

## Session No. 6

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**Course Title: Social Dimensions of Disaster, 2<sup>nd</sup> edition**

**Session 6: All-Hazards Emergency Management**

**1 hr.**

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### **Objectives:**

- 6.1 Describe the historical development of emergency management and civil defense policy in the U.S.A.
- 6.2 Explain the rationale for all-hazards emergency management
- 6.3 Identify at least three strategies or tactics associated with each of the four emergency management functions
- 6.4 Discuss four principles of emergency preparedness
- 6.5 Illustrate three qualities that characterize effective emergency managers
- 6.6 Describe the key responsibilities and structures of local government in emergency management
- 6.7 Describe the general role of voluntary and private-sector organizations in emergency management
- 6.8 Discuss the general role of state government in emergency management
- 6.9 Describe the general role of the federal government in emergency management.

### **Scope:**

This session provides an overview of the historical patterns of disaster and civil defense policy that culminated in all-hazards emergency management. Introduction to basic principles of preparedness, strategies and tactics, and qualities that characterize effective emergency managers are articulated. Emergency management roles are summarized for local, state and federal agencies and private-sector organizations.

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### **Readings:**

*Student Reading:*

Wilson, Jennifer and Arthur Oyola-Yemaiel. 2000. "The Historical Origins of Emergency Management Professionalization in the United States." *Journal of the American Society of Professional Emergency Planners* 7:125-153.

*Professor Reading:*

Kreps, Gary A. 1991. "Organizing For Emergency Management." Pp. 30-54 in *Emergency Management, Principles and Practice for Local Government*, edited by Thomas E. Drabek and Gerard J. Hoetmer. Washington, D.C.: International City Management Association.

*Background References:*

Lindell, Michael K. and Ronald W. Perry. 1992. *Behavioral Foundations of Community Emergency Planning*. Washington, D.C.: Hemisphere Publishing Corporation.

Drabek, Thomas E. 1987. *The Professional Emergency Manager: Structures and Strategies for Success*. Boulder, Colorado: Institute of Behavioral Science, University of Colorado.

Rubin, Claire B. and Irmak Randa-Tanali. 2002. "Effects of the Terrorist Attacks of September 11, 2001 on Federal Emergency Management in the U.S." *Journal of the American Society of Professional Emergency Planners* 9:1-18.

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**General Requirements:**

Student Handouts (6-1 through 6-7 appended).

Overheads (6-1 through 6-8 appended).

See individual requirements for each objective.

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**Objective 6.1 Describe the historical development of emergency management and civil defense policy in the U.S.A.**

**Requirements:**

Start this session with student exercise and proceed with lecture material specified below.

Overheads 6-1 through 6-4.

**Remarks:**

I. Introduction.

A. Exercise.

1. **Remind** students of exercise procedures.

- a. Divide class into four groups.
- b. Appoint student roles for each group.
  - 1) Chair.
  - 2) Reporter.
  - 3) Timer.
- c. Announce time limit: 5 minutes.

2. **Display** Overhead 6-1; “Workshop Tasks.”

- a. Group 1: “According to Wilson and Oyola-Yemaiel (2000), what has been the historical pattern of development between emergency management and civil defense policy in the U.S.A.?”
- b. Group 2: “According to Wilson and Oyola-Yemaiel (2000), what were the major policy concerns that led to the creation of FEMA?”
- c. Group 3: “Identify two strategies and two tactics for implementing each of the four emergency management functions (i.e., mitigation, preparedness, response, and recovery)?”
- d. Group 4: “According to Wilson and Oyola-Yemaiel (2000), what factors caused FEMA to shift toward a greater emphasis on mitigation?”

3. **Start** discussion.

4. **Stop** discussion.

B. Session overview.

1. **Display** Overhead 6-2; “Session Overview.”

2. **Review** topics listed.
- II. Historical development of emergency management and civil defense policy.
- A. **Student report.**
1. Group 1 only (2 minutes).
  2. **Explain** that other reports will be presented later in the session.
- B. **Elaborate** on Group 1 report to emphasize such points as these.
1. Long history.
  2. Episodic policy responses to disaster events.
  3. Separate EM and CD policy streams.
  4. Refer students to Figure entitled: “Two Lines of Emergency Management Development” (assigned student reading, Wilson and Oyola-Yemaiel 2000, p. 129).
  5. Dual-use concept.
  6. Consolidation through creation of FEMA (1979).
  7. Impacts of terrorism attacks (2001).
    - a. Office of Homeland Security.
    - b. Remind students of materials distributed in prior session (No. 5 entitled: “Terrorism: Changing Threat Perceptions and Response Preparedness.”).
- III. Benchmarks in Federal Emergency Management Policy.
- A. **Display** Overhead 6-3; “Federal Benchmarks in Emergency Management Policy.”
- B. **Review** the chronology.
- C. **Emphasize:** this is a partial summary of material presented in the assigned reading.
- D. **Display** Overhead 6-4; “Federal Benchmarks in Emergency Management Policy, Cont’d”.

