

Emergency Management and Tactical Response Operations

THE BUTTERWORTH-HEINEMANN HOMELAND SECURITY SERIES

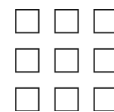
Other titles in the Series:

- **Biosecurity and Bioterrorism** (2008)
ISBN: 978-0-7506-8489-7
Jeffrey R. Ryan and Jan F. Glarum
- **Maritime Security** (2008)
ISBN: 978-0-12-370859-5
Michael McNicholas
- **Introduction to Emergency Management, Third Edition** (2008)
ISBN: 978-0-7506-8514-6
George Haddow et al.
- **Terrorism and Homeland Security: An Introduction with Applications** (2007)
ISBN: 978-0-7506-7843-8
Philip P. Purpura
- **Introduction to Homeland Security, Third Edition** (2008)
ISBN: 978-1-85617-509-8
Jane Bullock et al.
- **Emergency Response Planning for Corporate and Municipal Managers, Second Edition** (2006)
ISBN: 978-0-12-370503-7
Paul Erickson

Other related titles of interest:

- **Introduction to Security, Eighth Edition** (2008)
ISBN: 978-0-7506-8432-3
Robert J. Fischer, Edward P. Halibozek, and Gion Green
- **Background Screening and Investigations** (2008)
ISBN: 978-0-7506-8256-5
W. Barry Nixon and Kim M. Kerr
- **The Corporate Security Professional's Handbook on Terrorism** (2008)
ISBN: 978-0-7506-8257-2
Edward P. Halibozek et al.
- **Design and Evaluation of Physical Protection Systems, Second Edition** (2008)
ISBN: 978-0-7506-8352-4
Mary Lynn Garcia
- **Vulnerability Assessment of Physical Protection Systems** (2006)
ISBN: 978-0-7506-7788-2
Mary Lynn Garcia
- **Introduction to International Disaster Management** (2007)
ISBN: 978-0-7506-7982-4
Damon Coppola
- **Risk Analysis and the Security Survey, Third Edition** (2006)
ISBN: 978-0-7506-7922-0
James F. Broder
- **High-Rise Security and Fire Life Safety, Second Edition** (2003)
ISBN: 978-0-7506-7455-3
Geoff Craighead
- **Investigative Data Mining for Security and Criminal Detection** (2003)
ISBN: 978-0-7506-7613-7
Jesús Mena

Visit <http://elsevierdirect.com/security> for more information on these titles and other resources.



Emergency Management and Tactical Response Operations

Bridging the Gap

By Dr. Thomas D. Phelan



ELSEVIER

AMSTERDAM • BOSTON • HEIDELBERG • LONDON
NEW YORK • OXFORD • PARIS • SAN DIEGO
SAN FRANCISCO • SINGAPORE • SYDNEY • TOKYO

Butterworth-Heinemann is an imprint of Elsevier



Butterworth-Heinemann is an imprint of Elsevier
30 Corporate Drive, Suite 400, Burlington, MA 01803, USA
Linacre House, Jordan Hill, Oxford OX2 8DP, UK

Copyright © 2008, Elsevier Inc. All rights reserved.

No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic, mechanical, photocopying, recording, or otherwise, without the prior written permission of the publisher.

Permissions may be sought directly from Elsevier's Science & Technology Rights Department in Oxford, UK: phone: (+44) 1865 843830, fax: (+44) 1865 853333, E-mail: permissions@elsevier.com. You may also complete your request online via the Elsevier homepage (<http://elsevier.com>), by selecting "Support & Contact" then "Copyright and Permission" and then "Obtaining Permissions."

Library of Congress Cataloging-in-Publication Data

Application submitted

British Library Cataloguing-in-Publication Data

A catalogue record for this book is available from the British Library.

ISBN: 978-0-7506-8712-6

For information on all Butterworth-Heinemann publications
visit our Web site at <http://elsevierdirect.com/security>

Printed in the United States of America
08 09 10 11 12 10 9 8 7 6 5 4 3 2 1

Working together to grow
libraries in developing countries

www.elsevier.com | www.bookaid.org | www.sabre.org

ELSEVIER BOOK AID international Sabre Foundation

Dedication

*This book is dedicated to my wife, Catherine Waite Phelan.
Her expertise in writing, editing, and nutrition have supported me
throughout my time away responding to disasters and
sequestered in my home office to write this book.*

