California State University, Long Beach

From the SelectedWorks of Valerie Lucus-McEwen CEM CBCP

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The Next Wave of Volunteers: VTC's

Valerie Lucus-McEwen, CEM, CBCP

Available at: https://works.bepress.com/vjlucus/38/
IAEM: Working for You

- **IAEM-USA Officers Meet for Working Session.** Members of the IAEM-USA Board, including the Executive Committee and the Presidents of IAEM-USA Regions 3 and 9, gathered Jan. 25-27 at IAEM Headquarters in Falls Church, Va. Under the leadership of IAEM-USA President Hui-Shan Walker, CEM, the group reviewed the finances of IAEM-Global and IAEM-USA, toured the facility, and met with all IAEM/ASMI staff. ASMI has been IAEM’s management firm since 1985. Using a template developed by ASAE, the standard bearer for association management, IAEM-USA leaders reviewed the existing agreement with ASMI, and negotiated a document ready to be voted on by the IAEM-USA Board.

- **IAEM-Global Chair and Business Director Meet with IAEM-Asia President.** IAEM-Global Chair Hui-Shan Walker, CEM, IAEM-Global Business Director Gunnar J. Kuepper, and IAEM-USA First Vice President Jeff Walker, CEM, met Jan. 24 in Arlington County, Va., with Victor Bai, IAEM-Asia Council President. They discussed priorities and challenges for IAEM-Global, including much needed new strategies for (continued on page 3).

IAEM Scholarship Application Period Open Until May 15, 2012


From left: Victor Bai, CEM, IAEM-Asia President; Hui-Shan Walker, CEM, IAEM-Global Chair; and Jeff Walker, IAEM-USA First Vice President, express solidarity at their Jan. 24 meeting in Virginia. See news item at left. [photo: Gunnar Kuepper]

IAEM-USA Executive Committee and Region 3 and 9 Presidents met Jan. 25-27 for a working session at IAEM Headquarters. See news item at left. [photo: Gunnar Kuepper]
After the holiday season, we are back at work in IAEM-Asia and greet all IAEM members with a warm heart.

IAEM-Asia is still exploring ways to increase IAEM membership in our Council. The positions of Vice President, Secretary and Treasurer are still open. IAEM-Asia also needs to fill some national representative positions. We are looking for more people to join us in IAEM-Asia to make our efforts more effective.

IAEM Activities in China

In China, IAEM-Asia maintains a partnership with the Shanghai government for some projects in progress. At the beginning of 2012, there were discussions with the Shanghai Commercial Committee to continue mutual support of the SDRS Trade Show and EMEX, according to our agreement signed three years ago.

This year, SDRS has invited IAEM to host its 60th anniversary and Asia-Oceania Conference at the SDRS 2012 Trade Show, Oct. 12-14, 2012, at Shanghai World EXPO Exhibition Center. We are planning a call for papers for this event and also planning an IAEM-China Annual Conference.

The Shanghai government has agreed to a registration of local non-governmental organization (NGO) status; thus, we will able to get a legal license for IAEM in China.

IAEM Headquarters Meetings

Clay Tyeryar, MAM, CAE, IAEM International Development Officer, and I met on Jan. 23 with Professor Lee from the National School of Administration of China, to discuss how we can recruit more members in this populous country and get a CEM® program promoted and accepted.

We also have the same expectations for India. Nathaniel Forbes, MBCI, Past President, IAEM-Asia Council, is looking at IAEM membership development in India. He is planning a visit to India and several other countries to promote IAEM.

I met on Jan. 24 with IAEM-Global Chair Hui-Shan Walker, CEM, IAEM-Global Business Director Gunnar J. Kuepper, and IAEM-USA Council First Vice President Jeff Walker, CEM, in Arlington County, Va. We discussed the priorities of IAEM, the challenges for the IAEM-Global Board, and much needed new strategies for IAEM-Global membership growth and opportunities outside North America, particularly in Asia and China. In a friendly and constructive talk, we expressed our commitment to establish policies and procedures that are fair and beneficial to all IAEM members, in the United States and around the globe.

IAEM-Oceania Council and IAEM-Asia Council have initiated an issue paper addressing the possible combination of these two IAEM Councils. This process will help IAEM manage Councils in the future on an ongoing basis. The newly proposed protocol will enable the IAEM-Global Board to make a complete set of rules for the growth of IAEM Councils.

IAEM’s Global Future

In December, the IAEM-USA Council discussed taking a greater role in IAEM Scholarship Program decisions, which has caused concern. I feel strongly that no one wants to see IAEM shrink back to a national level association. Every member of IAEM is proud of our association as an international organization in good standing. We shall continue to grow if we ensure that each Council is able to support itself by means that will allow efforts toward growth. This may go beyond budget support to include more delegation, authorization and encouragement.

In Asia, especially in the country of China, those in our culture believe that the spring season is the best time to plan for the whole year. With hope and hard work in the summer, we reap a good harvest in the fall. So let’s keep moving forward, to make IAEM the best in the world.
(continued from page 1)

IAEM-Global in terms of membership growth and opportunities outside North America, particularly in Asia and China. In a friendly and constructive talk, Hui-Shan, Gunnar, Victor and Jeff ensured their commitment to establish policies and procedures that are fair and beneficial to all IAEM members, in the United States and around the globe.

**IAEM-USA Participates in FEMA Briefing.** IAEM CEO Beth Armstrong, MAM, CAE, visited FEMA Headquarters Jan. 6 to meet with the International Affairs Directorate (IAD) staff, Carole Cameron and Andrew Slaten. Hui-Shan Walker, CEM, IAEM-Global Chair and IAEM-USA President, participated in the briefing via teleconference. The group discussed ways FEMA IAD and IAEM can collaborate on various activities, including hosting non-U.S. delegations that regularly visit IAEM Headquarters and Washington, D.C.; making IAEM members aware of FEMA partnerships with other countries and multilateral partnerships; and helping IAEM offer conference sessions with speakers from partner countries like Chile, Haiti, Mexico and New Zealand.

**IAEM-USA Region 6 Meeting**

The IAEM-USA Region 6/Arkansas Meeting will be held on **April 20, 2012**, at Arkansas Tech University in Russellville, Ark. The meeting will include several speakers, discussion on steps to obtain the CEM®, and lunch and snacks for a $25 registration fee. In its third year, this meeting has had excellent turnout, so RSVP now to Region 6 Vice President Doug Brown at dbrown1@atu.edu to reserve your spot.

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IAEM: Working for You

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IAEM-Global Chair and IAEM-USA President Hui-Shan Walker, CEM, at a recent meeting with FEMA Administrator Craig Fugate. [photo: FEMA]

Jeff Walker, CEM, received the Clayton R. Christopher Award plaque in January at IAEM Headquarters. From left: Eddie Hicks, CEM; Walker; and IAEM CEO Elizabeth B. Armstrong, MAM, CAE. The award was announced at the IAEM-USA 2011 Annual Conference.

New Officers: IAEM-USA Region 7

In an election ending Feb. 28, IAEM-USA Region 7 members elected new regional officers:

- President: Teri Smith, CEM, CPM, Director, Douglas County (Kan.) Emergency Management, Lawrence, Kan.

- Vice President: Paul W. Johnson, MS, Director, Douglas County (Neb.) Emergency Management Agency, Omaha, Nebraska.

IAEM-USA Region 9 President Gunnar Kuepper presented a certificate of achievement to IAEM member Fan Abel at her Feb. 11 retirement event.

Retirement Celebration Held for IAEM Member Fan Abel

IAEM-USA Region 9 President Gunnar J. Kuepper attended the Feb. 11 retirement celebration for Fan Abel in Lakewood, Calif. Kuepper made a presentation on behalf of IAEM-USA Region 9 and congratulated Abel for 42 years of outstanding service and commitment.

Fan Abel, a long-time IAEM member, was the Disaster Coordinator for Area E, coordinating the emergency management efforts for multiple cities in the Los Angeles County Operational Area. She was hailed as one of the first females in the then civil defense community in Southern California, basically one of the first to break the gender barrier.

Abel was a mentor for many emergency managers and IAEM members who now have leading positions in the private and public sectors. She consistently supported IAEM-USA Region 9 activities and was instrumental in the IAEM 1999 Annual Conference.

At the event, Kuepper met with IAEM members Keith Harrison (who made a presentation on behalf of Los Angeles County); Jeff Robinson (who was recently named Area G Disaster Coordinator in Los Angeles County); Laura Hernandez (Ventura County); Jerry Quinn (Quinn and Associates); Raquel Vernola (City of Norwalk); Anna Lee Cave (City of Brea); Stacy Barnes (City of Compton); and other leaders of the Southern California Emergency Services Community, including Brenda Hunenmiller, Constance Perett, Larry Muszynski, Quentin Frazier, Carrie Cruz, Jeanne O’Donnell, and Robert Berg.
Last month, we defined comprehensive disaster/emergency management as those duties that include all four phases, all hazards, and all actors or stakeholders. Emergency management is not emergency responder duties. We also demonstrated that the experience must be comprehensive in total over the three years. In this month’s CEM® Corner, we go into more detail by reviewing the concepts of core and program functions of emergency management.

FEMA’s IS-230a, Fundamentals of Emergency Management, describes emergency management as consisting of both core and program functions. FEMA defines core functions as those that are performed during emergencies – response phase. It does not describe what a first responder does during the response phase. Program functions, on the other hand, are duties performed on a day-to-day basis that support the jurisdiction’s response capability – during the preparedness, recovery and mitigation phases.

Core Functions

There are eight core functions in emergency management. They are: direction and control, communications, warning, emergency public information, evacuation, mass care, health and medical, and resource management. In most cases, these duties, without further explanation, are considered technical and not managerial. That is, these functions perform technical tasks, such as communicating on a radio, issuing a public announcement, going house-to-house to evacuate residents, or performing triage. Your job description may include specific core functions, but by themselves, the core function titles are not enough to demonstrate comprehensive emergency management duties.

Remember that emergency managers are not first responders, and first responders are not emergency managers. While both groups are important, their specific duties are very different. For example, during a mass care event, the first responder performs triage duties; the emergency manager does not. Emergency managers ensure mass care procedures exist and are being performed by the appropriate stakeholders or they ensure assistance is requested from supporting entities in accordance with the emergency operations plan (EOP).

First responders may be included in plan development, and they should be, but emergency managers develop and maintain the EOP. If the job descriptions are not clear, the candidate should include additional documentation describing how the core functions the candidate performed are related to what an emergency manager does and not just what a first responder does.

