

Animals in Disasters

MODULE A UNIT 3

The Four Phases of Emergency Management

Overview

This unit covers ways in which emergency management can be applied to individuals and communities. It implies that much of what will happen in an emergency or a disaster can be predicted. This knowledge allows individuals and communities to anticipate the types of disasters that are likely to affect them, and to think of ways to reduce the impact, or prevent disasters altogether.

Family and community disaster preparedness is often referred to as emergency preparedness, and involves thinking about hazards that threaten your safety at home and in your community and developing a preparedness plan for your family. For many, animals are an important part of their families and their livelihood. Therefore, animals should be included in a preparedness plan.

Objectives

Upon completion of this unit you should be able to:

- ▶ Define emergency management
- ▶ Define the four phases of emergency management and describe activities associated with each phase
- ▶ Describe the organization of emergency management at the local, State and Federal levels
- ▶ Discuss the ways in which emergency management at the local, State and Federal levels work together and form a partnership

Historical background on emergency management

Emergency management was institutionalized in 1979 with the creation of the Federal Emergency Management Agency (FEMA). Five Federal agencies that dealt with many types of emergencies consolidated to form FEMA. Since that time, many State and local organizations have changed the names of their organizations to include the words: emergency management.

The name change indicates a change in orientation from specialized preparedness for single or narrowly defined categories of hazards toward an *all-hazards* approach that includes potential threats to life and property through environmental and technological hazards, and domestic and foreign attacks. This change reflects not a *reduction* in security, but an increased emphasis on making the nation's emergency management capability responsive to any major emergency.

The concept of *emergency management* consists of three interrelated components, as shown in this table.

All types of hazards	There are many common features of technological and natural disasters and attack, suggesting that many of the same management strategies can apply to all emergencies.
An emergency management partnership	Finding resources for disaster management requires a partnership among all levels of government (local, State, and Federal) and the private sector (business and industry, voluntary organizations, and the public). This approach also allows the disaster victims to contribute to emergency management solutions. Emergency managers and the animal-care community can collaborate in such a partnership.
An emergency life cycle	Disasters do not just appear one day – they exist throughout time and have a life cycle of occurrence. This cycle is matched by a series of management phases: establish strategies to mitigate hazards; prepare for and respond to emergencies; and recover from effects.

Legal responsibilities

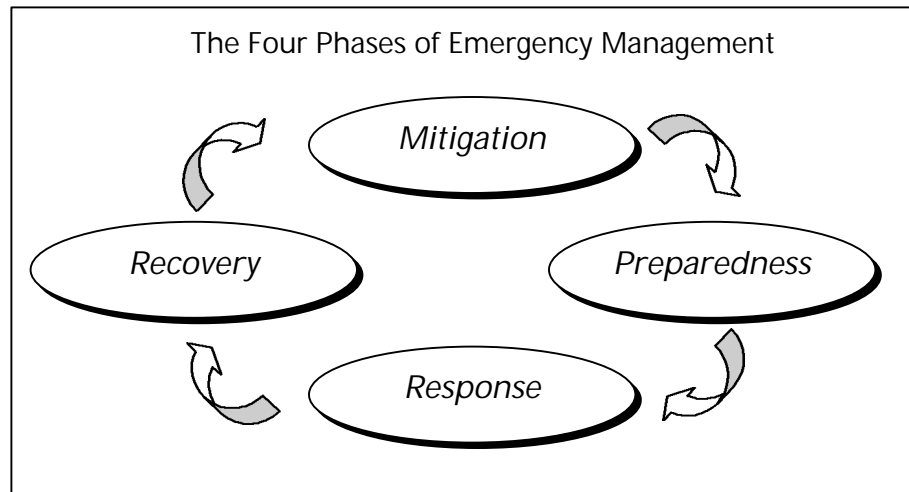
Many States require that local jurisdictions provide for the position of emergency program manager. At each level of government, laws define the responsibility and authority of emergency managers and management programs.

