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Introduction to Emergency Management
Third Edition

George D. Haddow
Jane A. Bullock
Damon P. Coppola
Dedication

This book is dedicated to Lacy Suiter. Lacy taught us all the responsibility, privilege, and honor of serving people as emergency managers. He singlehandedly made emergency management an important discipline to the safety of our citizens. He was a gentleman, mentor, teacher, cheerleader, and impromptu singer. But most of all he was the best friend anyone could ever have.
# Table of Contents

- Foreword xi
- Acknowledgments xiii
- Introduction xv

1. The Historical Context of Emergency Management 1
   - Introduction 1
   - Early History: 1800–1950 2
   - The Cold War and the Rise of Civil Defense: 1950s 3
   - Natural Disasters Bring Changes to Emergency Management: 1960s 3
   - The Call for a National Focus on Emergency Management: 1970s 5
   - Civil Defense Reappears as Nuclear Attack Planning: 1980s 7
   - Terrorism Becomes the Major Focus: 2001 13
   - The Hurricane Katrina Debacle: 2005 21
   - The Future Environment of Emergency Management 25

2. Natural and Technological Hazards and Risk Assessment 27
   - Introduction 27
   - Natural Hazards 28
   - Technological Hazards 52
   - Risk Assessment 68
   - Technology 69
   - Social and Economic Risk Factors 70
   - Conclusion 72
3. The Disciplines of Emergency Management: Mitigation 75
   Introduction 75
   Tools for Mitigation 76
   Impediments to Mitigation 82
   Counterproductive Mitigation Measures 83
   Federal Mitigation Programs 83
   Nonfederal Mitigation Grant Programs 89
   Conclusion 89
   Case Study 90

4. The Disciplines of Emergency Management: Response 99
   Introduction 99
   Local Response 100
   State Response 106
   Volunteer Group Response 108
   Incident Command System 111
   Federal Response 113
   Communications among Responding Agencies 143
   Conclusion 146
   Case Studies 147

5. The Disciplines of Emergency Management: Recovery 155
   Introduction 155
   The National Response Plan for Disaster Recovery Operations 157
   FEMA's Individual Assistance Recovery Programs 160
   FEMA's Public Assistance Grant Programs 164
   Other Federal Agency Disaster Recovery Funding 166
   National Voluntary Relief Organizations 169
   Recovery Planning Tools 170
   Conclusion 171
   Case Studies 171
Contents

6. The Disciplines of Emergency Management: Preparedness 183
   Introduction 183
   Preparedness: The Building Block 184
   Mitigation Versus Preparedness 185
   A Systems Approach: The Preparedness Cycle 185
   Preparedness Programs 189
   Education and Training Programs 194
   Exercises 200
   Business Continuity Planning and Emergency Management 207
   Conclusion 208
   Case Studies 209

7. The Disciplines of Emergency Management: Communications 227
   Introduction 227
   Mission 228
   Assumptions 228
   Audience and Customers 231
   Crisis Communications: Response and Recovery 232
   Communicating Preparedness and Mitigation Messages 234
   Working with the Media 238
   Communications Means and Product 241
   Conclusion 246
   Case Studies 246

8. International Disaster Management 251
   Introduction 251
   Disasters in Developing Nations 252
   International Involvement 252
   Important Issues Influencing the Response Process 253
   The United Nations System 255
   Nongovernmental Organizations 271
   Assistance Provided by the U.S. Government 276
   The International Financial Institutions 280
   Conclusion 287
   Case Study 287
# CONTENTS

   - Introduction 303
   - Changes in Emergency Management and the War on Terrorism 304
   - Summary of September 11 Events 306
   - First Responder Evaluation 313
   - Federal Government Antiterrorism Activity 319
   - The 911 Commission 356
   - State Government Antiterrorism Activity 366
   - Local Government Antiterrorism Activity 368
   - The Effect of Hurricane Katrina on Terrorism
     Preparedness and Response 376
   - Conclusion 376
   - Case Study 377

10. The Future of Emergency Management 385
    - Understanding the Past 386
    - Option 1. A New FEMA 388
    - Option 2. Nonprofit Organizations Are Emergency Management 390
    - Option 3. Recreate Emergency Management with a New Entity 391
    - Conclusion 394

Katrina: A Case Study 397

Appendix: Selected Acronyms 445
References 451
Index 455
In 1993, when I took over leadership of the Federal Emergency Management Agency (FEMA), emergency management was not a very well known or respected discipline. Many in the profession were hold-overs from the days of civil defense and most elected officials did not see the value of emergency management until they had a major disaster in their community; and even then the value was transitory. Throughout the 1990s, as the United States and the world experienced an unprecedented number of severe disasters, the critical role emergency management plays in protecting the social and economic stability of our communities was evidenced. Emergency management began to grow beyond the response environment and focus on risk analysis, communications, risk prevention/mitigation, and social and economic recovery. This required a new skill base for emergency managers, and colleges and universities added courses and degrees in emergency management to their offerings. This resulted in a better educated, multidisciplinary, proactive approach to emergency management. Emergency managers were valued members of a community’s leadership. Emergency management became an important profession. It allowed me as Director of FEMA, to work with our State, local and private partners to build one of the most respected emergency management systems in the world.