Program Functions

There are 13 emergency management program functions. They are: laws and authorities; hazard identification and risk assessment; hazard mitigation; resource management; planning, direction and control; communication and warning; operations and procedures; logistics and facilities; training; exercises; evaluations and corrective actions; public education and information; and finance and administration.

Emergency managers usually perform these 13 program functions during preparedness, recovery and mitigation phases. They will also perform some of these functions during the response (continued on page 6)
When emergency managers are able to utilize the latest technology tools and resources, we are afforded new opportunities to enhance resiliency and truly engage with the communities we serve. In recognition of the pace of technology transformation and its impact on our work, IAEM-USA established the Emerging Technologies Caucus or “IAEM-ETC.”

**Purpose of the Caucus**

The IAEM-ETC seeks to shepherd in new technologies through educational outreach, and help practitioners increase awareness, acceptance and proficiency. Per our mission, we will “research, evaluate, and make recommendations on new and innovative technologies as they pertain to emergency management processes, and disseminate best practices to the broader emergency management community.”

Caucus members are comprised of practitioners from a myriad of unique disciplines, with representation from all levels of government, non-profit organizations and the private sector.

The use of technology in emergency management is rapidly evolving. Two of the most recent examples are the crowd-sourced Web-based FEMA Think Tank and the mass proliferation of social media. Initiatives such as these are why the focus of the IAEM-ETC is intentionally broad.

**Areas of Interest**

Some of our areas of interest are:
- Investigating methods of integrating social media into the Incident Command System;
- Examining the impact of the federal Integrated Public Alert and Warning System or “IPAWS” on local notification systems;
- Leveraging mobile technology to manage incidents and reach impacted populations; and
- Identifying cost-effective strategies for implementing new technology systems.

It is our collective hope that this work will enhance preparedness by facilitating greater acceptance and proficiency with next generation technologies. We are honored to be part of the IAEM-USA community and look forward to your input on which technology concepts you would like us to explore.

If you are interested in joining the IAEM-USA Emerging Technologies Caucus, please contact Chair Alisha Griswold at AlishaBeth@gmail.com.

**CEM® Corner**

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phase. For example, laws and authorities are a critical part of plan development in the preparedness, recovery and mitigation phases. Laws and authorities are also a critical part of execution during all four phases. Perform these 13 functions on all hazards with all jurisdictions/stakeholders, and you are performing emergency management duties.

**Commission’s Interpretation**

The CEM® Commission’s interpretation is the same as that defined by FEMA. Emergency managers are not first responders, and they do not perform first responder duties. Emergency managers perform program functions on a day-to-day basis. Emergency managers perform specifically defined core functions, usually during the response phase. Emergency managers perform their response duties in the emergency operations center. First responders perform their response duties on scene.

CEM® Commissioners base their evaluation of comprehensive emergency management experience strictly on the documentation provided by the candidate. If the duties described consist only of the core functions and none or few of the program functions, then that experience is judged to be too technical and not managerial (recall that management is key). Therefore, the Commissioners will not count it toward the three years of full-time equivalent disaster/emergency management experience. For it to count, the candidate should provide additional documentation that clearly demonstrates how the claimed experience really is managerial (emergency management) and not strictly technical (first responder).

**The Bottom Line**

The bottom line is that a candidate’s claimed experience could include the core functions of emergency management, but to be judged as comprehensive, the candidate also needs to document experience in the emergency management program functions, across all four phases, for all hazards, and with all actors/stakeholders.

Next month we will discuss how to document Work History and Experience when you own the business. Previous CEM® Corner columns are available online.

Learn about the CEM® Program and apply to be a CEM® or AEM candidate at: www.iaem.com/CEM
Emergency mutual assistance is a complicated business, with the penultimate level of complexity probably at the international level. As an example of one place where an international effort has been undertaken, this article will describe the work of the International Emergency Management Group (IEMG) of the eastern Canadian Provinces and northeastern United States.

The Provinces/States of northeastern North America have a long history of collaboration; there are routine interactions in many fields. Mutual aid among border towns is common. One of the best known examples of emergency assistance occurred during the great Halifax explosion on Dec. 6, 1917. An ammunition ship exploded, causing horrendous damage that resulted in almost 2,000 deaths. Massachusetts was a major aid provider following this event, and in appreciation, the people of Nova Scotia have sent Boston a huge Christmas tree every year.

Development of the IEMG

In the spirit of this cooperation, the IEMG developed as an initiative of the Provinces/States, although with the official blessing of their respective national governments. The Eastern Canadian Premiers and the U.S. Conference of New England Governors represent each group on a number of issues. In 1998, through a joint resolution of these two bodies, they endorsed the establishment of the IEMG through what became known as the “Compact.” After the detailed work was done by the respective emergency management offices, the Compact was officially signed in 2000, and the IEMG became a formally endorsed working body.

Concepts and Concerns

The Compact laid out the basic concepts of what the IEMG needed to be, including covering such issues as responsibilities, limitations, planning, training, communications, funding and legal aspects. This work had the advantage of following shortly behind the establishment of the U.S. Emergency Management Assistance Compact (EMAC). EMAC does the same things within the United States and provides a system for state-to-state mutual aid. Much of the language and many of the mechanisms were therefore taken from the EMAC, and those parallels continue to this day.

The IEMG is basically concerned with how materials and personnel would be transferred between jurisdictions during emergencies. Of note, this applies not only to the international border; it also can be used by member jurisdictions within the same country. For the United States, an advantage is that it does not require a governor’s declaration of emergency, yet allows almost the identical use of assets as could be used under EMAC (which does require a governor’s declaration). On the Canadian side, it provides another way for aid between the Provinces.

Activities of the IEMG

Through the continued work of the IEMG, an operations manual was developed and continues to be refined. There are four main sections to the operations manual: basic concepts; organization and responsibilities; standard operating procedures; and training and exercises. Various forms and formats are also included. The SOP is obviously the heart of the process and outlines the communications processes and technical details of the plans.

The manual is available (along with a lot of other information on the IEMG) through the website cited at the end of this article. Suffice it to say that the processes continue to be refined through discussions, exercises and training among all participants.

The IEMG meets twice a year, alternating between countries. Co-chairs (one from Canada and one from the United States) provide the leadership for the organization. The voting members are the emergency management directors from the Provinces/States. Also invited are federal and sometimes private partners who contribute from their agencies and offices. Other cross-border issues and programs are often briefed and integrated into the IEMG’s processes.

Often, as with other such recurring meetings, much of the value of this process is to keep attendees familiar with their neighboring counterparts in the region. The ongoing work of the organization is mostly done by subgroups, which typically include members from both sides of the border. These groups are assigned tasks during the semi-annual meetings, and in turn, the results of this work are briefed out at the meetings.

Conclusion

To date, the IEMG has provided the links for a lot of communications.

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Supporting Networking, Knowledge Sharing and Professional Development with the International EM Community


In a meeting room at FEMA headquarters, a group of international visitors asks questions about coordination between state and federal emergency managers following a presentation on the National Response Framework. It is a scene that plays out multiple times a month, albeit with different visitors and topics each time. Facilitating the meeting is FEMA’s International Affairs Division, the hub for the agency’s engagement with the international emergency management community.

FEMA’s International Affairs Division

Like IAEM, one of the roles of FEMA’s International Affairs Division is to support networking and knowledge sharing. In 2011, FEMA provided information about U.S. emergency management policy, programs and practice to nearly 900 international visitors from 73 countries. Sharing knowledge with international visitors, some of them representatives of IAEM’s seven councils around the world, is one way FEMA also helps support IAEM’s mission. Following are two more of the ways in which FEMA supports networking, knowledge sharing and professional development with the international emergency management community.

- **IAEM Non-U.S. Member Access to Online Independent Study Courses.** An arrangement between IAEM and FEMA provides training to advance the emergency management profession globally. Since 2009, IAEM members in councils outside of the United States can request sponsorship from IAEM to receive credit for taking online Independent Study courses from FEMA’s Emergency Management Institute. These courses can help IAEM members fulfill the requirements to become a Certified Emergency Manager (CEM®) or Associate Emergency Manager (AEMSM). To learn more, visit www.iaem.com/CEM.

- **International Lessons Learned on LLIS.gov.** For emergency managers in the United States who are members of the Lessons Learned Information Sharing (LLIS.gov) community, information on international lessons learned can be shared and accessed through the incidents topic in LLIS.gov’s featured content. LLIS.gov serves as the national, online network of lessons learned, best practices and innovative ideas for the emergency management and homeland security communities. The International Lessons Learned page features information from international incidents, and includes reports, plans, strategies and other documents.

Importance of International Knowledge Sharing

While FEMA only responds to disasters in the United States, engagement with international emergency management partners can help identify lessons learned to strengthen domestic capability to prepare for, protect against, respond to, recover from, and mitigate all hazards. Indeed, ongoing dialogue with international partners contributed to the development of FEMA’s recent publication, “A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action.” As global interdependencies deepen and the impacts of disasters extend beyond the borders of individual countries, international partnerships offer, as FEMA’s Strategic Foresight Initiative points out, opportunities to expand our thinking and learn from an international body of knowledge.

Learn More

To learn more about FEMA’s International Affairs Division and the agency’s international partnerships and activities, please visit www.fema.gov/about/offices/iad/index.shtm. E-mail questions or comments to fema-international@dhs.gov.

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Building Doctrine: Global Standards for Disaster Logistics

By Kiran Dhanji, CEM, MSc, Regional Logistics Program Manager, New York City Office of Emergency Management and the NY-NJ-CT-PA Regional Integration Center

A failure in disaster logistics has hampered operations during many catastrophes and disasters in recent years. Although the National Incident Management System (NIMS) established baseline standards for emergency management as a whole in 2004, the absence of similarly refined global standards in disaster logistics continues to disrupt response operations. National and global leaders must lead the charge to define and implement a universal disaster logistics standard.

The Problem

The gap in understanding and implementing disaster logistics has been ongoing for a number of years. Reports from Hurricane Katrina in 2005, a prime example, often track operational issues back to problems in resource management. Although much progress has been made, disaster logistics problems persist. Critical findings from the May 2011 National Level Exercise report noted that existing disaster logistics processes did not meet federal requirements and expectations. In September 2011, the National Preparedness Goal issued by the Department of Homeland Security indicated that there is a gap in supply chain resilience. Numerous after action reports from various disasters and incidents continue to connect problems associated with disaster logistics to operational issues.