E. **Review** items listed.

F. **Post 9-11 developments:** Highlight last entries regarding Homeland Security.

### **Supplemental Considerations:**

Some professors, depending on course context may wish to **expand** this section and others to establish a two hour session on this topic. Rather than a quick review of the chronology of federal actions, more **emphasis** could be placed on the **linkages** between disaster events and policy outgrowths. If expanded, some professors may wish to refer students to the “disaster timelines” created by Rubin and Renda-Tanali (2001 and 2002b). These can enrich student understanding of the **impacts** of various disaster **events** on federal **policy** development. Regardless of the time allocation, the message is that emergency management policy has a **long** history, is a **dynamic** and ever changing process, and reflects responses to real events and **perceived** threats.

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### **Objective 6.2 Explain the rationale for all-hazards emergency management.**

#### **Requirements:**

Group 2 Report.

#### **Remarks:**

- I. Introduction.
  - A. Group 2 Report (2 minutes).
  - B. **Elaborate** as necessary and link lecture material below.
- II. The Issues and Concerns.
  - A. **Poor** intergovernment **coordination**.
  - B. **Reduction** in cold war tensions.
  - C. **Expansion** of dual-use.
  - D. **State** and local government concerns.
  - E. **National Governor’s Association** report (1978).
  - F. Increased popularity of **Comprehensive Emergency Management** (CEM).

- III. A policy solution: FEMA.
- A. **Single** point of **accountability**.
  - B. **Single** point of **contact**.
  - C. **Enhance** dual use.
  - D. **Improved** basis for cost-benefit assessments.
  - E. **Financial** economies.
  - G. **Source:** Wilson and Oyola-Yemaiel (2000), pp. 135-137.
- IV. Office of Homeland Security.
- A. **Ask** students: “What were the key post 9-11 concerns, that fueled policy debates regarding the establishment of a Department of Homeland Security? How are these similar to and different from the matters that led to the creation of FEMA and a rationale for all-hazards emergency management?”
  - B. **Answers:**
    1. Terrorism had minimal public visibility.
    2. Scope of 9-11 attacks.
    3. Follow-on anthrax exposures and hoaxes.
    4. Continued terrorist attacks and threats.

**Supplemental Considerations:**

Depending on the quality of the student report, this section may require little time. The **message** is that issues like fragmentation gave rise for an opportunity in government reorganization. **Parallels** within the policy debates regarding the establishment of a Department of Homeland Security may be explored to **reinforce two ideas:** 1) public perceptions of threat change over time and 2) all-hazard emergency management includes terrorism, but the “best” governmental structure to deal with it is a **legitimate** matter for policy debate.

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**Objective 6.3 Identify at least three strategies or tactics associated with each of the four emergency management functions.**

**Requirements:**

Student Handout 6-1.

Overhead 6-5.

**Remarks:**

I. Introduction.

A. Group 3 report (2 minutes).

B. **Integrate** with lecture material below.

C. **Distribute** Student Handout 6-1; “Student Log.”

1. Explain: Note taking device.

2. Future resource: record examples from readings for future reference.

D. **Display** Overhead 6-5; “Student Log.”

1. Reference appropriate cells regarding Group 3 report.

2. Reference appropriate cells with lecture material below.

3. Emphasize “levels of abstraction” as distinction between strategy and tactic.

E. **Comprehensive Emergency Management (CEM).**

1. Four key functions.

2. Functions reflect the disaster life cycle.

3. Each function reflects diverse strategies and tactics.

4. Most writers use “CEM” interchangeably with “all-hazards emergency management” thereby referring to both all four **disaster phases** and all types of **disaster agents**.

5. “Reflecting the emphasis in the 1978 NGA report, CEM refers to: 1) all-hazards; 2) all-phases of the disaster life cycle and 3) all actors, e.g., disaster responders throughout all four phases.”