If you know how emergency management works at the various governmental levels, you can coordinate your personal preparedness plans with official community plans. You may even become a part of your local or State emergency management program. Coordination of knowledge, resources and expertise between government officials and the private sector is a basic principle of emergency management.

The four phases of emergency management

Since World War II emergency management has focused primarily on preparedness. Often this involved preparing for enemy attack. Community preparedness for all disasters requires identifying resources and expertise in advance, and planning how these can be used in a disaster. However, preparedness is only one phase of emergency management. Current thinking defines four phases of emergency management: mitigation, preparedness, response, and recovery. There are entire courses on each of these phases.

The following diagram illustrates the four phases of emergency management.



The following table briefly describes each of these phases.

The Four Phases of Emergency Management	
<p>Mitigation Preventing future emergencies or minimizing their effects</p>	<ul style="list-style-type: none"> ▶ Includes any activities that prevent an emergency, reduce the chance of an emergency happening, or reduce the damaging effects of unavoidable emergencies. ▶ Buying flood and fire insurance for your home is a mitigation activity. ▶ Mitigation activities take place before and after emergencies.
<p>Preparedness Preparing to handle an emergency</p>	<ul style="list-style-type: none"> ▶ Includes plans or preparations made to save lives and to help response and rescue operations. ▶ Evacuation plans and stocking food and water are both examples of preparedness. ▶ Preparedness activities take place before an emergency occurs.
<p>Response Responding safely to an emergency</p>	<ul style="list-style-type: none"> ▶ Includes actions taken to save lives and prevent further property damage in an emergency situation. Response is putting your preparedness plans into action. ▶ Seeking shelter from a tornado or turning off gas valves in an earthquake are both response activities. ▶ Response activities take place during an emergency.
<p>Recovery Recovering from an emergency</p>	<ul style="list-style-type: none"> ▶ Includes actions taken to return to a normal or an even safer situation following an emergency. ▶ Recovery includes getting financial assistance to help pay for the repairs. ▶ Recovery activities take place after an emergency.

Mitigation

This phase includes any activities that prevent an emergency, reduce the likelihood of occurrence, or reduce the damaging effects of unavoidable hazards. Mitigation activities should be considered long before an emergency.

For example, to mitigate fire in your home, follow safety standards in selecting building materials, wiring, and appliances. But, an accident involving fire could happen. To protect yourself and your animals from the costly burden of rebuilding after a fire, you should buy fire insurance. These actions reduce the danger and damaging effects of fire.

Preparedness

This phase includes developing plans for what to do, where to go, or who to call for help before an event occurs; actions that will improve your chances of successfully dealing with an emergency. For instance, posting emergency telephone numbers, holding disaster drills, and installing smoke detectors are all preparedness measures. Other examples include identifying where you would be able to shelter your animals in a disaster. You should also consider preparing a disaster kit with essential supplies for your family and animals.

Response

Your safety and well-being in an emergency depend on how prepared you are and on how you respond to a crisis. By being able to act responsibly and safely, you will be able to protect yourself, your family, others around you and your animals. Taking cover and holding tight in an earthquake, moving to the basement with your pets in a tornado, and safely leading horses away from a wildfire are examples of safe response. These actions can save lives.

Recovery

After an emergency and once the immediate danger is over, your continued safety and well-being will depend on your ability to cope with rearranging your life and environment. During the recovery period, you must take care of yourself and your animals to prevent stress-related illnesses and excessive financial burdens. During recovery, you should also consider things to do that would lessen (mitigate) the effects of future disasters.

What makes emergency management work?

Emergency management works when you and your local, State and Federal government fulfill emergency management responsibilities. Voluntary organizations also have important responsibilities during disasters. This next section describes responsibilities at each of these levels.

Personal responsibilities

Animals owners have the ultimate responsibility for their animals. Community disaster preparedness plans try to incorporate the care of animals and their owners in their plans, but plans can only coordinate care – they cannot always provide it. The best way to be prepared is to create a personal emergency plan that includes provisions to care for your animals. You can learn how to prepare such a plan from your local American Red Cross office, your local emergency management agency and numerous other groups. Some classes are listed in the appendix. Once you develop your personal emergency management plan, you may:

- ▶ Be prepared to deal with the four phases of most emergencies;
- ▶ Find it much easier to understand the actions of official emergency managers; and
- ▶ Help with the official response.