Therefore, one must ask why these problems continue. The lessons learned from Hurricane Katrina in September 2005 conveyed a message to all emergency managers about the critical importance of disaster logistics and its constituent components, including: defining resource needs; managing an effective supply chain; expanding capacity and mutual aid mechanisms; partnering with the private sector; and ultimately, getting the right stuff to the right people in the right place at the right time. Why, after nearly seven years, do we often fail to meet standards and targets for an effective disaster logistics operation?

The Standards Gap

Perhaps the answer is that it is nearly impossible to meet or exceed a standard or target, when one has not been clearly and succinctly articulated at a national or global level. What is the global standard for disaster logistics, and where have the steps to implement it been clearly articulated? At this moment, how can a local emergency manager with ever-limited resources quickly identify priorities and create a robust disaster logistics capability? Moreover, how does that same emergency manager ensure that he or she is using all the same processes, terms and procedures to prepare for and execute the same disaster logistics operations?

A Universal Strategy for Disaster Logistics

The absence of a unifying strategy and standard for disaster logistics must be addressed. In the absence of established common terminology in disaster logistics, similar operations go by many different names and are organized and run differently throughout the world. For example, the United States does not have a single, established federal solution for achieving interoperability among resource messaging systems. Therefore, communications gaps continue. It is due to problems like these that NIMS was created for emergency management as a whole. It is time for a disaster logistics standard to be established at the national and global levels as well.

Next Steps

The next steps are clear. The principles of NIMS and the Incident Command System (ICS) were originally developed at the local and state levels, and then adopted as best practices by the federal government as nationwide doctrine. Within the field of disaster logistics, similar discussions are ongoing about universal standards for logistics, and emergency managers are defining and setting standards at the local, state and regional levels. A larger discussion must now take place that focuses on nationwide and global adoption of these standards. The responsibility for adopting and implementing baseline standards lies with our partners at the national and global levels.

As any emergency manager knows, every incident or event differs, and it is impossible to anticipate all potential outcomes. But we trust that with the proper planning, preparedness and training, we will protect life and property to the best of our ability. By opening a national and global discussion on benchmarks and standards for disaster logistics, emergency management will continue to improve and evolve as the robust, responsive and comprehensive field we all know it to be.

Get Involved

To contribute to a discussion on the Universal Logistics Standard, please contact the author at kdhanji@oem.nyc.gov, or visit the NY-NJ-CT-PA Regional Logistics Program website at www.EmergencyLogistics.org.

One issue identified in the subgroup’s draft paper, “Policy Challenges in Supporting Community Resilience,” is that disasters happen globally, not that this is a surprise to us or the sub-group. The intent of this group was to address policy challenges in supporting community resilience. What they discovered is that, although governments at all levels internationally address disasters in different manners once you are past the initial response and lifesaving measures, there was one common theme – community response.

Global Importance

Resilience is of global importance. Others can use lessons learned in one country or related to a particular disaster experienced somewhere around the globe. Lessons learned from the response to the Haiti and Chile earthquakes may well be used during the next earthquake in China. The response to the nuclear meltdown in Japan may be used if this happens in another country, and the Japanese may well have learned lessons from Chernobyl.

A point made in “Policy Challenges in Supporting Community Resilience” was that governments have “sometimes stumbled through highly unsatisfactory responses to major disasters, despite best intentions and massive logistical responses” (p. 4). Several examples were cited, such as the failure to connect the dots about 9/11 and the government’s response to Hurricane Katrina.

Adjustment of Outdated Response Mechanisms

The good news is that both the United Kingdom and the United States have been adjusting outdated response mechanisms in response to the dynamic changes in the structure of emergency management from a civil defense structure based on cold war threats, and have embraced an all-hazards approach to handling incidents.

Britain has developed the “Big Society” framework, while the United States has adopted a National Response Framework, both “against the fierce headwinds of current financial stresses” (p. 5). Additionally, the Integrated Research on Disaster Risk (IRDR) has continued to push the development of national disaster loss databases around the world, with 38 countries currently on board. The face of emergency and disaster management is changing, and it would be prudent if we as emergency managers embraced the global aspects of emergency management and learned from each other.

The release of FEMA’s “A Whole Community Approach to Emergency Management: Principles, Themes and Pathways for Action” document is another change from a government-centric view of response to one of individual responsibility and community cohesiveness. This brings us back to the original document cited in this article and the importance of its title, “Policy Challenges in Supporting Community Resilience,” with the key word for governments being the word supporting – not leading, directing or doing, but supporting. Both the UK and U.S. governments have realized that “citizens must be more involved and even lead local and regional resilience activities” (p. 6).

We do not live in a vacuum. What happens at the county level may affect the state. What actions that state takes influences the local emergency management jurisdictions. Steps taken at the federal level affect both state and local jurisdictions, and national policies are affected by global incidents and responses.

The point is, we must maintain relationships with those outside our jurisdiction to better serve our own needs. Understanding the response to the Japanese tsunami and nuclear incident may assist our own coastal communities in preparing for similar incidents. Understanding what worked and did not work in Haiti, Chile, China and New Zealand during earthquakes may present new ideas or training methodologies in earthquake-prone areas that have not yet been affected elsewhere in the world.

It is not by accident that the National Hurricane Center observes and reports about storms throughout the Atlantic and Pacific, regardless of the threat to the United States. It is not an error that the National Oceanic and Atmospheric Administration has placed Deep-ocean Assessment and Reporting of Tsunamis (DART) buoys as far away as the Philippines. What happens around the globe can affect us where we live and work.

If nothing else convinces you of the need to be aware of your global surroundings, then the recent (and ongoing) financial crisis should be a clue. Being global might make you more resilient, but that is a topic for another article.

It Takes a Village to be Resilient

By Daniel Hahn, MA, FPEM, CEM, Plans Chief, Santa Rosa County, Fla., and Instructor at AMU and UWF
The Next Wave of Volunteers: VTCs

By Valerie Lucus-McEwen, CEM, CBCP, Instructor, California State University, Long Beach

What do you get when you mix convergent volunteers, social media and emerging technology together? You get a new breed of volunteer: loosely organized into global, virtual, decentralized communities and highly skilled in emerging technology. They are called VTCs – Volunteer Technical Communities.

VTCs are coming soon to a disaster near you. As unusual as they may sound, emergency managers will have to understand who they are, what they do, and how to use them.

Traditionally, our volunteers have performed specific duties. From communication (amateur radio) to organizing their neighborhoods (CERT), they have been channeled into controlled and prearranged groups that fit into our systematic process for command, control and coordination of an emergency response.

Use of a Decentralized “Commons” Structure

Instead of working in a hierarchy, these Volunteer Technical Communities (VTCs) use a decentralized “commons” structure adapted from online communities like Wikipedia. They build on Internet technology to create tools and processes to help emergency managers do their job better.

One of the most striking examples of how the strength and growth of VTCs has affected emergency management is the difference in response to earthquakes.

For example, during the Great Hanshin (or Kobe) earthquake in 1995, cell phones were uncommon and the use of Internet communications very new. The few people with Internet access in Japan were overwhelmed by people desperate to get information in or out of the country. During the 2011 Tōhoku (or Great East Japan) earthquake and tsunami, social media allowed citizens to create their own knowledge base, in real time, and share it immediately and globally.

The most significant virtual collaboration during the Haiti earthquake was the Open Street Map for Port au Prince. VTCs used satellite imagery from the UN to create a highly detailed map in 48 hours, using non-programmers to trace roads and Haitians living outside Haiti to identify and name streets and other landmarks. The map was widely used by rescue teams, who could get up-to-date routing information for relief trucks.

On the other hand, the Christchurch Earthquake in New Zealand later in 2010 had a different mapping need. As a first world country, New Zealand didn’t need the same level of relief support. The country was well mapped, and the response was well organized. The need was to help citizens help themselves, so they would stay out of the official response effort. VTCs created a map that allowed citizens to input information about how to find working ATMs, open gas stations or wifi hotspots – information the government didn’t have time to collate and distribute.

Evolving Ability to Communicate

In a few short years, we have begun to take our ability to communicate so broadly and easily for granted. Text messaging was nonexistent during the 9/11 disaster; the 2004 Indian Ocean tsunami was the first to be shared on YouTube; and the 2005 London terrorist bombings were notable for the pictures taken by everyday people with camera phones.

New social networking sites like MySpace were first used extensively during 2005 Katrina Hurricane along the U.S. Gulf Coast (Facebook and Twitter didn’t appear publicly until over a year later). By 2008, even the news media referenced tweets and used Google Earth maps. During the Gulf Oil Spill in 2010, a smartphone application called Oil Reporter allowed individuals to submit information about damage directly to the National Response Center.

Our Future EM Plans Will Include VTCs

As emergency managers, our future will certainly include incorporating emerging emergency technology – and the volunteers who practice it – into our planning.

Pascal Shuback, a program coordinator for the King County (Wash.) Office of Emergency Management is one of the people leading the charge. “What we need to do is change our mentality of what volunteers can do,” he says. “How can we use this [new technology] in emergency management?”

The obvious answer is to embrace your local technical community early. One of the foundations of our profession is developing relationships before an event and not during the response.

Start by reading about an initiative that came out of the NEMA 2011 Mid-Year Conference. SMEM – Social Media for the Emergency Manager – hopes to bridge some of those gaps in emergency management practice. You can find it at www.sm4em.org.

Get familiar with Crisis Commons at www.crisiscommons.org and the CrisisCamps they support in multiple locations around the globe – very likely in your own

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What If There Were an Earthquake in Singapore?

By Nathaniel L. Forbes, MCBI, CBCP, Director, Forbes Calamity Prevention Pte Ltd, Singapore

I believe Singapore will eventually experience a severe earthquake. I’m not a pessimist; I’m a realist. You can’t live 400 kilometers from a major earthquake fault and say there is no risk of earthquake.

The kitchen drawers in my 23rd floor Singapore home rolled open by themselves in the “tremor” from Sumatra in February 2008. That was a 7.0 magnitude earthquake. What happens after one that’s 8.0? Or 9.0, like Fukushima?

You understand that 9.0 is one hundred times stronger than 7.0, right?

As an organizational resilience professional, I would expect these consequences in Singapore:

- Civil defense focused on high-priority locations, and ambulances simply unavailable.
- Damaged office towers too risky to re-enter, and BCA inspectors overwhelmed.
- Hundreds of employees and customers injured by falling glass.
- Broken telecom lines and jammed mobile circuits.
- Collapsed or buried segments of MRT track, and impassable road surfaces.
- Damaged water, sewer and electric power lines.
- Thousands of people trying to acquire drinking water.
- Toilets that flush once but don’t refill.
- Panic cash withdrawals from ATMs, only some of which will be functioning.