II. Selected Mitigation Strategies.

**A. Building codes.**

1. Fire code (tactic).
2. Mobile home tie down requirement (tactic).

**B. Land use management.**

1. Flood zoning restriction (tactic).
2. Seismic zoning restriction (tactic).

**C. Public education.**

1. Tornado awareness campaign (tactic)
2. Hurricane awareness newspaper insert (tactic).

**III. Selected Preparedness Strategies.**

**A. Emergency Operations Centers (EOC).**

1. Install upgraded radio equipment (tactic).
2. Conduct EOC exercise (tactic).

**B. Community warning systems.**

1. Install reverse 911 (tactic) (automated rapid-telephone dialing system for voice message to all EOC personnel).
2. Conduct hurricane warning decision process exercise (tactic).

**C. Community disaster exercises.**

1. Conduct hurricane response exercise (tactic).
2. Conduct bioterrorism response exercise (tactic).

**IV. Selected Response Strategies.**

**A. Emergency medical assistance.**

1. Short term use of ambulances from nearby community (tactic) (establishing mutual aid agreements that might facilitate such use is a preparedness tactic).

2. Mobilization of state health department personnel to identify potential toxic agent (tactic).

**B. Victim sheltering.**

1. Use of local busses to transport evacuees (tactic).
2. Use of school busses to transport hotel tourists to nearby public shelter (tactic).

**C. Search and Rescue.**

1. Short term use of fire rescue units from nearby community (tactic) (establishing mutual aid agreements to facilitate such actions is a preparedness tactic).
2. Transportation of out-of-state rescue and search dogs following terrorist bombing of a building (tactic).

**V. Selected Recovery Strategies.**

**A. Damage assessment.**

1. Use of computerized data base maintained by County Tax Assessor (tactic).
2. Formation of damage inspection teams following an earthquake to assess bridges (tactic).

**B. Crisis counseling.**

1. Organize teams of clergy to be present at on-scene victim assistance centers (tactic).
2. Arrange a community disaster referral service with teams of social workers for requested mental health counseling (tactic).

**C. Temporary housing.**

1. Survey real estate agents to identify available office space for business relocation purposes (tactic).
2. Short-term use of mobile homes, by victim families, obtained from FEMA or other resource (tactic).

## Supplemental Considerations:

Students should be encouraged to make **additional copies** of the “Student Log”. These can assist **note taking** during case study reports and future reading. The key **message** is that comprehensive emergency management (CEM) or all-hazards emergency management is comprised of **four key functions** which in turn reflect a diverse array of specific strategies and tactics. This **matrix of activities** provides a “holistic” framework and helps with making concrete, real world connections and applications.

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### Objective 6.4 Discuss four principles of emergency preparedness.

#### Requirements:

Student Handout 6-2.

#### Remarks:

- I. Introduction.
  - A. **Distribute** Student Handout 6-2; “Emergency Management Preparedness Principles.”
  - B. **Note source**, i.e., Kreps chapter in Drabek and Hoetmer (1991).
  - C. **Review** each principle briefly with examples like those listed below.
- II. Preparedness and improvisation as foundations.
  - A. Too often **viewed** as **opposites**.
  - B. **More** preparedness means **less** improvisation.
  - C. Disasters **always** bring **surprises**, hence improvisation is required.
  - D. **Example**: local emergency manager prepares.
    1. Implements elaborate interagency radio system.
    2. Disaster floods equipment facility .
    3. Private firm quickly installs back-up system for temporary use (improvisation).
  - E. **Both** processes are required.

- F. Both **complement** each other.
- III. Continuous Process.
  - A. Plans are **out of date** once printed.
  - B. The planning **process educates** staff.
  - C. Personal **relationships enhance** response effectiveness.
- IV. Reduces Unknowns.
  - A. **Specialized equipment** and personnel can be located prior to disaster.
  - B. **Procedures** to access facilities, equipment and personnel.
  - C. **Example:** school to be used for hurricane evacuation shelter.
    - 1. Who **authorizes** such use?
    - 2. Who can **unlock** facility?
    - 3. What **liability** issues are involved?
    - 4. How will **victims learn** that this is a shelter?
    - 5. How will victims be **transported**?
    - 6. Will **food** be **available**?
- V. Educational Activity.
  - A. Emergency **personnel learn** about items during planning process.
  - B. **Citizen input** can both educate them and reveal oversights.
- VI. Based on knowledge.
  - A. **General knowledge:** do people behave rationally?
  - B. **Specialized knowledge:** what are shelter requirements?
  - C. **Localized knowledge:** where are local schools and what is shelter capacity of each?
- VII. Evokes appropriate action.

