go after most likely hazards first (2-2).

Professionalism (2-3, 2-6, BWB); a research driven, evidence-based ‘reflective practitioner’ approach to emergency management (instead of the current lessons learned through random practice); the development of an emergency management profession (in the sense of a profession from a sociology of occupations perspective) that is education based and self regulating; the development of clearer emergency management ‘best practices’...(1-4); Making best use of information, expertise and structures. Making best use of information, as well as improving both information systems and the applicability of research is crucial (1-11); One area that I believe could use some definition is what we expect an emergency manager to know – i.e. what constitutes our specialized body of knowledge as a profession. I would argue that this specialized body consists of three parts: 1) a knowledge of historical disasters, both local and national/international, 2) a knowledge of social science literature related to disasters, and 3) technical knowledge related to emergency management, e.g. the Stafford Act, NIMS, etc. All of this is supported by non-specialized knowledge such as general management and risk management principles (3-7).

Reconstruction (1-5)

Recovery (1-5, 2-1, 2-4, 2-6); Making sure that recovery efforts address needs for mitigation so the same problem does not persist (1-6)

Response (1-5, 2-1, 2-2, 2-4, 2-6, 2-12); Coordination of responders – this requires knowledge of how organizations work (the various organizations that respond to disasters) knowing how/having skills to facilitate coordination (1-6)

Risk Assessment (1-8) -- Emergency Management is fundamentally the linchpin of coordination in hazards analysis, vulnerability and capability assessment (1-1); Know the risks and vulnerabilities (2-5); Analysis of the critical threats facing the community with regard to vulnerability and risk (2-12) ; Planning and preparedness (including risk assessment is also a moral obligation in the profession – thus a principle (1-6); Addressing the consequences of hazards; Focusing on consequences provides a basis for planning, informs decision making and enables more effective action through improved prioritization and resource allocation (1-11); Plan for the most effective use of resources as defined by a sound risk assessment for those you serve (3-9).

Risk-Based or Risk Management Approach -- Comprehensive and integrated hazard risk management; Means dealing with the risks associated with all our hazards both natural and man-made, through risk reduction, readiness, response and recovery (1-11); Essentially, emergency management must be seen as a mechanism by which the community manages

risk. Consequently, emergency management must be based on risk management principles: identification of hazards and vulnerabilities, analysis of risk, etc. (3-7).

Social Vulnerability -- The Most Vulnerable Segments of Society Require Special Attention -- Disasters Impact Differentially (BWB); The ability to identify, understand and respond to the requirements of special needs populations in the community (1-3); An all-hazards – all people approach that considers the interaction and interdependence of the full range of potential triggers with the dynamic set of determinants of vulnerability (1-4); There is also a need to shift emphasis on hazards toward the concept of vulnerability. Many books, including *Disasters by Design*, *What is a Disaster?*, *Handbook of Disaster Research*, are calling for a change in thinking and increased emphasis on vulnerability. This is because we cannot always control hazards, but we can determine our level of vulnerability to the hazards. Many people suggest that vulnerability is a greater determinant of disasters than hazards themselves. 1-10; Protect the weakest members of the community first (3-9).

Staffing (1-2)

Training and Exercising (1-9) -- Emergency Management is fundamentally the linchpin of coordination in hazards analysis, vulnerability and capability assessment, planning, preparing, followed by appropriate education, training, and exercise (1-1); Equipping, training, exercising, and critiquing are just as important as planning and staffing (1-2); Train and rehearse – find shortfalls and continually work to be better prepared (2-5); Emergency Manager and First Responder Training and Exercises (2-7); Provide training to endorse and validate plans (2-12); We will always have disasters, natural, human-induced (accidental), human-induced (intentional). The threats grow greater in number and complexity, hence education and training to emergency managers should advance accordingly (3-10).

## Numerical Listing of Emergency Management Principles

1. All Actors Collaboration, Coordination, Communicate, Build/Maintain Relationships -- 19
2. Preparedness -- 14
3. Mitigation -- 12
4. Four Phases – Preparedness, Response, Mitigation, and Recovery – 9
5. Planning -- 9
6. All-Hazards -- 8
7. Response – 7
8. Risk Assessment -- 7
9. Training and Exercising -- 7
10. Building Culture of Disaster Preparedness - Essential Mission of Emergency Management – 6
11. Integrated Emergency Management -- 6
12. Professionalism -- 6
13. Recovery -- 5
14. Emergency Management Is An Essential Government Function -- 4
15. Intergovernmental and Intra-governmental Structure Context -- 4
16. Social Vulnerability Approach Required -- 4
17. All Disasters Are Local First; bottom-up development -- 3
18. Building Disaster Resistant and Resilient Communities -- 3
19. Leadership -- 3
20. Management -- 3
21. Comprehensive Emergency Management -- 2
22. Customer Service Orientation -- 2

23. Functional Approach -- 2
24. Inter or Multi-disciplinary -- 2
25. Preservation of Life, COG & essential services, protection of property/assets, public health/safety -- 2
26. Risk-Based or Risk Management Approach -- 2
27. All Disasters Are Different -- Thus One Size Will Not Fit All -- 1
28. Disasters Are A Fact Of Life -- 1
29. Disasters Are More Than Just Large Emergencies -- 1
30. Disasters Are Social Constructs -- 1
31. EM requires an understanding of local politics and their impact on resource allocation -- 1
32. Emergency Management Requires Self-Analysis and Critique -- 1
33. Improvisation -- 1
34. Nationwide System of Effective Disaster Response and Recovery -- 1
35. People don't respond to disasters the way they are portrayed in the media -- 1
36. Political and Social Context -- 1
37. Political leadership at the highest state/local government(s), private sector -- 1
38. Prioritization of planning efforts – go after most likely hazards first -- 1
39. Reconstruction -- 1
40. Staffing -- 1

## APPENDIX D

*From the Emergency Management Roundtable held March 5-6, 2007  
at the Emergency Management Institute.*

### **Emergency Management Vision, Definition, Mission and Principles**

#### **Definition**

Emergency management is the managerial function charged with creating the framework within which communities reduce vulnerability to hazards and cope with disasters.

#### **Mission**

To protect communities by coordinating and integrating all activities necessary to build, sustain, and improve the capability to mitigate against, prepare for, respond to, and recover from threatened or actual natural disasters, acts of terrorism, or other man-made disasters.

#### **Vision**

Safer, less vulnerable communities with the capacity to cope with hazards and disasters.

#### **Principles**

**Comprehensive** – emergency managers consider and take into account all hazards, all phases, all stakeholders and all impacts relevant to disasters.

**Progressive** – emergency managers anticipate future disasters and take preventive and preparatory measures to build disaster-resistant and disaster-resilient communities.

**Risk-driven** – emergency managers utilize sound risk management principles: hazard identification, risk analysis, and impact analysis. Priorities and resources are assigned on the basis of this process.

**Integrated** – emergency managers are responsible for ensuring to the highest possible degree of unity of effort among all levels of government and all elements of a community.

**Collaboration** – emergency managers create and sustain broad and sincere relationships among individuals and organizations to encourage trust, advocate a team atmosphere, build consensus, and facilitate communication.

**Coordination** – emergency managers organize all relevant stakeholders with a common purpose.

**Flexibility** – emergency managers rely on creative and innovative approaches to solving disaster challenges. This is especially the case after disasters when pre-defined approaches may be inadequate to the situation at hand.

**Professionalism** – emergency managers value a science and knowledge-based approach based on education, training, experience, ethical practice, public stewardship and continuous improvement.