What Should Your Company Do?

Employees will expect their companies to be able to help them. After the 2004 tsunami, for example, relatives of people missing in Thailand called their employers, not the Phuket police. Suppose your switchboard got this call: “My spouse works at your company. Can you tell me where she is, and if she’s okay?” Would you really want to answer no?

That’ll be your answer if your company hasn’t made even basic preparations for a crisis, emergency or business interruption. And you can expect to spend some money afterward on lawyers to defend your directors from charges of negligence by your shareholders or customers.

Important Steps to Assure Preparedness

Assuming your company has a business continuity plan or an environment, health and safety department:

- Set up a call “pool” – a phone number that employees can call to report their situations, 24/7. The standard notification call “tree” is a cumbersome chain that depends on one employee calling others. It won’t work after an earthquake. Instead, make each employee responsible for contacting the company at the designated “pool” number. Then focus your follow-up efforts on those who don’t call.
- Have multiple communication channels to reach your company’s audiences: employees, customers, suppliers, regulators, the press and social media. Remember, they’ll want a dialogue with you, not a monologue from you. Find someone in your company who knows how to blog. It’s free, fast and effective – and it can be done from anywhere.
- Offer all employees training in cardiopulmonary resuscitation (CPR), automatic external defibrillator (AED) and first aid – at company expense, to demonstrate your sincerity.
- Forget fire wardens squirting foam on imaginary fires. Wardens have genuinely critical responsibilities: evacuation, escape, assembly and accounting for all employees and visitors (“EEAA”) as quickly as possible. Important training tip: practice, practice, practice.
- Help human resources staff learn how to notify next-of-kin of death and injury. It isn’t easy; just ask a doctor. The rule is: in time, in pairs, in person, in plain language, with compassion.
- Form a volunteer crisis intervention team, and train them to provide “psychological first aid” to their colleagues, individually and in groups, after the event.
- In the near future, assess the impact on your business of an earthquake – or a flood, fire, power outage, infectious disease, bomb threat or any other hazard. How soon would you want to resume each function, and how many people would it take to restore each one? There’s even a Singapore Standard for that assessment process.

Conclusion

Of course, all these are easier to do before a disaster than after one. If you don’t prepare, you’ll just wing it as well as you can. Good luck! While you’re improvising, companies that are better prepared than yours may be welcoming your former customers.

Next-Wave Volunteers

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community. In December 2010, Crisis Commons was awarded a $1.2 million grant from the Alfred P. Sloan Foundation to further the development of the “commons” based approach to crisis management.

Like everything else, VTCs are just another tool in our kitbags. New emergency managers will grow up with them and be comfortable in ways we can’t imagine; old hands must learn about them or find themselves seriously out of touch.
Emerging Disease Threats from Climate Changes

By Michael Olesen, Manager, Enterprise Resiliency and Response, UnitedHealth Group

Climate change will introduce threats from both emerging and reemerging diseases. Most often, people think about how new pathogens cross into new geographical areas because of changes in the range of their hosts or vectors. At times, though, a perfect storm can develop between different diseases related to the climate which will cause outbreaks that had not previously been considered.

- **West Nile Virus.** In 1999, West Nile Virus (WNV) was identified in New York for the first time in the United States. Some have postulated that it arrived in North America through an infected bird or mosquito, but there is no conclusive evidence. It took about three years for it to become endemic throughout the country. It can cause encephalitis in humans.

- **Hantavirus.** Hantavirus can cause hemorrhagic disease in humans and has about a 50% mortality rate when hantavirus pulmonary syndrome develops. This virus is present in the urine and feces of deer mice, but it does not cause illness in that population. Humans get exposed to the virus when inhaling contaminated dust and smaller particles, often when cleaning habitable spaces such as cabins that may remain dormant for extended periods. The virus is most problematic in the southwestern United States, but variations of it are present in other parts of the country.

**Changes that Impact Disease**

- **El Niño.** El Niño causes changes in weather patterns in the United States. One of the biggest impacts in the Southwest is increased rainfall. This leads to two outcomes that develop the perfect disease storm. First, excess rainfall increases the number of breeding habitats for mosquitoes that can harbor WNV. Second, it also increases the growth of plants that can be a food source for deer mice, which can lead to an explosion of their population.

- **Increased Mosquito Populations.** Increased populations of mosquitoes can also lead to a higher instance of WNV in a region. In addition to causing disease in humans, WNV has been found to have a significant impact on raptor populations (owls, hawks, etc.) and has led to significant numbers of raptor deaths. This starts the chain of events causing amenable environmental conditions for a outbreak of human disease.

- **Increased Rodent Populations.** Raptors are predators that help control rodent populations, including deer mice. During an El Niño season, there will be higher numbers of deer mice because of increased food supplies, higher numbers of mosquitoes due to more numerous breeding areas, and lower number of raptors because of the increases in WNV-carrying mosquitoes. As a result, the higher populations of deer mice will not be kept in check.

As food sources for rodents start to diminish toward the fall, they will begin looking for food in other locations, such as in cabins that become used less and less as the year progresses. Those environments provide both a source of food and shelter. Over the course of a winter, the deer mice will have ample opportunity to urinate and leave droppings throughout the dwelling.

The following spring, when families begin using their cabins, they will be exposed to hantavirus as they start cleaning in order to occupy these dwellings again. PPE use can diminish the risk of inhaling hantavirus that might be aerosolized through the cleaning process, but much of the public is not aware of the risks of this disease and fail to don proper PPE.

**Threats Evolve Due to Changes in Ecosystem**

While this example may not be one that would drive a response from an emergency manager, it does illustrate that there are threats that are evolving due to changes in our ecosystem and environment. One example that has drawn increased attention is the encroachment of pine beetles on areas in which cold weather previously kept them from becoming a significant problem. Colder past winters prevented pine beetles from establishing themselves within a particular environment, keeping the number of generations that can occur each year in check. This increase has led to massive numbers of deaths of lodgepole pine forests, making them ripe for forest fires.

**Conclusion**

Very minor fluctuations in climate can drive consequences that have yet to be studied or realized. Some of these outcomes can have disastrous consequences and it is the responsibility of everyone in the emergency management community to keep these threats in mind.
How to Make Cities Resilient to a Nuclear Attack: Start with a Fallout Preparedness Checklist

By Monica Schoch-Spana, Ph.D., Senior Associate, Center for Biosecurity of UPMC, Baltimore, Md.

Cities and their neighbors now have a tool—the Rad Resilient City Checklist—to help ready their residents and emergency management infrastructure for the prospect of nuclear terrorism. The Rad Resilient City Checklist (www.radresilientcity.org) converts the latest federal guidance and technical reports into seven clear, actionable steps for communities to protect inhabitants from radioactive fallout, thus saving many tens of thousands of lives following a nuclear blast.

Nuclear Threat Is Real

Nuclear terrorism is a real and urgent threat, according to assessments by the U.S. government and independent nongovernment experts. President Obama declared at the 2010 Nuclear Security Summit, “Two decades after the end of the Cold War, we face a cruel irony of history—the risk of a nuclear confrontation between nations has gone down, but the risk of nuclear attack has gone up.”

Nine countries are judged to have nuclear weapons, and the global stockpile of fissile materials is enough to make more than 120,000 crude nuclear devices. Should terrorists get their hands on fissile materials, information is publicly available to help them build a device. Known terrorist groups have expressed interest in making nuclear weapons.

Myths Need Debunking

If prevention of nuclear terrorism fails, then reducing exposure to radioactive fallout is the intervention that can save the greatest number of lives following a nuclear detonation. Yet, right now, most Americans are not familiar with the correct protective actions, and many believe that surviving a nuclear blast is impossible.

Death is not certain for all after a detonation. Casualties due to exposure to dangerous radioactive fallout can be prevented. Moreover, the terrorist scenario of a low-yield explosion in a modern urban setting does not approach the wholesale destruction imagined in an all-out nuclear war.

Some people instinctively suppose that fleeing is the best way to avoid exposure to dangerous fallout. In actuality, fleeing the affected area will result in lives lost. Immediately finding and staying in the most robust shelter possible will reduce exposure and save lives.

Federal modeling of a 10-kiloton groundburst in Los Angeles suggests that if everyone at risk of dangerous fallout exposure went into a protective shelter, then 280,000 lives could be saved.

Science Drives Checklist

Given the stark possibility of nuclear terrorism and the hopeful scenario of saving many lives, the Center for Biosecurity of UPMC (www.upmc-biosecurity.org) convened the Nuclear Resilience Expert Advisory Group to develop the Rad Resilient City Checklist.

The expert panel included emergency professionals who have led their communities’ nuclear preparedness efforts; business, volunteer, and community sector leaders; top authorities on radiation health science, disaster public education, public warnings, and evacuation behavior; and ex officio members from five federal agencies. The checklist reflects the professional judgment of the expert panel; the leading science contained in current federal guidance and nongovernmental technical reports on nuclear incident response; community preparedness studies; and select local radiation emergency plans.

Steps to Prepare Communities

The Rad Resilient City Checklist provides stepwise guidance on how communities can build an integrated fallout preparedness system:

- Obtain broad community backing for nuclear incident preparedness.
- Conduct an ongoing public education campaign.
- Enable building owners and operators to assess shelter quality and teach others.
- Strengthen the ability to deliver actionable public warnings post-incident.
- Establish a rapid system for mapping the dangerous fallout zone.
- Develop plans for a large-scale phased evacuation.
- Integrate and test all elements of the system.

Pre-incident public education is a top priority because people cannot wait to be told what to do. Fallout is most dangerous in the first few hours after detonation, and degraded communication will keep officials from warning people in the areas that most need the information.

Helping make the checklist more doable are extra materials that include: guidance for using buildings as shelters; public education campaign contents and strategies; and templates for effective public warning messages after a detonation.

Successful adoption of the Rad Resilient City Checklist can benefit communities by:

- Producing spillover effects for the management of other complex, regional disasters;

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Whether one calls it climate change, global warming or unsubstantiated hype, many research scientists and emergency managers have recognized that weather patterns are changing. These changes are creating more intense storms and natural disasters. As the climate continues to change, emergency managers need to change tactics from focusing on response-based strategies to focusing on mitigation, taking into account that climate change and disaster risk or vulnerability reductions are equally linked.

However, most see the term “climate change” as the alteration of the climate worldwide due to human consumption of fossil fuel, clear-cutting forests, and other problems associated with greenhouse gases. Since 2000, the effects of a changing climate are becoming obvious through wildfires, higher sea levels, extreme rainfall and snow storms, and diseases spreading to new areas.