- A. **Example:** impact site following terrorist attack is also a crime scene.
  - B. **Example:** number of shelter spaces required, i.e., during evacuation of a section of a community most evacuee go to homes of relatives or friends.
- VIII. Resistance.
- A. **Low salience**, e.g., “other life priorities.”
  - B. **Threat denial**, e.g., “won’t happen here.”
  - C. **Low priority**, e.g., “schools need the money.”
  - D. **Perceived costs**, e.g., “cut taxes, don’t raise them.”
- IX. Modest Planning.
- A. Emergency preparedness is an **essential** function.
  - B. Emergency preparedness is an **expected** function.
  - C. Emergency preparedness is a **legitimate** function.
  - D. There are **multiple** community priorities.
  - E. Balanced approach required.

**Supplemental Considerations:**

The message of this section is that there are **empirically grounded principles**. The illustrations from Kreps’ (1991) work help to **reinforce** the all-hazard perspective. Students can readily see the **universality** of these ideas. They apply to hurricanes, terrorist attacks, floods, or whatever agent one might select. Providing the summary on the Handout permits more **rapid coverage**. Some professors may choose to allocate **more time** to this section and explore each principle with student generated examples. These could then be integrated with those listed above.

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**Objective 6.5 Illustrate three qualities that characterize effective emergency managers.**

**Requirements:**

Student Handout 6-3.

Professor may wish to review Kreps 1991 (pp. 49-50) for additional background prior to this section or the original study, i.e., Drabek 1987 (especially Chapter 5, entitled “Perceptions of Successful Managers,” pp. 90-104).

**Remarks:**

- I. Introduction.
  - A. **Ask** students: “Based on your reading so far, and other information you might have, what qualities do you believe characterize effective emergency managers.”
  - B. **List** several of these on chalkboard.
  - C. **Distribute** Student Handout 6-3; “Qualities of Successful Emergency Managers.”
  - D. **Review** research study.
    1. Summarized in Kreps’ chapter (1991).
    2. Based on Drabek book (1987), i.e., *The Professional Emergency Manager: Structures and Strategies for Success*.
- II. Study Methods: Two Phases.
  - A. In-depth community **case studies** (12 locations).
    1. **Reputation approach** used to select communities, i.e., “successful” emergency manager.
    2. **Community population** varied, e.g., 1 million plus (Los Angeles County) to less than 50,000 (James Valley, South Dakota).
    3. **Geographic location** and prime hazard varied, e.g., Pinellas County, Florida – hurricane to Peoria, Illinois – tornado and flood and Los Angeles County – earthquakes, wildfire, floods, etc.
  - B. Telephone **survey**; 50 communities.
    1. **Multistage random sampling** used to insure equal numbers in each of five population **categories**.
    2. **National representation** obtained by mix across all 10 FEMA regions.
- III. Study Findings.

A. Professionalism.

1. **Work style.**

- a. Mediator.
- b. Integrator.
- c. Facilitator.
- d. Compromiser.
- e. **Not** autocratic.

2. **Knowledge.**

- a. Planning process.
- b. Relevant rules and regulations.
- c. Agency resources.

3. **Commitment.**

- a. Stays with task; tenacity.
- b. Belief in significance of emergency management.

4. **External recognition.**

- a. Meetings and conferences.
- b. Elected offices in professional associations.

B. Individual Qualities.

1. **Personality.**

- a. Organized.
- b. Enthusiastic.
- c. Diplomatic.
- d. Self-motivated.

e. Control under stress.

**2. Communication skills.**

- a. Keeps others informed.
- b. Good meeting presenter.
- c. Effective briefer.
- d. Substantiates argument.

**3. Unique personal skills.**

- a. Media background.
- b. Military background.
- c. EMS background.
- d. Community involvement.

**4. Disaster experience.**

- a. Guided successful responses.
- b. Not an over reactor.

**C. Emergency Management Activities.**

**1. Approach to emergency preparedness.**

- a. All-hazard approach.
- b. Multi-hazard emphasis.
- c. Balance among natural, technological, and conflict event preparedness.

**2. Visibility.**

- a. Out of office.
- b. Office location.

c. Agency in media.

3. **Task-related activities.**

a. Planning participation.

b. Exercises.

c. Training programs.

d. Critique sessions.

**Supplemental Considerations.**

Using the Student Handout 6-3, this section may be brief. The message is that successful **implementation** of all-hazards emergency management requires a special type of **professional**. Drabek's (1987) work provided early documentation of this **national shift** in orientation and emergent professionalism among local emergency managers. If the session is expanded into a two hour unit, this area could be **explored** in more detail through discussion of additional attributes that define **professionals** who **work within bureaucratic** structures and the types of **generalized** skills, e.g., critical thinking and communication, and specific training areas required, e.g., computer literacy, basic knowledge of chemistry and other sciences. Additional aspects of the Drabek study will be introduced in Session No. 32 ("Strategic Planning by Local Emergency Managers.") Finally, it should be noted that **professionalizing** the emergency management field creates a **uniform standard** which may facilitate **interagency interactions** thereby allowing for more **uniformity** in the response and recovery processes.