Local government responsibilities

Local governments make plans and provide resources to protect their citizens from the hazards that threaten their communities. This is done through mitigation activities, preparedness plans, response to emergencies, and recovery operations. Wherever you live within the United States, a county or municipal agency has been designated as your local emergency management agency. The local government level is the most important at which to develop emergency management plans because local governments serve as the link between you and the State and Federal agencies in the emergency management network.

Local law will specify a chain of command in emergencies. It will spell out who reports to whom. The chief executive officer or jurisdiction manager is charged with creating effective emergency services.

The following table lists responsibilities of local governments in terms of emergency management.

Local Government Responsibilities

- ▶ Identifying hazards and assessing their potential risk to the community.
- ▶ Determining the community's capability to mitigate against, prepare for, respond to, and recover from major emergencies.
- ▶ Identifying and employing methods to improve the community's emergency management capability through efficient use of resources, improved coordination, and cooperation with other communities and with the State and Federal governments.
- ▶ Establishing mitigation measures such as building codes, zoning ordinances, or land-use management programs.
- ▶ Developing and coordinating preparedness plans.
- ▶ Establishing warning systems.
- ▶ Stocking emergency supplies and equipment.
- ▶ Educating the public and training emergency personnel.
- ▶ Assessing damage caused by the emergency.
- ▶ Activating response plans and rescue operations.
- ▶ Ensuring that shelter and medical assistance are provided.
- ▶ Recovering from the emergency and helping citizens return to normal life as soon as possible.

You can assist your community in developing and improving community disaster plans for the care of animals and their owners by doing the following.

- ▶ Find out who your emergency manager and animal industry representatives are;
- ▶ Determine how these groups perceive hazards in your community;
- ▶ Review with the emergency manager and animal-care groups in your community the most important areas of need to provide care for animals and their owners in disasters; and
- ▶ Determine where you might fit in and be able to help your community as a whole.

Working with local emergency managers before a disaster strikes can help all animal owners during a disaster.

State government responsibilities

The State emergency management office is responsible for protecting communities and citizens within the State. The State office carries out statewide emergency management activities, helps coordinate emergency management activities involving more than one community, or assists individual communities when they need help. If any community lacks the resources needed to protect itself or to recover from a disaster, the State may help with money, personnel, or other resources.

Financial assistance is available on a supplemental basis through an application process. The Governor reviews the local government's application, studies the damage estimates and, if appropriate, declares the area a State disaster. This official declaration makes State resources available. However, if damages are so extensive that the combined local and State resources are not sufficient, the Governor applies to the President for Federal disaster assistance. If the need for Federal assistance funds is justified, the President issues a major disaster declaration and Federal resources are made available. This system ensures that the State and Federal limited resources are used wisely and fairly, and the needs of disaster victims are met.

State emergency management offices often have various names and procedures for operating. Titles commonly used include Emergency Management, Civil Defense, Civil Preparedness, and Disaster Services. In this text, the term emergency management is used to refer to these State offices. The State is the pivotal point between policy guidance and resources available at the Federal level and the implementation of comprehensive emergency management programs at the local level.

Federal government responsibilities

At the Federal level of government, the Federal Emergency Management Agency (FEMA) is involved in mitigation, preparedness, response, and recovery activities. FEMA helps the States in several ways. FEMA provides the following programs:

- ▶ Training programs and research information on the latest mitigation measures;
- ▶ Review and coordination of State emergency plans;
- ▶ Financial assistance;
- ▶ Flood insurance to individuals and businesses in communities that join the National Flood Insurance Program (NFIP);

- ▶ Subsidies to State and local offices of emergency management for maintaining emergency management programs;
- ▶ Guidance and coordination for plans to warn and protect the nation in national security emergencies; and
- ▶ Coordination of services for disaster response and recovery activities.