Understanding Impacts of Climate Change

Many issues are associated with climate change, each dependent on several factors, but flooding and water-related events over the past few years have intensified to the point that 100-year floodplains have been broken and broken again. Emergency managers need to understand the reality of climate change and foster a willingness to accept these findings. The dysfunctional response-based method will do little to reduce these water-related risks, when compared to a mitigation-based response that will increase community resilience and reduce vulnerability.

As flooding and water-related incidents are affected by climate changes, the severity and pace of these impacts are difficult to ascertain, but it is known that polar caps are diminishing as ice melts; ecosystems are dying, causing wetlands to disappear; sea levels are rising; and weather patterns are changing. Areas that are usually wet will become wetter; areas that are dry will become drier; places that have isolated severe storms will have more frequent storms; tropical storms and hurricanes will be more intense; and areas with average snowfalls will have larger snowfalls.

Risk Assessment & Reduction

In 2006, two issues were brought into focus in conjunction with planning for natural hazards: risk assessment and risk reduction. Through legislation and stakeholder collaboration, a comprehensive approach can be developed in order to plan mitigation efforts that will provide protection of life and risk reduction. A study by the National Institute for Disaster Management attempted to answer questions concerning impacts of climate change and what is needed to reduce the vulnerabilities. The study attempted to answer these questions: “To what extent will vulnerabilities and exposure to natural disasters alter with projected climate change, by 2030 and 2060? What adaptation is needed to reduce vulnerability to these impacts of climate change?”

In October 2009, EO 13514 put into motion a set of sustainability goals for federal agencies, creating the Interagency Climate Change Adaptation Task Force (ICCATF) to recommend policies, programs, planning and mitigation efforts that could prepare the United States for the changing climate. The common questions needing answers involved collaboration between all governmental agencies and tribal partners; leadership and coordination of sciences and services that address climate changes and risk to the nation; and the alignment of policies through adaptations set forth by the task force.

On Oct. 28, 2011, the ICCATF released a report that climate change would pose a serious impact to all aspects of the environment throughout the United States and global community. These changes were documented in the U.S. National Climate Assessment report and also the National Research Council’s report. What’s astonishing about these reports are the impacts predicted in various seasons. These predictions included: reduced snowpack in one area while increasing in another; increasing ocean temperatures, causing melting ice caps; and the rise of sea levels and how these changes are already affecting ecosystems, urban areas and communities. Many areas are already feeling the effects, so if we know so much about these climate-changing risks, what actions are needed to ensure
Social media has taken the world by storm! Emergency management is no different and is challenged at present with implementing social media sites, but what problems lie in wait? We present some challenges the community will face (some are already facing) with respect to using social media for future global events.

Emergency management agencies, public health officials and other various practitioner communities are at various stages of implementing social media sites and other tools, like apps for a variety of communication and information needs. One can hardly make it through the day without hearing the words Twitter, Facebook or YouTube in the United States.

During the Great Eastern Japan Earthquake of Mar. 11, 2011, Twitter was used by Japanese officials (i.e. the Prime Minister), the Japanese public, and others around the world to help communicate and disseminate information. A reason for this was because the Japanese language was supported by Twitter and already had a large Japanese user base. However, the popular American site, Facebook, was hardly used in comparison to the popular Japanese social site, mixi (http://mixi.jp). This brings to light some of the complexities that may arise when trying to retrieve valuable information during times of international crisis.

**Different Cultures, Different Social Sites**

Just as the various cultures within our nations are different, so too are the social sites used. Social media sites target user populations in a variety of ways. Some ways are through the tools offered (chat, blog, video upload, etc.), colors used, and design. Another way is through the language(s) supported. Not all languages are supported by social media sites.

In China, one popular site is QQ; in Germany, wer-kennt-wen is the rage; and while orkut is unheard of by most Americans, it’s very popular in many other places around the world, like India and Brazil! Not only are different social sites used by various countries, but social networking sites are developing/evolving at a rate that does not allow any of us to get too comfortable with any one site. As they mature, older sites like MySpace die out, while newer ones like tumblr surface and increase in popularity.

Although countries use different social media sites, they do tend to fill niches that are common to many. Identified niches can be used to categorize social media that may help further link countries based on these needs. For example, information provided by web2asia on “China Internet Facts” identifies categories listing the global leaders compared to the leading players in China. See Figure 1.

The Red Cross leverages social media and provides an excellent example for others to go by and learn from. However, while the American Red Cross uses Facebook, Twitter and other popular sites listed as global players in the China Internet Facts table, what will their counterparts be using in China, India and Holland?

As social media engulfs us globally, social media sites may disconnect as silos from one country to the next, creating information gaps. It will be important to identify and incorporate the most useful sites given the country of origin and event type.

For example, information can travel through the blogosphere from China’s Weibo to the United States’ Twitter to Spain’s overblog to who knows where all – and therein lies the challenge. During an international crisis, when using social media, where should we look for information?

**Tackling Problems in Search of Global Solutions**

As social media matures, so too do the issues that surround it. Practitioners, NGOs, humanitarian groups, government agencies/officials and others within the emergency domain should consider partaking in ongoing local, state, national and international efforts, such as those offered at conferences, workshops, institutions and summer schools.

One such effort will be offered to the IAEM community and others this summer in the Netherlands (www.iscram.org/live/ summerschool2012) as practitioners and academics join together to tackle some of the problems and

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**Figure 1. China Internet Facts**

<table>
<thead>
<tr>
<th>TYPE</th>
<th>Leading player in China</th>
<th>Global Player</th>
</tr>
</thead>
<tbody>
<tr>
<td>Search Engine</td>
<td>Baidu</td>
<td>Google</td>
</tr>
<tr>
<td>C2C eCommerce</td>
<td>Taobao</td>
<td>eBay</td>
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<td>Instant Messaging</td>
<td>QQ</td>
<td>MSN Messenger</td>
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<td>Video Hosting</td>
<td>Youku, Tudou</td>
<td>YouTube</td>
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<td>Picture Hosting</td>
<td>Youku, Baidu</td>
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<td>Xiaonei</td>
<td>Facebook</td>
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<tr>
<td>Business SNS</td>
<td>Tianji, Wealink</td>
<td>LinkedIn</td>
</tr>
<tr>
<td>Blog service</td>
<td>Blogbus</td>
<td>Blogger</td>
</tr>
</tbody>
</table>

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1 For any social media site referenced, simply put a “.com” behind the name to access it online.

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New Family of Global Standards Will Clarify EM Best Practices

By Brian Zawada, MBCI, Member, U.S. Delegation to ISO Technical Committee 223 on Societal Security and Director of Consulting for Avalution Consulting, LLC, and Dean Larson, Ph.D., CEM, and Head of U.S. Delegation to ISO Technical Committee 223 on Societal Security

For those organizations struggling with preparing for what seems to be an ever-expanding international threat environment and increasing risk to personnel, property and business operations, help is on the way. In 2001, the International Standardization Organization (ISO) chartered Technical Committee (TC) 223, charging this group with developing “civil defense” standards. The TC was reorganized under the Swedish Institute of Standardization (SIS) in 2005 and renamed “Societal Security.” According to the ISO website, TC 223 is pursuing international standardization in the area of societal security, aimed at increasing crisis management and business continuity capabilities through improved technical, human, organizational, and functional interoperability, as well as shared situational awareness among all interested parties.

The committee uses an all-hazards approach covering all necessary activities in the key phases of crisis management and business continuity. Forty-seven countries are currently participating, with 19 observing. To learn more about the work being performed by Technical Committee 223, please visit the ISO website, www.iso.org/iso/iso_technical_committee?commid=295786.

The Scope of TC 223

At this time, there are five workgroups working on a variety of standards initiatives. Here is a partial listing of the emergency management and preparedness-related standards currently being worked on by TC 223. Note that some of the titles may change over time, based on TC 223 discussion and public comment.

- ISO 22301: Societal Security
- ISO 22320: Societal Security
- ISO 22322: Societal Security
- ISO 22323: Societal Security
- ISO 22324: Societal Security

The first ISO document written on the topic of exercises and testing, ISO 22398 Societal security – Guidelines for Exercises and Testing, is a draft international standard currently open for public comment from all of the ISO member countries until Mar. 23, 2012. This guidance document describes strategies to implement a business continuity management system.

ISO 22301 and 22313

These two standards are currently works in process as they relate to business continuity management. ISO 22301 (currently being voted on as a final draft international standard) is a requirements standard written for auditability and certification, whereas ISO 22313 (currently a draft international standard) is a guidance document describing strategies to implement a business continuity management system.

ISO 22320

ISO 22320, approved on Oct. 22, 2011, became the first TC 223 standard approved for publication. From a scoping perspective, ISO 22320 outlines the requirements “for effective incident response and provides the basics for command and control, operational information, coordination and cooperation within an incident response organization. It includes command and control organizational structures and procedures, decision support, traceability, information management, and interoperability.” Overall, this standard provides auditable requirements that summarize best practices to respond to incidents regardless of scenario, in order to protect stakeholders and enable a timely and effective response.

ISO 22398 (continued on page 20)
Cultural Respect in Emergency Management

By Mark Warnick, IAEM-USA Student Region Treasurer

Cultural respect and diversity is often a misunderstood endeavor, especially in emergency management and public safety. Even some of those who teach cultural diversity fail to understand and to instruct others properly on the principles of acceptance of cultural diversity. They do not comprehend what it is truly about. Cultural diversity is not about changing your core values to please others, but rather it involves keeping your core values and respecting others and their core values, even if they do not coincide with yours. This misnomer has caused substantial confusion and frustration in the realm of cultural respect in all areas, not only public safety.

Treating Others with Respect

As someone who provides guest lectures on cultural diversity and respect, and as someone who has written several articles on the topic, I find it most interesting when a long-time first responder and new graduate student finally comprehends the meaning of respect of cultural diversity. When they finally grasp it, their attitude changes from looking at it as a frustrating part of the job or as someone trying to change their way of thinking, to understanding it as simply treating others with respect. I have been contacted by some students who have stated that it changes their entire attitude and enhances their career. It also, in many instances, changes the way they approach the subject from that point on.

The well-recognized and distinguished fighter Mohammed Ali once said, “Prejudice comes from being in the dark; sunlight disinfects it.” In the past, we as a society have chosen to bury our heads in the sand over a period of many years by ignoring social injustice. Even today, signs of social injustice occasionally become ignored, as public safety workers further their own agendas and ignore the suffering that evolves from injustice.