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**Objective 6.6 Describe the key responsibilities and structures of local government in emergency management.**

**Requirements:**

Student Handout 6-4.

**Remarks:**

I. Introduction.

A. **Explain:** protection of public safety requires expertise and coordinated participation from a large and **diverse array** of agencies.

1. As **population** size **increases**, so too does the **size** of the local government.

2. As **population** size **increases**, so too does the **degree of differentiation** and specialization within local government.
3. As **population** size **increases**, so too does the **degree of formalization** within local government.

B. Emergency management **implications**.

1. Different types of bureaucratic settings **require** different approaches, e.g., informally pervades small rural county; big city requires different strategies and tactics.
2. Depending on the size and location of the local government, the **structures will vary** as some responsibilities may be grouped differently among agencies.
3. **Purpose:** to gain **perspective, not details** of any one community.
4. Local governments are the **key agency** for protection of and safety of citizens.
5. State and federal agencies provide **supplemental** assistance.
6. Degree of involvement varies.
  - a. **Scope of event** – large scope, more state and federal resources required.
  - b. **Disaster agent** – e.g., nuclear power plant accident or biological pathogen, more state and federal resources required.
  - c. **Domestic terrorist event** – e.g., crime scene protection and future apprehension requires more state and federal resources.
  - d. **International terrorist event** – e.g., crime scene protection and especially apprehension responsibilities will require more federal resources, e.g., search for Al Qaeda members.
7. **Distribute** Student Handout 6-4; “Emergency Management Responsibilities and Structures of Local Government.”

II. Responsibilities.

- A. **Emphasize:** list is **illustrative**, not exhaustive.
- B. **Review** several of the responsibilities listed and provide examples.

C. **Ask** students: “What might be included in emergency operations planning?”

D. **Answer:**

1. Design and maintenance of the EOC.
2. Multiagency training.

E. **Ask** students: “What is meant by the term “continuity of government?”

F. **Answer:**

1. Plans and procedures for post-event continuation of government.
2. Back-up facilities, e.g., EOC is bombed or flooded.
3. Specification and awareness of lines of succession, e.g., top elected officials become ill during bioterrorism attack.

### III. Structures.

A. **Emphasize** list is illustrative, not exhaustive.

B. **Explain:** within a single county, there may be several cities with independent governmental structures.

C. **Explain:** nomenclature varies geographically, e.g., Louisiana uses parrish; northeast has town and townships.

D. **Explain:** within a single metropolitan area like Los Angeles there may be 60 or 70 different local governments.

1. Coordination requirements.
2. Multiple events.
3. Regional planning, e.g., evacuation routes impacted.
4. Resource sharing.

E. **Review** several of the **structures** listed to illustrate breadth.

G. **Emphasize:** most emergency management activities occur at the **local level**, however, extensive and critical resources may be provided through state and federal agencies.

1. Supplemental funding.
2. Supplemental resources, e.g., National Guard.
3. Specialized personnel, e.g., Center for Disease Control (CDC).
4. Specialized equipment, e.g., vaccine or antidote medications after bioterrorist attack.

**Supplemental Considerations:**

This brief overview has a **key message**: local governments reflect **enormous breadth** in both the scope of their emergency management **responsibilities** and the **structures** required to meet them. Through additional discussion and illustration, the section may be **expanded** easily. Student awareness will be **enriched** if the case study from Session No. 5 (“Terrorism: Changing Threat Perceptions and Response Preparedness”; Miller et al. 2001; salmonella attack in The Dalles, Oregon) is used to **illustrate** some local structures and roles.

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**Objective 6.7 Describe the general role of voluntary and private-sector organizations in emergency management.**

**Requirements:**

None.

**Remarks:**

- I. Major Disaster Responders (illustrative, not comprehensive).
  - A. **American Red Cross.**
  - B. **Salvation Army.**
  - C. **Volunteers of America.**
  - D. **Numerous religious groups.**
    1. Mennonite Disaster Service.
    2. Southern Baptist Convention.
    3. National Catholic Disaster Relief Committee.