In addition, FEMA may provide supplemental resources when communities and States do not have sufficient resources to protect or assist their citizens, restore essential services that can get the local economy going again, and meet disaster-related needs of individuals.

FEMA is your principal source of Federal assistance for education in disaster management. It provides a variety of training opportunities, including this course. Many of FEMA's courses are taught through your State emergency management agency. FEMA also provides classroom instruction and operates the National Emergency Training Center which offers higher level courses in emergency management.

Voluntary agencies and organizations

One of the most important voluntary organizations in terms of disasters is the American Red Cross. The American Red Cross is a humanitarian organization, chartered by Congress and led by volunteers, that provides relief to victims of disasters. Each local chapter is responsible for providing disaster relief services in the community it serves. In large-scale disasters, volunteers from across the country may respond. The American Red Cross provides individuals and families with food, shelter, first aid, clothing, bedding, medicines and other services.

Voluntary organizations like the Salvation Army, Catholic Charities, Mennonite Disaster Services, and other local church and civic organizations often help disaster victims by distributing food, medicine, and supplies, and by providing temporary shelter. Many voluntary organizations also conduct fund-raising drives to provide financial assistance to disaster victims.

The following table summarizes the responsibilities for emergency management at various levels.

Emergency Management

The goal of emergency management is to provide protection from all hazards for the citizens, properties, and governments within the United States. Effective emergency management includes a functional approach to all emergencies, cooperative planning, appropriate use of resources, and shared responsibilities among the three levels of government.

- ▶ Personal disaster preparedness is the first and most effective intervention to reduce the impact of disasters.
- ▶ The local government is responsible for emergency planning response and continued assessment of its ability to protect citizens and property within the community.
- ▶ In some States, there are several layers between the local and the State level. You must become familiar with your State's structure.
- ▶ The State government is responsible for assisting the communities within the State by reviewing plans and providing guidance. The State government also makes plans and assesses its capability to provide protection from large-scale, statewide disasters.
- ▶ A State will assist communities within the State that do not have adequate resources to protect themselves or to recover from disaster.
- ▶ The Federal government is responsible for assisting the States by reviewing plans, providing guidance, making plans and assessing their capability to provide protection from large-scale, nationwide disasters. It supplements State assistance when State and local resources are insufficient to complete recovery. In the event of a response to a Federally declared disaster, FEMA acts primarily in a coordinating role.

Scenario

To understand how emergency management is applied at the local level and how it relates to you as an individual, let's look at an imaginary community and some of its emergency management activities. We'll call the community Centerville. It is a medium-sized town of 20,000 people, located alongside a river.

Centerville: The four phases in action

One of the major hazards that threatens Centerville is flooding. Centerville joined the National Flood Insurance Program (NFIP) by adopting a local ordinance to regulate building activities in the flood-prone areas. Because of this, any resident or property owner is eligible to purchase Federal flood insurance. The Centerville Town Council appointed an emergency manager to prepare plans that included a warning system, evacuation plans, and emergency response teams to help move people and their animals to safety from the low-lying areas of the community.

There are several farms with livestock in floodplains. The emergency manager distributed flood preparedness information, presented public and school programs on flood hazards and preparedness, and encouraged citizens and businesses in the community to buy flood insurance provided by the NFIP through property insurance companies and agents. The local government and the Red Cross pre-identified shelter sites and offered first aid and shelter operations courses to the public. Representatives from the local animal-care community also identified fencing, cage and feed suppliers in the area that were willing to help farmers and pet owners in the event of major flood. In cooperation with the National Weather Service and the State, Centerville installed a series of river gauges at certain points along the river to monitor water levels and provide an advance warning system.