Frequently, when the issue of cultural diversity is first broached, emergency management staff turn to legal definitions and other demagoguery to prove the point that they are accepting. Perhaps this is a defensive mode to convince themselves and others that they are not prejudiced.

The realization eventually reached is that everyone harbors some form of prejudice or preconceived notions. These are typically based on our life experiences and usually come from early childhood. In What Color is your God, James Breckinridge states, “Researchers agree that a child’s racial awareness has begun by three or four years of age” (Breckinridge, 1995, p 14, Kendall, 1983, p. 20). This supports that greater efforts should be made to ensure that public safety workers are culturally diverse and culturally respectful to all ages.

Even after years of civil rights-based laws and policies, scholars dispute whether development of these laws have truly produced sizable gains for the intended beneficiaries. For instance, some researchers suggest such policies are simply “window-dressing,” demonstrating only symbolic compliance with civil rights law (Edelman and Petterson, 1999). Others report the substantive effects of enlightened human resource policies on employment outcomes for disadvantaged groups (Konrad and Linnehan, 1995).

Changing Actions, Not Values

While we live in a diverse society, it is common to read and see regular stories of hate, intolerance and prejudice, each affecting different populations in different ways. Even some teachers of cultural diversity happen to be misguided in their teachings, because they expect others to change their core values and beliefs, simply because they “taught you to do so.”

What many fail to realize is that individuals do not need to alter their core values. Instead, they should remain mindful, respectful and non-prejudicial in their interactions, while still maintaining equilibrium for their core values. In reality, there is no way that a person could change all of their core beliefs to meet all of the aspects that might be required.

Can Muslims change their core beliefs to accept the core beliefs of Christianity or Judaism, while still being practicing Muslims? In the same fashion, can atheists believe in God and still hold their core beliefs that there is no God?

What about consolidating people because they are a member of a church or a group that has a similar name to another group? A prime example of this might be the Westboro Baptist Church, which is well-known for their anti-gay message and their picketing at military funerals. Observers might be tempted to think that all Baptist churches have the same core beliefs. This train of thought would be untrue and a generalization that could be considered a biased attitude, even potentially discriminatory.

Additionally, some might claim that all Muslims are violent, based on the recent terrorist attacks and wars we have experienced during the last 15 years, but this too would be a form of prejudice and intolerance.

Unfortunately, emergency managers have seen or heard these types of bias and discrimination expressed by many public safety officials over the years,

(continued on page 20)
New Offering for IAEM-USA Conference: Leadership Symposium

By Carolyn J. Harshman, CEM

In my capacity as Chair of the Conference Committee for several years, the evaluations frequently yielded requests for an “executive level” breakout track. In response to that request, I have been tasked to chair a subcommittee within the IAEM-USA Training and Education Committee to develop a Leadership Symposium. In the process of developing the concept, the following discussions have arisen.

Concept for Symposium

- **Logistics.** The Symposium will be scheduled simultaneously with the existing breakout blocks within the conference program. Depending on how the Conference Committee distributes the number of breakout blocks, it is contemplated that there will be approximately seven to eight one-hour opportunities for Symposium content.

  Although scheduled like a “track,” the content will be developed and facilitated by the Training and Education Leadership Symposium Subcommittee. Scheduling with the breakout blocks will allow the attendees to still participate in all other aspects of the conference program.

- **Attendees.** Since we contemplate a limit of approximately 50 attendees, we will distribute a “Call for Participation.” The announcement will describe the Symposium and will require prospective attendees to submit a statement that identifies how they will contribute to the Symposium.

  As opposed to establishing a “standard” like CEM® or years of experience, the subcommittee recognizes the need to draw a diverse audience – particularly existing and emerging leaders. In addition, the subcommittee will be interested in capturing a cross-section of representatives from the spectrum of agencies and associations that contribute to the field of emergency management.

  **Format.** It is contemplated that several delivery formats will be utilized during the Symposium, including speakers, facilitated discussions, brainstorming, rapid fire presentations by audience members, and focus groups on areas of key interest. The intent will be to utilize the knowledge base of the audience while also providing for the delivery of advanced materials and concepts.

  Also, there is a desire to utilize speakers from the conference’s General Sessions. For example, the conference program routinely includes partner updates from agency leaders, as well as plenary speakers brought in to discuss a range of contemporary issues. The Symposium will provide an excellent opportunity to follow up with focus group discussions with these presenters.

- **Speaker Solicitation.** At this time, we do not plan on soliciting speakers for the Symposium. As the overall content begins to take shape, the subcommittee will reach out to invite speakers as deemed necessary.

  **Content.** The Symposium will provide a forum to link with EMI’s new Executive Leadership Program. The EMI Program is on the fast track and is well underway, with the first course tentatively planned for later this year, and the others in 2013.

  Additionally, the subcommittee foresees the inclusion of “mentoring,” as well as discussion on future program development into the mix of the delivery. That way the wealth of knowledge can be woven into the program and shared peer to peer. This concept will bring existing experience, knowledge, perspective and guidance from both the existing and emerging leaders.

  We envision the merging of lessons learned with current management and leadership concepts to yield a truly dynamic program. Other examples of content include the federal Strategic Foresight Initiative. SFI articles and blogs to date have focused on many aspects related to the future of emergency management. In short, the content of the Symposium will draw on the expertise of the participants and invited speakers, with a focus on leading emergency management into the future.

**Conclusion**

In conclusion, the Leadership Symposium creates an exciting opportunity to try out new formats and delivery methods while fully engaging participants. Having knowledge of the background and expertise of the attendees will greatly enhance our ability to develop customized content.

The purpose of this article is to announce the new offering while also soliciting your thoughts on the identified concepts. We welcome your input on the Leadership Symposium. Please forward your thoughts to the author at epc@pacbell.net.
New Family of Global Standards
(continued from page 17)

provides information on exercises and testing for general purposes application, not restricted to the topic areas covered in other documents issued and being developed by ISO TC 223. The development of this document is under the leadership of the Japanese standards agency, and the project lead is Dean Larson, Ph.D., CEM. E-mail comments to deanlarson@larsonperformance.com.

Conclusion

Standards are an excellent (voluntary) tool designed to improve organizational performance in a specific competency area. Technical Committee 223 is busy standardizing practices and recommendations that will assist the emergency manager in preparing for disruptive incidents. In a manner that works to define practices applicable to any organization, the requirements and guidance standards under development can aid in protecting people, property and operations before and following the onset of an emergency situation.

Fallout Preparedness
(continued from page 14)

- Making a jurisdiction's all-hazards framework more robust in addressing nuclear terrorism;
- Creating momentum to tackle other difficult nuclear response issues, like the sheltering of mass, displaced populations; and
- Saving tens of thousands of lives after an actual nuclear detonation.

See the checklist and supporting materials at www.radresilientcity.org. Questions and comments are welcome at radresilience@upmc-biosecurity.org.

Climate Change
(continued from page 15)

the resilience and sustainability of communities?
The results, if taken together as a whole, would indicate that climate change affects the way emergency management directs mitigation in regard to disaster risks and vulnerabilities. Recognition in the United States and the global community that climate change is an important factor in resiliency and sustainability will enhance the ability of all parties to move from a dysfunctional response-based method to a collaborative mitigative method. Looking at how communities can reduce

Cultural Respect
(continued from page 18)

including their own co-workers and supervisors – and it is often ignored.

It should be realized that being intolerant is a violation of the code of ethics in many public safety entities and organizations. In fact, the IAEM Code of Ethics and Professional Conduct states we must have “...respect for supervising officials, colleagues, associates, and most importantly, for the people we serve...We comply with all laws and regulations applicable to our purpose and position, and responsibly and impartially apply them to all concerned.” (International Associations of Emergency Managers, 2011). In looking at “for the people we serve,” we must realize that this covers every breathing person.

In reality, public safety workers should be respectful to all people, both on and off duty. While it may not be commonly recognized, emergency managers are under the microscope of the public eye, and they are held to a higher standard both on and off duty. For this reason, they need to ensure that while they hold to their core beliefs, they do not disrespect others in their interactions based on their beliefs, but instead respect them as the people they are.

References

White House Highlights David Maack as a “Champion of Change” for Helping to Prepare America. Recently, FEMA honored 17 individuals, including Racine County Emergency Management Coordinator and IAEM member David Maack, CEM, as recipients of this year’s Individual and Community Preparedness Awards, for spearheading creative and effective initiatives to better prepare their communities for disaster events. Honorees were recognized at the White House as Champions of Change. FEMA recognized Maack in the “Engagement with Faith-Based Communities” category. In collaboration with the City of Racine Mayor’s Office of Strategic Partnerships and Wheaton Franciscan Healthcare, he worked with the faith-based community to present a forum on preparedness for churches and faith-based organizations. The forum’s goals included fostering a culture of preparedness within the faith-based community and reaching an underrepresented community, including a special effort to reach inner city churches.

IAEM Members Mourn the Loss of Bob Lay. IAEM members were saddened to learn of the loss of Bob Lay, Emergency Management Director of Brevard County, Fla., since 1997, who passed away from a heart attack on Jan. 21. A beloved member of his community and a well-respected EM expert, Lay led his county through countless emergency situations, including hurricanes and wildfires. “I can think of no other single person who impacted more lives in such a positive way here in Brevard County,” said County Manager Howard Tipton.

Prior to his employment with Brevard County, Lay was employed by FEMA. “Bob embodied the mission of disaster management through his strong emphasis on preparedness, response and recovery,” stated FEMA Administrator Craig Fugate. “He brought a sense of true professionalism to the field and helped build a great respect for the work that first responders, emergency managers, non-profit organizations, and other members of the team do every day to protect their communities. Among his many accomplishments, he helped lead response and recovery efforts through many of Florida’s most severe hurricanes and was appointed by the Department of Defense to serve as its top point of contact for operations during Hurricane Andrew. Earlier in his career, he was a valued member of the FEMA team and remained a member of our extended family. In recent years, Bob provided FEMA with strategic counsel during his service as a key member of our National Advisory Council.”

IAEM expresses sympathy to Bob’s family and friends.
IAEM Call for Articles: “Gap Analysis”
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Where are we not focusing our efforts properly or effectively? Some gaps could include such issues as fuel shortages after disasters; tsunamis; asteroids; meteors or space debris; volcanoes; etc.

Tell us how you engage in gap analysis and what you have learned from it. Where do you see emergency management in 2020?

The Editorial Work Group is interested in obtaining a mix of articles from those teaching emergency management and those engaging in emergency management worldwide.