4. B'nai B'rith.
5. Seventh Day Adventists.
6. Others.

II. National Voluntary Organizations Active in Disaster (NVOAD).

A. **Organized:** 1970.

B. **Promotes coordination** among volunteer groups.

C. National is **paralleled** with 52 state and territorial level VOADs (growing number of local VOADs).

D. **Example** member organizations of NVOAD (34 nationally based).

1. Adventist Community Services.
2. American Radio Relay League, Inc.
3. American Red Cross.
4. Catholic Charities U.S.A.
5. Christian Reformed World Relief Committee.
6. Church World Service.
7. Friends Disaster Service.
8. Mennonite Disaster Service.
9. REACT International, Inc.
10. The Salvation Army.
11. Volunteers of America.
12. World Vision.
13. Others.

E. Contact NVOAD.

1. 14253 Ballinger Terrace, Burtonsville, Maryland 20866.

2. Telephone: 301-890-2119.
3. E-mail: [jgavin@starpower.net](mailto:jgavin@starpower.net).
4. Executive Director: John Gavin.
5. Web page: <http://www.nvoad.org/>
6. Accessed: 11/22/2002.

### III. Typical Community Resources.

#### A. Private firms.

1. Food (major supermarkets, church groups and others may donate).
2. Specialized equipment (contractors, builders, etc. often donate or work under contract, e.g., debris removal).

#### B. Organized volunteer group examples.

1. Boy Scouts (and similar such organizations).
2. Amateur radio.
3. Search and rescue units.
  - a. Dog.
  - b. Diving and water.
  - c. Speleology (cave).
4. Other.

#### Supplemental Considerations:

The range and contributions of private-sector organizations in disaster responses **can not be overemphasized**. This section could be **expanded** through use of a few **case studies** of recent disasters wherein such contributions could be highlighted. Alternatively, expansion could occur through a brief history of the origins of the **Red Cross** and the development of Red Cross **principles** by **Jean Henri Dunant** and the struggle to have the organization formally recognized in the United States by **Clara Barton**. Recent developments include the establishment of the Citizen Corps by President **George W. Bush** and the formation of the **National Citizen Corps Council** in 2002. The

International Association of Emergency Managers (IAEM) is one of the **charter members** of the Council.

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**Objective 6.8 Discuss the general role of state government in emergency management.**

**Requirements:**

None.

**Remarks:**

- I. Responsibilities.
  - A. **Explain:** intent of section is **perspective**, not detail or comprehensive analysis.
  - B. **Illustrative** responsibilities include these.
    1. **Enact** emergency management legislation, e.g.,
      - a. State disaster act.
      - b. Fire regulations.
      - c. Terrorism protection.
    2. Provide **link** to access resources.
      - a. Use of National Guard.
      - b. Linking pin between federal and local governments.
    3. Governor's office: **special responsibilities**.
      - a. Activate state emergency plan.
      - b. Issue state/area emergency declarations.
      - c. Activate contingency funds or reallocate funds.
      - d. Apply for and monitor federal assistance.
- II. Structures.

A. **Explain:** state governments **vary** widely in structures and nomenclature used.

B. **Illustrative** structures include these.

1. Governor's Office.
2. Adjutant General (Air and Army National Guard).
3. State Office of Emergency Management.
4. State Counterterrorism Office.
5. State Health Department.
6. State Police.
7. Environmental Protection.
8. Others.

**Supplemental Considerations:**

This brief section is designed to enhance student **awareness** of the **state government** roles in emergency management. Depending on the context of the course, this section could be **expanded** through specific applications to a case study and/or incorporation of relevant documents, e.g., distribute a copy of the State Disaster Act from the state wherein course is offered. This is available from the State Office of Emergency Management or on the Internet.

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**Objective 6.9 Describe the general role of the federal government in emergency management.**

**Requirements:**

Overheads 6-6 through 6-8.

Student Handouts 6-5 through 6-7.

**Remarks:**

- I. Responsibilities (illustrative, not comprehensive).
  - A. Provide **legal** authorities.

1. **Example:** Robert T. Stafford Act (details disaster recovery process).
2. **Example:** Homeland Security Act (details Department of Homeland Security).

B. Provide **financial** resources.

1. **Example:** Presidential Declaration (for disaster recovery).
2. **Example:** Emergency Management Assistance Program (EMA is a matching fund program with states).

C. Provide **research** funds.

1. **Example:** National Science Foundation (NSF).
2. **Example:** U.S. Geological Survey (USGS).

D. Provide technical **information** and training.

1. **Example:** National Emergency Training Center (NETC is located in Emmitsburg, Maryland; provides emergency management and fire service courses and training materials).
2. **Example:** National Institutes of Mental Health (NIMH), e.g., technical materials on post-disaster crisis counseling.