As the tragic outcome of Hurricane Katrina so vividly demonstrated, a strong emergency management system is vital to the safety of all of our citizens. There is no time in our recent history when the need for and understanding of the discipline of emergency management have been more important. The current risk environment we live in, from potential bioterrorist threats, increasingly severe hurricanes and floods, and more frequent wildfires, has dramatically increased the skills and knowledge required to be an effective emergency manager in today’s world.

Introduction to Emergency Management is the authoritative guide on today’s discipline of emergency management. It takes the reader through the historical context of emergency management to the present day evolution into the world of homeland security. The book focuses on the elements of an emergency management process while providing the policy underpinnings that support that process. It provides a comprehensive case study that examines the events and issues surrounding Hurricane Katrina. While focusing on the current changes happening to United States system for emergency management, it provides readers with a solid background in international practices and policies for disaster management/homeland security. The book gives the reader practical, real world
experiences through documented case studies and provides extensive references and internet sites for follow up research.

My philosophy about emergency management has always been that we need to take a common-sense, practical approach to reducing the risks we face and protecting our citizens and our communities. We need to identify our risks, educate and communicate to our people about those risks, prepare as best we can for the risks, and then, together, form partnerships to take action to reduce those risks. This approach applies whether we are dealing with a flood, a tornado, a hazardous materials spill, a wildfire, a potential suicide bomb explosion, or a pandemic flu outbreak. The authors of this book were my Deputy Chief of Staff and my Chief of Staff, respectively, when I was Director of FEMA. Together we worked to apply this approach to making our citizens and communities more disaster resistant and safer throughout the world. As you read and learn from this book, I hope you will keep those ideals in mind.

—James Lee Witt, James Lee Witt Associates
Acknowledgments

This book could not have been completed without the assistance of a series of valuable partners. First, we would like to thank Wayne Blanchard, whose vision, encouragement, and insights on effective education in emergency management have improved our work and the work of emergency managers everywhere. Second, the authors are grateful to the Institute for Crisis, Disaster, and Risk Management at The George Washington University and its co directors, Dr. Jack Harrald and Dr. Joseph Barbera, for their support. The Institute’s Greg Shaw’s humor helped us keep things in perspective. The third group includes the many professors, students and practitioners who have talked with us about different aspects of the book and provided suggestions to make the text more relevant and useful. Finally, the authors wish to thank their respective spouses, Kim Haddow and Mary Gardner Coppola, for their enduring good humor and patience.
Introduction

No country, no community, and no person is immune to the impact of disasters. Disasters, however, can be and have been prepared for, responded to, recovered from, and had their consequences mitigated to a certain degree. The profession and the academic discipline that addresses this “management” of disasters is called emergency management. This book, Introduction to Emergency Management, is designed to provide the reader with a comprehensive foundation on the background, components, and systems involved in the management of disasters and other emergencies. Herein are detailed current practices, strategies, and the key players involved in emergency management both within the United States and around the world. The intent is to provide the reader with a working knowledge of how the functions of emergency management operate and the influence they can have on everyday life.