Please read the Author’s Guidelines at www.iaem.com/Bulletin, keep your article at no more than 750 words, and e-mail submissions to Karen Thompson, Editor, at Thompson@iaem.com. Remember, since we publish the IAEM Bulletin monthly, we are always looking for good articles on any EM-related topic of interest to our members. Articles published in the IAEM Bulletin meet the Publishing requirement of the CEM® Program.

Social Media
(continued from page 16)

provide solutions as “one” community.

Conclusion

When such crises as pandemics and other international event situations occur, it will be best to have the social network bridges built and crossed. It will be important to be prepared to communicate across long distances with great speed, accuracy and delivery. Other barriers will exist with policy, accessibility, translation and interpretation. Social media is a beast that challenges us as a community; it will “take a village” to tame it.

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EM Calendar
Visit www.iaem.com/calendar for details on these and other events.

Mar. 1-3 2012 National Severe Weather Workshop, National Center for Employee Development, Norman, OK.
Mar. 26-29 National Hurricane Conference, Orlando, FL.
Apr. 10-14 National Earthquake Conference, Memphis, TN.
Apr. 16-18 Australian & New Zealand Disaster and Emergency Management Conference, Brisbane, Australia.
May 5-8 Fire-Rescue Med, Las Vegas, NV.
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The Economic Culpability of Disaster Preparedness
By Tito Bonde, MADEM, IAEM Student Member, Victoria, BC, Canada

By any measure of objectivity and rigor, and to fully assess disaster preparedness, one cannot dissociate it from the broader social, political and economic contexts in which it occurs. For economically fragile countries, it becomes as important to acknowledge the state of the economy as both capable of aiding disaster readiness and culpable for undermining it. The objective of this article is to demonstrate the economic culpability for inadequate disaster preparedness of aid-dependent countries.

National Preparedness Impacted by Economic Status

Disasters and emergencies are not aberrant phenomena, as they affect virtually every country in the world. However, the capacity to prepare for and recover from a disaster is influenced by the degree to which a country is economically strong and the extent to which political leadership places a value on preparedness as a measure to increase safety and minimize losses. Economic well-being and political will are, therefore, central to disaster and emergency management.

Preparedness is a proactive state in which families, communities, well-established institutions and emergency managers alike are called upon to perform. Dictated by their constrained realities, poor and underprivileged countries greatly lack the technical and economic inputs to adequately and concomitantly address a plurality of challenges demanding both intensive attention and extensive use of resources. For these countries, it is often a choice of one or the other when agreeing on which problems to tackle. In fact, they have come to rely so heavily upon international relief aid that they cannot function without it.

With more than 54% of the entire population living below the poverty line (absolute poverty), illiteracy higher than 40%, unemployment at 18%, and HIV/AIDS affecting 16%, the pressing urges to address these development underpinnings have resulted in disaster preparedness being treated as a luxury – one government cannot afford at the expected rate. Such a convolution of clustered obligations, born from mass poverty and aid dependence among other discretionary constraints, redefine disaster preparedness (as defined by emergency managers) as an unaffordable luxury.

On the other hand, currently inadequate levels of preparedness, when measured in terms of such factors as the existence of proper structural and non-structural measures or resource commitment, suggest that the benefit-cost-ratio (BCR) for preparedness is less than one (<1). The costs outweigh the benefits; hence, very little attention has been given to preparedness, particularly when malaria, HIV/AIDS and other core development topics ferociously compete for limited resources.

Competing needs arising from unyielding difficulties, including illiteracy, HIV/AIDS, unemployment and widespread poverty, polarizes Mozambique and most countries of Sub-Saharan Africa. The prevailing socioeconomic conditions of this region, combined with resource scarcity and high debt, diminishes the decision-making power of their governments. A weakened economy stretches national governments to their maximum limits, making them reactive institutions. In fact, mendicant countries (poor and aid-dependent), including Mozambique, very rarely can afford to set aside sufficient resources to amply prepare proactively for disasters.

In some cases, poverty has been used as an instrument to provide cover for inadequate disaster preparedness in these countries. In others, the economic culpability provides a justification for why countries like Mozambique continue to be mostly reactive in their approach to disasters.

Practical Constraints

In and of itself, the consideration of disaster preparedness as an unaffordable luxury (one which (continued on page 32)
Diversity must be included in disaster management plans at all levels to ensure community resilience and sustainability (Phillips, 1993). International disaster research shows that lesbian, gay, bisexual and transgendered (LGBT) people are discriminated against during disaster response and recovery based on their sexual orientation or gender identity and that their specific vulnerabilities and capacities are often overlooked (JC Gaillard, personal communication, Dec. 14, 2011). While international disaster literature suggests inclusive DRR initiatives are paramount in supporting the resilience of LGBT people during and after a disaster, little academic research exists about this population and disaster management in Canada.

Inequality Leads to Denial of Fundamental Human Rights

Vulnerability is the interaction of social, political, cultural and physical processes that put people in harm’s way (Enarson & Walsh, 2007). Inequalities and differences based on sex and gender may lead to the denial of fundamental human rights for women, girls and sexual minorities (Enarson, Fothergill, & Peek, 2007). While social vulnerability, capacity and resilience in Canadian disasters have not been well-documented, evidence from previous incidents in Canada, such as SARS and the 1998 Ice Storm, reinforce the need to recognize marginalized populations in order to create better mitigation, response and recovery capabilities and to lessen the economic and social impact of disasters (Enarson & Walsh, 2007).

The social determinants of health are the primary factors that shape the health and well-being of Canadians and are indicators of social vulnerability (Enarson & Walsh, 2007). Examples of determinants, which include income, education, housing, gender, race and disability, enable people to resist and recover from the shocks of everyday life (Mulé et al., 2009). These factors relate closely to those that promote disaster resilience. Canadian action on improving health equity by addressing the social determinants of health has been profoundly lacking, and evidence suggests Canadian public policy in recent years has served to increase social inequities among Canadians (Raphael, 2010).

Health Policy Challenges

Health policy literature indicates a greater emphasis needs to be placed on including gender and sexually diverse populations in policy development. Minority communities invisible to policymakers are not included or considered in policy or planning processes, and are overlooked during critical incidents and other emergency situations (Colvin, 2010).

Health policy challenges faced by same sex couples in the United States include the refusal to recognize same sex partners as next of kin and the denial of rights for end of life decisions (Labella & Singh, 2008). “Despite the changing legal landscapes in Canada over the past decade, LGBT people continue to face discrimination and abuse, and improving safety continues to be a key touchstone for policy makers and practitioners engaging with LGBT lives” (Browne, Bakshi, & Lim, 2011, p. 739).

Research findings on the safety needs of LGBT people in the city of Toronto illustrate experiences of harassment, vandalism, damage to private property, and assault that have occurred in neighborhoods and workplaces (Cameron, 2009). Although crime rates have been shown to decrease in disasters, those at risk of violence remain so during and after a disaster (Philips, Jenkins, & Enarson, 2010).

In the aftermath of Hurricane Katrina, Sharlie, a transgendered woman, was arrested, detained in jail, and separated from her family for using the women’s shower in an emergency shelter (Carter, 2007). Violence often remains unreported by LGBT people for fear of further victimization, and it remains one of the least examined behaviours in disaster contexts (Philips, Jenkins, & Enarson, 2009).

Unrecognized Health and Social Needs of LGBT People

The unique health and social needs of LGBT people are not recognized by mainstream disaster relief and recovery efforts. In the aftermath of the 2004 South Asian tsunami, the Aravanis, a sexual minority, were denied access to shelters, housing and livelihood support, often eating leftovers thrown away by others living in the temporary shelters (Pincha & Krishna, 2008).

Although shelter and disaster relief providers are subject to universal declarations and principles that prohibit discrimination based on gender stereotypes and gender identity, LGBT people remain unsafe in emergency shelters (NTCE, 2009). Following 9/11, LGBT organizations in New York worked to fill gaps left from mainstream efforts demonstrating the importance of these groups and

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agencies to engage local leadership and build on community capacity (Eads, 2002).

Despite documents such as the Canadian Charter of Rights and Freedoms, and the Canadian Human Rights Act, LGBT people in Canada continue to face discrimination. While international research suggests LGBT people face further discrimination in the wake and aftermath of disasters, little is known about LGBT people and disaster management in Canada. Recognizing and building upon the local knowledge, skills and capacities of LGBT people is an important step toward disaster resilience.

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Fatality Management: Supporting Victim Identification

By Allen B. King III, CEM

The 2011 Japan earthquake and tsunami demonstrates that highly developed nations such as the United States are at risk of catastrophic devastation and great loss of lives. Both the 2010 Haiti earthquake and 2004 Asian earthquake and tsunamis estimated fatalities in excess of 200,000. Preparing to support the requirements for fatality management is one of the most difficult functions of emergency management. It is important to develop a fatality management plan that will not interfere with resources needed for the survivors.

Goal of Fatality Management

The goal of fatality management is to establish confirmed identification and to ultimately return each victim’s body to surviving family. It is important to successfully identify each fatality for legal, ethical, religious and financial purposes. Timely issued death certificates may have direct importance for insurance and other death benefits, and are likely required for the final disposition of individual remains. The inability to identify fatalities may result in economic and secondary moral injury to surviving relatives of the victim.

Legal Authority

Legal authority for fatality management varies between states and sometimes within a state. In most states, medical examiners and coroners have legal authority for fatality management. However, in other states, the chief elected official, such as the county judge, may have the authority. The authority to determine the cause of death and sign the death certificate is local and cannot be transferred to untrained personnel or to federal fatality management resources. Responsibility for supporting fatality management may not follow lines of authority.

Private Industry

In the United States, post-mortem care is almost totally provided by private businesses. Funeral homes not only provide burial or cremation services but also provide grief counseling and spiritual support for families. The funeral industry is seldom included in fatality management planning and coordination. All fatality management plans must include integration of medical examiners and funeral directors with the local emergency management community.

Victim Recovery

Search operations is locating and marking where the bodies were found while victim recovery is moving the dead to the mass fatality morgue. Two differently trained teams are probably needed, one to do search and another to do recovery. Personal effects should also be located and recovered as they can support and inform the identification process. It is important for forensic digital photographs to be taken as soon as the body is located or recovered.