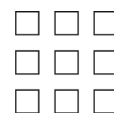


Table of Contents

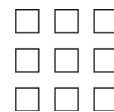
	Foreword	xiii
	Acknowledgments	xvii
	Introduction	xix
Chapter 1	There Never Used to Be a Gap	1
	Introduction	2
	Traditional Career Paths to Emergency Manager	2
	Changing Demands on Emergency Managers	6
	Declining Membership in Volunteer Emergency Response Units	8
	The Influence of Business and Industry in Emergency Management	9
	Summary	12
	Discussion Questions	12
	References	12
Chapter 2	Tactical Operations vs. Management Skills	13
	Introduction	14
	Skill Sets for Tactical Operations	14
	Skill Sets for Emergency Management	21
	Acquisition of Skill Sets	26
	Training vs. Education	28
	Summary	30

	Discussion Questions	31
	References	31
Chapter 3	The Demands of Managing According to the Incident Command System (ICS)	33
	Introduction	34
	ICS Command Staff	34
	The Role of the Operations Section Chief	37
	How the Operations Section Chief is Supported by Command Staff	40
	Role Clarification and Skill Sets for Command Staff	42
	Summary	46
	Discussion Questions	46
	References	47
Chapter 4	The Incident Commander: A Chief or a Manager?	49
	Introduction	50
	Traditional Roles for the Chief	50
	The Shift from Tactical Response Operations to Management	58
	Management Roles of the Incident Commander	58
	Experience, Education, and Training: How They Contribute to Competency	65
	Management by Objectives	66
	Summary	70
	Discussion Questions	70
	References	71
Chapter 5	What Colleges Have to Offer	73
	Introduction	74
	The Growth of Emergency Management College Programs	75
	Curriculum for Emergency Management	77
	Prerequisite Skills and Practice	81

Education vs. Training	84
Research	86
Summary	89
Discussion Questions	89
References	90
Chapter 6 The Career Path in Emergency Management	91
Introduction	92
Entry-Level Positions	92
Gaining Experience as a Volunteer	95
Local, State, Regional, and National Positions	98
Career Development Skills for Emergency Managers	112
Summary	115
Discussion Questions	115
References	116
Chapter 7 Case Study: Ground Zero	117
Introduction	118
Tactical Operations	118
Emergency Management	122
Summary	128
Discussion Questions	128
References	129
Chapter 8 Case Study: The Tsunami Response in Sri Lanka	131
Introduction	132
Tactical Operations	132
Emergency Management	135
Summary	142
Discussion Questions	142
References	143

Chapter 9	Case Study: Private and Public Perspectives from Katrina	145
	Introduction	146
	Tactical Operations	146
	Emergency Management	150
	Summary	154
	Discussion Questions	156
	References	157
Chapter 10	The “Manager” In Emergency Management	159
	Introduction	160
	Management by Objectives	160
	Command and Control	164
	The Role of “Manager” in the Case Studies	166
	How Crisis and Emergency Management Expertise Aid General Managers	172
	Summary	174
	Discussion Questions	174
	References	175
Chapter 11	Resistance	177
	Introduction	178
	The Growing Gap between First Responders and Emergency Managers	178
	Overcoming Resistance to College Preparation for Emergency Managers	180
	What Research and Study Have to Offer Tactical Operations	186
	Understanding the Different Requirements of Emergency Management and Tactical Response Operations	188
	Summary	190
	Discussion Questions	190
	References	191

Chapter 12 Working Together	193
Introduction	194
Partnering between College Programs and Community First Response Organizations	194
The Administrative Chief Model	200
The Role of Emergency Management on Scene	201
The Best of Both Worlds for the Safety of the Nation	204
Lessons Learned	205
Summary	209
Discussion Questions	210
References	210
Appendix	211
Index	285



FOREWORD

I picked up the phone, and it was Dr. Tom asking if I would answer a few questions from some students he was teaching. I was expecting to speak with a small group and reply to perhaps three or four “softball” questions concerning my experience in responding to global disasters. Instead, I was on speakerphone with a full classroom of students who were interested in the details. They wanted to know what worked, what went wrong, the emotional stress factors, political issues, social challenges, levels of effectiveness, and more. These students were highly motivated and our discussion went on for well over the scheduled hour. Tom had motivated his students to reach well beyond the standard textbook answers. Tom knew that real world crisis situations require customized solutions with a good dose of practical experience mixed in. As we ended the session, I commented to Tom how much I enjoyed speaking with his students and looked forward to his sharing his extensive practical knowledge and first hand experience in emergency management with practitioners, consultants, and students worldwide. Tom then reminded me I had agreed to write the “foreword” to his book.