E. Provide **terrorism** protection.

1. **Example:** Department of Homeland Security (detailed below).
2. **Example:** Department of Transportation, e.g., Transportation Security Administration (TSA) (e.g., airport baggage screeners). On March 1, 2003, TSA was relocated from the Department of Transportation into the newly created Department of Homeland Security.

II. Structures (illustrative, not comprehensive).

A. **Refer** students to relevant prior materials.

1. History of emergency management policy.
2. Major policy concerns that led to creation of FEMA.
3. Relationship of 9-11 attacks to creation of the Office of Homeland Security.

## B. Federal Emergency Management Agency.

### 1. Comprehensive Emergency Management (CEM).

- a. FEMA established within this framework.
- b. First Director (John Macy) placed priority on natural disasters and **mitigation** efforts.

### 2. Integrated Emergency Management System (IEMS).

- a. President Reagan shifted FEMA's priorities to place greater emphasis on civil defense and national security emergency preparedness.
- b. Federal, state, and local relationships became more strained as crisis relocation planning programs were implemented.
- c. IEMS provides strategic and operational terms.
- d. IEMS is the **implementation** framework for CEM.

### 3. All-Hazards Emergency Management.

- a. President Clinton's appointment of FEMA Director James Lee Witt resulted in wide scale acceptance of an All-Hazards approach to emergency management.
- b. While civil defense and national security emergency preparedness were included, the relative priority on natural and technological disasters were increased.
- c. Through programs like **Project Impact**, greater emphasis was placed on **mitigation**.

### 4. Group 4 report (2 minutes).

### 5. Mitigation factors.

- a. **Elaborate** on Group 4 report as necessary.
- b. Demographic trends, increases in and density of population.
- c. Population and capital movements, e.g., coastal growth.

d. Vulnerable groups, e.g., elderly, ethnic, poor, single parent.

**6. FEMA locations:**

a. Headquarters unit: Washington, D.C.

b. Regional offices:

1) 10 locations across U.S.A.

2) Facilitation of state coordination.

3) Examples: San Francisco, California; Denver, Colorado.

**7. FEMA Units.**

a. Operations Support (administration).

b. Preparedness, Training and Exercises.

c. Federal Insurance Administration (flood).

d. Mitigation (includes earthquake and flood plain management).

e. Response and Recovery (coordination of Federal Disaster Assistance).

f. U.S. Fire Administration (support and training of local fire fighters).

**8. Federal Response Plan (FRP).**

a. **Display** Overhead 6-6; “Federal Response Plan.”

b. **Explain:** Emergency Support Functions (ESF).

c. **Review** several of these functions.

d. **Explain:** one lead Federal agency has been designated for each **except** ESF6, Mass Care to which the American Red Cross has been assigned.

e. **Example:** ESF3 (Public Works and Engineering).

- 1) Assigned to Department of Defense (DOD) and Army Corps of Engineers.
- 2) Specialized resource needs (other agencies may be tasked).

**9. Example: Intergovernmental coordination.**

- a. Local government prepares disaster declaration.
- b. Local government documents that disaster exceeds local capabilities and requests assistance from state
- c. State government prepares disaster declaration.
- d. State government documents that disaster exceeds state capabilities and Governor requests assistance from FEMA.
- e. FEMA assesses request and submits recommendation to President.
- f. President makes Disaster Declaration and appoints a Federal Coordinating Officer (FCO).
- g. Governor appoints a State Coordinating Officer (SCO).
- h. Various units of government are integrated through a management system that is divided into four functional groups.

**1) The policy group.**

- a) Informal, flexible group.
- b) Membership: senior public officials in state, county and municipal governments.
- c) Typical members (depending on event)
  - (1) Governor.
  - (2) Adjutant General.
  - (3) State Director of Emergency Management.
  - (4) County Manager.

- (5) City Manager.
- (6) Chief of Police.
- (7) Fire Chief.
- (8) Public Works Director.
- (9) Others.

**2) The Coordination Group.**

- a) Functions as staff to policy group.
- b) Coordinates personnel and resources, relief personnel, logistical support, etc.
- c) Membership: assistants, deputies, and key staff on agencies comprising policy group.

**3) The Operational Response Group.**

- a) Action oriented group responsible for oversight and command of those on-scene.
- b) Within guidelines established by Policy Group, they request and deploy essential resources.
- c) Membership: operational supervisors of participating agencies and departments.

**4) The Field Response Group.**

- a) On-scene coordination unit.
- b) Responsible for on-scene coordination and tactical decisions.
- c) Membership: lower level supervisory personnel.