This edition of the textbook is very different from the previous editions, because it reflects the experience of Hurricane Katrina, which demonstrated that the system of emergency management in the United States is broken. The devastating results of the government’s failure to respond to Hurricane Katrina can be summarized in the over 1,800 lives lost and billions of dollars in property destroyed. The failure of FEMA and state and local emergency management and the political leadership at all levels in New Orleans, Louisiana, and Washington, D.C., was witnessed by millions of people around the world. A national system of emergency management that was once regarded as one of the most effective and emulated systems in the world proved incompetent in responding to an event that had been long predicted, planned for, and studied. Even now, two years after the Category 3 storm made landfall, the recovery has been equally ineffective and characterized by political and bureaucratic bungling. Unlike the sudden attacks of September 11, a Category 3 hurricane was something that emergency management should have been able to handle, something for which the system had been training and exercising. However, changes made to the system in the aftermath of September 11, 2001, directly contributed to the debacle of Katrina. This edition looks more closely at the changes to emergency management in the post-September 11 environment, discusses how these changes may have contributed to the events of Hurricane Katrina, and suggests some options for future directions in emergency management in the United States. Because of the impact of the event, a special case study focuses solely on Hurricane Katrina, but we include the impact and implications of the Katrina experiences in each of the chapters as appropriate.
While the book emphasizes the U.S. domestic system of emergency management, many of the experiences in the face of disasters across the globe are discussed. Lessons learned and emerging trends are replicable to emergency management systems around the world. Emergency management in the United States has experienced every form of disaster: natural, human-made, and political. The lessons learned from these experiences, the changes made in response to these events, and how the system continues to evolve in the aftermath of Katrina and because of new threats provide a solid landscape to examine what emergency management is or could be.

However, this book is not exclusively focused on FEMA. State and local emergency management organizations are the subjects of many of the included case studies, and their collaborative affiliations with FEMA are discussed at length throughout the text. In fact, the states are given responsibility for public health and safety under the U.S. Constitution. The federal government becomes involved only after the state government has requested assistance or when it is apparent that the state agencies are or will be unable to fulfill their basic functions. The federal government is the primary source of the funding for public health and safety programs, with the states and communities as the primary recipients, resulting in a strong federal presence in emergency management. The competition for oftentimes scarce resources, coupled with the immediate priorities of state and local governments, has ensured a strong federal influence in emergency management—a trend that may be changing, as we discuss in later chapters.

A comprehensive chapter is included that describes emergency management activities in the international sector. When the ability of an individual nation or a region as a whole to respond to a disaster is exceeded, the world’s nations must join together to intervene and assist to manage the event. With greater frequency, events such as the 2004 Asian earthquake and tsunami highlight the need for a more robust international emergency management system, and governments across the globe have focused more attention on the issue. A detailed case study of the response to the 2001 earthquake in Gujarat, India, is provided to illustrate these systems.

A brief summary of the contents and special features of this edition follows:

- Chapter 1, The Historical Context of Emergency Management, includes a brief discussion of the historical, organizational, and legislative evolution of emergency management in the United States by tracing the major changes triggered by disasters or other human or political events, including the creation of the Department of Homeland Security. The chapter includes an analysis of the organizational, legislative, and policy changes made in emergency management both before and after Hurricane Katrina.
- Chapter 2, Natural and Technological Hazards and Risk Assessment, identifies and defines the hazards confronting emergency management.
- Chapter 3, The Disciplines of Emergency Management: Mitigation, discusses the function of mitigation and the strategies and programs applied by emergency management or other disciplines to reduce the impact of disaster events.
Chapter 4, The Disciplines of Emergency Management: Response, focuses on the essential functions and processes of responding to a disaster event.

Chapter 5, The Disciplines of Emergency Management: Recovery, describes the broad range of government and voluntary programs available to assist individuals and communities in rebuilding in the aftermath of a disaster.

Chapter 6, The Disciplines of Emergency Management: Preparedness, catalogues the broad range of programs and processes that constitute the preparedness function of modern emergency management.

Chapter 7, The Disciplines of Emergency Management: Communications, breaks from the more traditional approach to emergency management and focuses on why communication with the public, the media, and partners is critical to emergency management in the twenty-first century.

Chapter 8, International Disaster Management, provides an overview of current activity in international emergency management through an examination of selected international organizations.

Chapter 9, Emergency Management and the New Terrorist Threat, describes how the events of September 11 altered the traditional perceptions of emergency management.

Chapter 10, The Future of Emergency Management, looks at the post-September 11, post-Katrina environment and provides insights, speculations, recommendations, and three options on where emergency management is or should be headed in the future.

A special case study on Hurricane Katrina that provides an in-depth analysis and discussion of the hurricane, including detailed timelines, statistics, and experiences of the event. This case study includes analysis of the reports and commentaries by congressional committees, the Bush administration, and others about what happened in Katrina and discusses the diverse and numerous recommendations put forth to correct the problems experienced in Katrina.

Supplements for this book are available online at: books.elsevier.com/companions/9780750685146

Our goal in writing this book was to provide readers with an understanding of emergency management, insight into how events have shaped the discipline, and thoughts about the future direction of emergency management. The events of September 11 and the failures of Hurricane Katrina demonstrate the critical need for and value of emergency management. The evolving threats, the realities of global climate change, and our changing social, economic, and political environment demand innovative approaches and leadership. We hope this text will motivate each reader to accept the challenge.