Tom’s position concerning the importance of proven skills among emergency managers and first responders is absolutely correct. Simply watching a video on how to perform CPR (cardiopulmonary resuscitation) does not qualify an individual to be a paramedic. To be qualified you must have hundreds of hours of combined classroom and first-hand field experience including responding to emergency calls with certified paramedics. You must pass a series of difficult tests, professional evaluations, and update your skills on a regular basis. Only proven, qualified individuals are legally allowed to be designated as certified paramedics. The same requirements for obtaining appropriate education, field experience, and testing should hold true for individuals holding the position of city, state, or federal emergency manager. When unqualified individuals are placed in a position of having to make critical decisions with little or no experience

the results can be catastrophic. This was clearly demonstrated in the Hurricane Katrina disaster where many of the senior government emergency management leaders we would expect to count on in a crisis were ineffective and failed to properly execute their responsibilities.

The responsibility for the Katrina leadership failure lies with those who have the authority to make political appointments or assign individuals to critical leadership positions without taking into consideration the qualifications needed to be successful (education, certification, and proven experience). There are several good examples where common logic guides our leaders to make the right choice. Appointees to the position of United States Surgeon General have consistently been experienced medical doctors. This passes the logic test since the key responsibility of the Surgeon General is to focus on the health of our citizens, and a medical degree seems like a necessary requirement when issuing medical advice. The same logic should be applied when appointing an individual to be responsible for emergency management where a mistake in judgment could cost lives and increase suffering instead of reducing the disaster impact, maximizing response efforts and accelerating recovery. Political appointments are a key component of our democratic process. It is not without reason to expect those appointees to be qualified for the job they are being asked to take.

Another challenge in emergency management is convincing businesses leaders, government officials, and citizens to invest some of their time, effort, and money in predisaster risk assessment and mitigation. We understand that wearing a seat belt and driving a car with air bags could help save our lives. We learned that preventative medicine can help us to live longer and more productive lives. Most of us agree with a well-known quote: "An ounce of prevention is worth a pound of cure." The U.S. Congressional study conducted by the Multi-hazard Mitigation Council on the benefits of investing in predisaster mitigation yielded the following: For every US \$1 invested in structural (physical improvements) and nonstructural (education, awareness, and community programs) mitigation there was a benefit to society of \$4 or greater. A 4:1 payback sounds like an excellent investment to me. Unfortunately, very little funding is made available by the U.S. Government or individual states for that purpose.

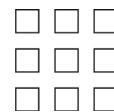
Oxfam International, a major nonprofit organization focused on humanitarian relief activities, released their "Climate Alarm" study stating,

Natural disasters have quadrupled over the last two decades, from an average of 120 a year in the early 1980's to as many as 500 today. The number of people affected by all disasters has risen from an average of 174 million a year between 1985 and 1994 to 254 million a year between 1995 and 2004.

Knowing that the number, magnitude, and impact of natural disaster events continue to increase, we need to find better ways to educate and motivate our politicians, businesses, and communities to invest in predisaster mitigation.

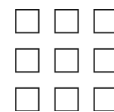
Dr. Tom has been directly involved in some of the most promising efforts to build awareness, skill, and expertise in emergency management and first response. He has successfully applied the lessons learned from his first-hand crisis management experience to his teachings and writings. Tom has addressed the issue of disaster preparedness complacency and worked on the development of global crisis management systems successfully implemented in 17 countries. I am very pleased to have worked with Tom on a number of crisis events, including the World Trade Center 9/11 terrorism attack, the Indian Ocean Tsunami, and Hurricane Katrina. With Tom's help, individuals seeking a career in emergency management will have the opportunity to become the most qualified professionals the industry has ever seen.

—Brent H. Woodworth



Acknowledgments

This book could not have been completed without the editorial assistance of my wife, Catherine Waite Phelan, my students at Elmira College, and my colleagues who encouraged me to share my thoughts. My office was professionally managed by Lynda Mura while I took time to write. Inspiration was offered by many close friends and associates, including Richard Arnold, David J. Arrington, Alexander Charters, Ed Devlin, Glenn Fried, Julie Galdo, Roger Hiemstra, Terri Pond, Scott Ream, Tom Shepardson, Deidrich Towne, Jr., and Brent Woodworth. Appreciation is due to my students at Onondaga Community College, Victoria Ladd-de Graff at National Grid, and my clients who all worked diligently without me while I was at Ground Zero, in Sri Lanka, or in New Orleans. It was helpful to receive feedback from all those who attended and commented on my presentations at conferences sponsored by Disaster Recovery Journal, the Canadian Centre for Emergency Preparedness, the FEMA Emergency Management Institute, and several regional and professional organizations from the U.S. to Singapore. I am especially grateful to Patrice Rapalus of Elsevier Butterworth-Heinemann who took an early interest in this project and remained supportive throughout.