One spring, a major flood struck Centerville. Warnings were issued, and response teams quickly followed emergency plans and procedures. Early in the incident, most owners moved with their pets to stay temporarily with friends and family in nearby towns. Farmers and horse owners also moved their animals to higher ground. One swine producer decided to send his finishing hogs to slaughter early. For those farmers that could not move their cattle to higher ground, the State Department of Transportation was called to help coordinate the evacuation of several hundred cattle from farms in areas that would be most severely flooded. At the same time, citizens in threatened areas were evacuated to Red Cross emergency shelters. The local humane shelter set up an emergency shelter for pets with cages supplied from a local pet supermarket and another shelter for horses at the county fairgrounds. Veterinarians and animal control personnel supervised the admission and health status of all animals. No lives were lost and only minor injuries occurred. However, damage to homes, businesses, and farmlands were extensive.

The amount of damage and economic loss was quickly estimated by local disaster assessment teams. These teams worked closely with the county extension educators, local veterinarians and the humane association, to assess damages to farms and other properties caring for animals. The Mayor contacted the State's office of emergency management and gave the damage report. The State contacted FEMA with the damage report, and requested a joint Federal, State, and local assessment. Based on the results of the joint assessment, the Governor requested a Presidential declaration of major disaster through FEMA. The President declared Centerville a major disaster area and authorized release of Federal disaster assistance funds.

FEMA, in coordination with the State and local governments, established a disaster assistance hotline and disaster recovery center in Centerville where its citizens and business owners applied for disaster relief funds. After applications were reviewed, disaster relief funds from the Federal government were distributed to disaster victims and local jurisdictions based on the funding available and the documentation provided.

In addition, those citizens of Centerville who had purchased a flood insurance policy contacted their insurance agents and had the damage assessed immediately. Flood insurance claims were paid quickly, and flood victims began to rebuild in ways that made their property less prone to damage in the next flood. In a few months, Centerville homes and businesses were safer than ever.

How were the citizens of Centerville protected?

Before a flood emergency . . .

- ▲ The local government knew that flooding was a hazard.
- ▲ Plans had been developed with representatives from the animal-care community to protect people, animals and property in the event of flood.
- ▲ A floodplain management ordinance was adopted and enforced.
- ▲ A warning system was established.
- ▲ Citizens were informed of the risk of floods and encouraged to buy flood insurance.

During a flood emergency . . .

- ▶ Warnings were issued, and livestock was moved early to prevent greater problems later.
- ▶ Everyone knew what to do, and understood the importance of early evacuation of pets and farm animals.
- ▶ The plans made earlier were put into action.
- ▶ People evacuated quickly.
- ▶ Shelters were prepared.
- ▶ Medical and health services were available.

After a flood emergency . . .

- ▶ Damage to property was quickly assessed by persons knowledgeable of the animal industry. After proper documentation, insurance claims were promptly paid.
- ▶ Governments (local, State, and Federal), disaster relief organizations (such as the Red Cross), humane shelters, local veterinarians and individual citizens, worked together to help Centerville recover.

Some personal examples

So far we have discussed how emergency management applies to a community. The same principles also apply on a personal level. Each of us can prepare for, respond to, recover from and mitigate disasters that threaten our personal lives. Animal owners are actually required to think in those terms, because they are responsible for the safety and well-being of their animals. Let's illustrate the four phases of emergency management with two personal examples.

The horse show that didn't happen

You are traveling with your horse to a show where it will likely be a winner and a tire on the trailer explodes. Your truck and trailer swerve into a ditch. Fortunately nobody in the truck is hurt and you are able to get the trailer out of the ditch, but your horse appears to have cut his poll (top of the neck) and is in considerable pain. Anticipating emergencies and break downs you recently installed a cellular phone in your truck. You call the highway patrol to help secure the area and request a local equine veterinarian to examine your horse.

The highway patrol arrives at the same time as the veterinarian. The area is secured and you and the veterinarian carefully back your horse

out of the trailer. The veterinarian determines that follow-up radiographs will show if the horse has any internal damage. For the moment the horse appears well enough to continue the journey having received anti-inflammatory analgesic therapy by the veterinarian.

You decide it is best to take your horse home, where it can recover from its shock in a familiar environment. Before you carry on you replace the flat tire with a spare and have the burst tire replaced in the next town. Once home, you call your regular veterinarian who takes radiographs of the injured area of your horse.