**C. Department of Homeland Security.**

1. **Distribute** and **highlight** Student Handout 6-5; “Homeland Security Concerns: Major Reports.”

- a. Reports reflected elevated concerns about terrorism.
  - b. These reports, and many others, recommended varied federal government reorganization plans.
  - c. Major issue was inadequate inter-agency coordination regarding possible terrorism attacks.
  - d. Source: Adapted from Committee on Science and Technology For Countering Terrorism. 2002, pp. 355-356.
2. **Distribute** and **highlight** Student Handout 6-6; “Creation of the Department of Homeland Security.”
- a. Homeland Security Act: signed November, 2002.
  - b. Major agencies transferred (22 total).
  - c. Cabinet level department.
  - d. Anticipated staff: 170,000.
  - e. Additional provisions:
    - 1) Staff workplace negotiations.
    - 2) Presidential waiver of employee Union Rights.
    - 3) Airline pilots allowed guns in cockpit.
    - 4) Restriction of some information previously accessed under Freedom of Information Act.
    - 5) Criminal sanction for employee disclosure of information defined as secret.
3. **Display** and review Overhead 6-7; “Department of Homeland Security: Three Primary Missions” (adapted from U.S. Department of Homeland Security 2003, p. 1).
- a. Prevent terrorist attacks within the United States.
  - b. Reduce America’s vulnerability to terrorism.
  - c. Minimize the damage from potential disasters.

4. **Display** and review Overhead 6-8; “Department of Homeland Security: Rationale” (adapted from U.S. Department of Homeland Security 2003, p. 1).
  - a. No single government agency has homeland security as its primary mission.
  - b. Responsibilities for homeland security have been dispersed among more than 100 different government organizations.
  - c. A single, united homeland security structure is needed that will improve protection against today’s threats and be flexible enough to help meet the unknown threats of the future.
  - d. Creation of the DHS is the most significant transformation of the U.S. Government in over a half-century.
  - e. The previously confusing patchwork of government activities will be transformed and realigned into a single agency.
  - f. DHS will give state and local officials one primary contact instead of many, an important advantage when it comes to matters related to training, equipment, planning, exercises and other critical homeland security needs.
  - g. DHS will manage federal grant programs for enhancing the preparedness of firefighters, police, and emergency medical personnel.
  - h. DHS will set standards for state and local preparedness activities and equipment.

5. **Department of Homeland Security.**

- a. **Distribute** Student Handout 6-7; “Department of Homeland Security.”
- b. **Single** department.
- c. **Cabinet** level unit.
- d. **Officially created** following passage of Congressional legislation and President George W. Bush’s signature (November 25, 2002).
- e. **Reflects** pre-9-11 reports and terrorism preparedness concerns.

- f. **Reflects** post-9-11 political pressure.
- g. Briefly **review** major units listed on Handout 6-7.
  - 1) Border and Transportation Security.
  - 2) Emergency Preparedness and Response.
  - 3) Science and Technology.
  - 4) Information Analysis and Infrastructure Protection.
  - 5) Secret Service and Coast Guard.
  - 6) Management Unit.

#### 6. Interagency Coordination requirements.

- a. Central Intelligence Agency (CIA) – gather and analyze **overseas intelligence**.
- b. Federal Bureau of Investigation (FBI) and Department of Justice – lead agencies for **preventing** terrorist **attacks**.
- c. Department of Transportation – responsible for highway and rail **safety** and **air traffic** control.
- d. Source: Adapted from Office of Homeland Security (2002), p. 8.

#### Supplemental Considerations:

At the **conclusion** of this session, explain to students that all of these structures **will be reviewed** throughout the course as case studies and other readings describe various implementations, resulting shortcomings and lessons learned. Point out **parallels** in the **rationales** and **concerns** that led to the creation of FEMA **and** the Department of Homeland Security. **Emphasize** that the **newly created** Department of Homeland Security is and will remain “a work in progress.” Such major reorganizations, and this is the biggest in 50 years, require time and existing **organizational cultures** do not evaporate overnight. “The Customs Service, for example, has been collecting tariffs and supervising ports since 1789, when it was established by the fifth act of Congress. The secret service has been tracking counterfeit currency since 1865.” (Firestone, 2002, p. 4-3). **Local and state government personnel** will remain the first responders for all types of disasters, although their capabilities will be **enhanced** through **supplemental** federal resources. Implementation of new federal structures and responses to future **terrorist**

**attacks** represent important **challenges** to all sectors of the emergency management profession.

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