Introduction

Emergency management consists of a special set of concepts and principles that differ greatly from the technical expertise applied by first responders. Where those involved directly in tactical response operations require specialized, focused training to perform their duties safely and effectively, emergency management personnel benefit from education in concepts, principles, and practices of management, not operations. Both operations and management have critical roles to play in preparing for, responding to, and recovering from disasters. Emergency management has the important responsibility of supporting operations through overseeing safety, communication, liaison with all stakeholders, planning, logistics, finance, administration, intelligence, and information. Management of these functions is complex, especially during a disaster. Emergency managers, however, have duties to perform in mitigation and preparedness before disaster strikes, and in recovery and restoration, long after the disaster response is over.

This book addresses the apparent gap between emergency management and tactical response operations. It is written to stimulate discussion among all those engaged in professional development, regardless of their roles in emergencies or disasters. The book poses ideas and questions to promote discussion and thought about how emergency managers and operations personnel work together.

Three case studies are provided from the author's experience at Ground Zero following the September 11 attacks, in Sri Lanka following the Indian Ocean Tsunami, and in New Orleans following Hurricanes Katrina and Rita. The observations provided are solely the views of the author, not the organizations in which he served. They are limited to only those aspects of the emergency response and management directly observed.

Each chapter includes learning objectives and discussion questions designed as guides for adult learners in emergency management studies or degree programs. A brief summary of the contents of each chapter follows:

- Chapter 1, *There Never Used to Be a Gap*, defines emergency management and tactical response operations, discusses the gap between the two over time, and reviews the traditional paths to emergency management positions. It discusses the changing roles of emergency managers and the ways in which business and the military have accepted leaders educated in colleges rather than coming from within their own ranks.
- Chapter 2, *Tactical Operations vs. Management Skills*, illustrates the different skill sets required for operations and emergency management. The difference between training and education is explored.
- Chapter 3, *The Demands of Managing According to the Incident Command System (ICS)*, presents the notion that the Operations Section Chief is supported by all other command and general staff and describes their roles and responsibilities. The chapter is not intended to be a course in ICS.
- Chapter 4, *The Incident Commander: A Chief or a Manager?*, describes traditional expectations of a command and control model and contrasts them to the managerial role recommended for incident managers.
- Chapter 5, *What Colleges Have to Offer*, presents the added value of a college degree program in emergency management, the variety of programs in existence, and the accessibility for students using new instructional technology. The chapter further explores differences between education and training.
- Chapter 6, *The Career Path in Emergency Management*, identifies the types of volunteer experiences available and the job titles of positions in local, state, and national emergency management agencies. Career development skills are also addressed.
- Chapter 7, *Case Study: Ground Zero*, contains the author's observations of emergency management from three weeks in New York City immediately following the attacks. As a member of the Disaster Mortuary Operational Response Team (DMORT) logistics support unit, not as a forensics professional, the author participated in managerial and logistical support for a tactical operational response unit. Direct observations of the emergency management functions are presented.

- Chapter 8, Case Study: The Tsunami Response in Sri Lanka, reports the response and recovery efforts of the Centre for National Operations (CNO) at the capital of Sri Lanka, Colombo. The observations include strategies, coordination efforts, and technology used to manage the disaster.
- Chapter 9, Case Study: Private and Public Perspectives from Katrina, includes observations made by the author who served in both the private and public sectors in response to Hurricane Katrina. The chapter focuses on those areas where the author served directly and is not a commentary on the roles of various branches of government.
- Chapter 10, The “Manager” in Emergency Management, speaks to the managerial concepts and principles applicable to emergency management. The roles managers played in the three case studies presented in Chapters 7–9 will provide the evidence of the need for emergency managers as well as general managers to be educated in crisis and emergency management.
- Chapter 11, Resistance, addresses the perceived resistance to college-educated emergency managers, who may lack years of experience in operations. The content of college degree courses in emergency management is explored to illustrate its applicability to emergency management roles and responsibilities.
- Chapter 12, Working Together, emphasizes the need for emergency management personnel and tactical response operations personnel to work together. The chapter examines the role of emergency management personnel on scene during a disaster response. It concludes with the point that natural disasters will continue to occur regardless of how we educate ourselves. The chapter attempts to put into perspective the enormity of the challenges that lie ahead and the need for both managerial expertise and operational excellence in handling those challenges.

My goal in writing this book was to provide readers with evidence that knowledge of management concepts and principles is valuable to emergency managers, even those with years of experience in tactical response operations. Another goal was to introduce the idea that learning the relevant managerial concepts and principles is better acquired through college degree programs than in other ways. Finally, the challenge to those interested in emergency management careers is to become educated for the betterment of all in documented, credible, and professional emergency management practices. The reader is invited to accept the challenge.