Fortunately, your horse did not sustain serious injuries. From then on, before each show and throughout the years you regularly check the wear and condition of all the tires on your truck and trailer. Your diligence pays off and your horse wins its next show.

When you respond to emergency situations or dangers in this manner, you are practicing emergency management.

Mitigation	You learned from your experience and applied your knowledge to improve on transport safety by regularly checking the condition of your equipment.
Preparedness	You prepared yourself by equipping your truck with a cellular phone that you used to contact highway patrol to help you secure the area, and ensure the safety of your horse and passing motorists.
Response	When the emergency occurred you reacted responsibly by calling a veterinarian to examine your horse and give a professional opinion on its health status. You also rested the horse by returning home and not entering the show.
Recovery	Once the immediate emergency was over you repaired the damage by replacing the tire and lost no time in ensuring that you had another spare in case of another incident. You also contacted your regular veterinarian to be sure that your horse had not sustained internal injuries and did not require treatment.

The puppy that
conquered
firecrackers

You recently bought a dog, which is a great family pet, plays nicely with children and is friendly to visitors. It is late June and Fourth of July celebrations have begun. Random firecrackers are being set off. Your dog is crying, digging at the floor and tearing at the door as a result of the loud noises. His barking is disturbing the neighbors and you are concerned about his frantic behavior and the damage he is doing to your home. You realize that the problem is likely to intensify with the upcoming holiday.

You phone your veterinarian who recommends that you bring your dog in for an examination. Upon examination you and your veterinarian agree that sedation may be the best temporary solution. Twenty minutes later the sedative is working and your dog is sleeping quietly at home. Your veterinarian also sends you home with medication to administer until the Fourth of July has passed, and suggests you keep your dog comfortably confined in a room with a radio playing.

You administer the medication as directed, and the remainder of the holiday passes uneventfully. Your pet again becomes a relaxed and playful member of the family. To give everyone a brighter outlook, the entire family goes for a walk to a neighborhood park.

Your veterinarian also identified steps you can take to desensitize your dog to loud noises in the future. You practice these steps and by the end of the summer your dog is no longer afraid of loud noises.

How do the phases of emergency management apply to this situation?

Mitigation	You learned how to desensitize your dog to prevent future problems.
Preparedness	Although you might not have been prepared the first time, you acted quickly to control your pet's behavior for the remainder of the holiday period, and for future events, by obtaining prescription sedatives.
Response	You immediately sought help from your veterinarian.
Recovery	You relieved stress in your pet and reinforced the bond with the family by going on a walk together.



LEARNING CHECK – WHAT HAVE YOU LEARNED ABOUT THE FOUR PHASES OF EMERGENCY MANAGEMENT?

This activity is designed to assess your understanding of the information presented in this unit.

Directions: Answer the questions – use the Answer Key in Unit 10 to check your answers.

True or False

1. Preparedness and response activities always occur at the same time.
2. Government officials are ultimately responsible for animals in disasters.
3. Response activities are actions taken to save lives and prevent future property damage in a disaster or emergency situation.
4. The State is the point between policy guidance and resources available at the Federal level and the implementation of comprehensive emergency management programs at the local level.
5. The Federal level is the most important at which to develop emergency management plans.
6. Response activities take place before an emergency occurs.

Multiple Choice

7. These include actions taken to return to normal once an emergency occurs.
 - a. Mitigation
 - b. Response
 - c. Preparedness
 - d. Recovery
8. Following safety standards in selecting building materials is an example of this type of activity.
 - a. Mitigation
 - b. Response
 - c. Preparedness
 - d. Recovery
9. At the local level, the authority granted to the emergency manager is defined by:
 - a. Local laws or ordinances
 - b. The Governor
 - c. The director of the State emergency management office
 - d. The authority of the emergency manager is not defined

Fill in the Blank

10. List various levels at which emergency management can take place.
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Summary

In this unit, you learned the definition of emergency management; the four phases of emergency management; the responsibilities of individuals and local, State, and Federal governments in regard to emergency management; and looked at some examples of emergency management in action.

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