Victim Identification

The mass fatality morgue is where identification of the dead will be confirmed, where the autopsy will be performed if required, and where aftercare or embalming is conducted. Visual recognition should be complemented with other methods of forensic human identification, including fingerprints, genetics, radiographic and dental investigation, and information such as identification of clothing or personal effects. It might be necessary to preserve the body until it can be identified. Refrigeration is preferred but may not be available. Temporary burial provides a good option when refrigerated cold storage is not available. Underground temperature tends to be lower than aboveground, providing natural cooling. The intent is to slow decomposition to aid in identification at a later time as additional forensic resources are available. Each separate temporary shallow grave should be individually marked and recorded. Burials in common graves and mass cremations are rarely warranted and should be avoided. Cremation of unidentified bodies should be avoided, since cremation will destroy evidence for any future identification. Unless there are cultural and religious observances which prohibit it, burial is the preferred method of body disposal in emergency situations, as it preserves evidence for future forensic investigation.

Family Assistance

The families of victims need to be informed about the methods and timeframes for recovery and identification of victim remains. A Family Assistance Center may be the best place to support the transfer of information and to provide recovery counseling. Consider coordinating with the Red Cross to support family assistance support.

Conclusion

Integrate medical examiners, local funeral directors, and the private industry into fatality management planning and preparedness. Resource and train both fatality search and recovery teams. Acquire digital cameras and train to take photographs as quickly as possible to support forensic identification. Plan what

(continued on page 32)
In recent years, global warming has become a significant issue for the world in a variety of ways. It has made life challenging for polar bears in the Arctic and has threatened the salinity of the world’s oceans. It has created droughts in some parts of the world, and flooding in other parts.

Need for Preparation

It is evident that a serious climate shift is happening, and emergency management professionals and citizens throughout the world need to prepare for the bizarre weather episodes they’re bound to see in their neck of the woods. Citizens also need to be keenly aware that just because their area usually sees a certain weather pattern, it is not far from the realm of possibilities that they may see a dramatic natural event that could devastate their area.

Last summer, a hurricane swept over the States of Connecticut, New York, Massachusetts and Vermont. In the past, it has been a rare occasion for a hurricane of this magnitude to hit this part of the United States. As hurricanes rarely hit the New England area, the townspeople in these areas were not prepared for what they would be experiencing. The damage was extensive, and while emergency management professionals did their best to combat the storm, it was clear that many individuals were not keenly aware of hurricanes or their potential for devastation.

While it seems the Northeast wasn’t ready for a hurricane of those proportions, preparation was still needed for natural disasters of all types. Given the circumstances of climate change, emergency preparedness for all sorts of catastrophes should be in the forefront of the decision-making process for various locations throughout the United States and in countries throughout the world. However, because individuals in society tend to believe that emergencies do not happen that often, there isn’t as much support for budgets needed in the emergency management community. This disconnect sends lawmakers the wrong message, but also creates situations where preparedness can be seriously lacking.

Preparedness: A Global Issue

The issue of preparedness is very much a global issue. When countries are devastated by a natural disaster, their economy drastically suffers, creating trade difficulties, causing food shortages, and sparking the potential for the spread of disease. What starts as an issue in one part of the world can quickly become a global crisis leading to aid assistance on behalf of other countries that may or may not be able to realistically afford it.

Instead of waiting for a crisis to develop, citizens, lawmakers and emergency professionals throughout the world should adequately prepare for disasters before they strike. Through these efforts, lives and property can be saved instead of further depleting funds in government treasuries in the midst of an economic crisis.

Conclusion

The climate is already changing – and we can’t fight against it. Countries and government systems of all levels need to be keenly aware that the weather may have changed significantly. Without taking this important issue into account, countries will continue to be completely devastated when a natural event that rarely occurs in their area, strikes.
International Emergency Management Issues in the Search and Seizure of Laptop Computers at Airports

By George Lane, Tulane University Homeland Security Program

Many emergency managers and travelers are surprised when told that the government says it has the right to search their laptops at airports. Travelers allow the U.S. Transportation Security Administration (TSA) to inspect their suitcases and have no problem with a full-body scan, but searching their laptops seems "a bridge too far." The searching of laptop computers at airports raises issues of cyber security and the government’s need to detect terrorists crossing U.S. borders while still protecting the personal privacy of law-abiding travelers.

Electronic storage devices at the border.” The Court stated that “searches of international passengers at American airports are considered border searches because they occur at the "functional equivalent of a border.""

Essentially, DHS treats laptops like suitcases, and says Fourth Amendment rights regarding search and seizure are applied differently at the border than within the borders. After 9/11, DHS expanded their authority at the border to stop terrorists from entering the country and to find evidence of terrorist plots before they occur.

U.S. Border Searches Held Reasonable Since 1789

However, legal issues surrounding search and seizure at borders began well before 9/11. On July 31, 1789, the U.S. Congress which drafted the Bill of Rights including the Fourth Amendment, also enacted the first customs inspection statute. Section 24 of this statute granted customs emergency responders the “full power and authority” to enter and search “any ship or vessel, in which they shall have reason to suspect any goods, wares or merchandise subject to duty shall be concealed.” However, “entering and searching any particular dwelling-house, store, building or other place” required a warrant.

Since 1789, Congress and courts have not regarded border searches without a warrant “unreasonable,” and have held that these searches are routine and satisfy the Fourth Amendment’s “reasonableness” requirements because they are carried out at the border. Searches of laptop computers may seem to pit governmental interests against the rights of ordinary citizens; however, from the government’s perspective, there is a powerful interest in intercepting terrorists trying to enter the country.

The 9/11 Commission report stated: “For terrorists, the ability to travel is as important as weapons. Terrorists must travel clandestinely to meet, train, plan, case targets, and gain access to attack. To them, international travel presents great danger, because they must surface to pass through regulated channels, present themselves to border security officials, or attempt to circumvent inspection points.” One way to deter and identify terrorists is to inspect their computers at airports.

As more law-abiding travelers take their computers with them, it is important to set clear standards for the inspection of laptops at the border and determine clearly what to do with the data found. The Supreme Court has held that “border inspections of suitcases, packages and other types of property can be conducted as ‘suspicionless’ searches.” Therefore it is important to establish inspection standards for TSA and emergency managers that adequately balance the needs of security with those of innocent international travelers.

Conclusion

Instead of restricting the government’s ability to inspect laptops, laws and policies should be established to regulate how the government uses data found on electronic devices. The Fourth Amendment is not a good vehicle to use in establishing inspection rules for laptops. Peer-reviewed standards would protect citizens and ensure that privacy does not
The Demise of Osama Bin Laden and the Future of Al-Qaeda: Implications for Emergency Managers

By Jacqueline Ornsby

Osama bin Laden was killed during a 40-minute raid on his compound in Abbottabad, Pakistan, on May 1, 2011. In a statement issued from the East Room of the White House, President Barack Obama declared that “justice has been done.” Osama bin Laden’s death prompts profound and wide-ranging questions, concerns, ramifications, and political and emotional responses – within the United States and internationally. The global community continues to shift in its perception of and engagement in the war on terrorism.

Al-Qaeda Described as a Starfish Organization


The central metaphor of the book is this: “If you cut off a spider’s head, it dies; but if you cut off a leg of certain types of starfish, it grows a new one – and that leg can grow into an entirely new starfish.” According to Page, countries like the United States are “old-school, top-down, spider style organizations,” who, in worst case scenarios, die or must regroup upon the loss of their leader.

It is difficult to grasp the entrenchment of “leaderless organizations.” Page asserts “the irony of “leaderless” organizations is the “dis-economics of scale.” Starfish organizations tend to thrive on smallness, disorganization and dispersion – three qualities of al-Qaeda after bin Laden. Moreover, “Starfish organizations thrive on motivational leaders, sometimes from beyond the grave.”

The poetic imagery of “starfish” captures the imagination. Anthropomorphizing al-Qaeda trivializes terrorism. The goal of terrorists is to create chaos and large gatherings of death. It is reasonable to speculate al-Qaeda will thrive, fueled by their martyred leader and by their hatred for the perceived “Great Satan.” It is arrogant to assume there was only one al-Qaeda leader. Bin Laden’s followers were not mere minions.

Members of al-Qaeda are highly-trained, highly-skilled and highly-motivated fighters, actively engaged in war. It is reasonable to conclude bin Laden trained individuals to succeed him in the event of his demise.

Page claims President Obama was astute in not releasing after-death photos of bin Laden or “displaying any other provocation that might unnecessarily fan resentment in the Muslim world.” To release such images would not merely “spike the football.” Doing so would exponentially increase bin Laden’s status as martyr.

A Sense of Closure

Survivors and families of 9/11 victims have expressed a sense of closure brought about by the death of bin Laden. A sense of closure is critical to the quality of life for those who suffer or struggle to reframe tragedy. Each person grieves and processes events in his or her own way.

President Obama stated that bin Laden’s death “sent a message here back home that when we say we will never forget, we mean what we say – that our commitment to making sure that justice is done is something that transcended politics, transcended party; and it didn’t matter which administration was in, it didn’t matter who was in charge, we were going to make sure that the perpetrators of that horrible act, that they received justice.”

On May 11, 2011, The Washington Post reported that Osama bin Laden’s handwritten journal was “filled with planning ideas and details of operations.” The journal was part of a huge cache of intelligence that included about 100 flash drives and five computers taken by U.S. Navy SEALs after they swept through the compound.

According to Ariel Zirulnick, correspondent for The Christian Science Monitor (May 6), “Documents found in the U.S. raid on Osama bin Laden’s compound indicate that al-Qaeda was plotting an attack on the U.S. rail system, possibly for the 10th anniversary of the [9/11] attacks.”

Amid the relief, closure and speculation is the chilling possibility of al-Qaeda retaliation. Al-Qaeda confirmed its leader’s death in a statement on jihadist websites, declaring that bin Laden’s blood would not be wasted. We must respond to terrorism with wisdom.

Conclusion

As emergency management professionals and students, we are charged to bring order to chaos. I can and will pray for wisdom for our leaders and military. I pray for peace. I concur with the Rev. Dr. Martin Luther King, Jr.: “…I will mourn the loss of thousands of precious lives, but I will not rejoice in the death of one, not even an enemy. Returning hate for hate multiplies hate, adding deeper darkness to a night already devoid of stars. Darkness cannot drive out darkness: only light can do that. Hate cannot drive out hate, only love can do that.”
Fatality Management
(continued from page 28)


Academy, D. R. (2008, December 8). International

To do if the fatalities are more than your fatality management capability and capacity, and no mutual aid is available.

To avoid long-lasting mental distress it is important that the dead are managed with dignity and respect. Our response to a catastrophic disaster should not add to the distress of survivors. Planned, equipped, trained and exercised catastrophic-based fatality management plans will help support the needs of survivors and not interfere with resources needed for the survivors.

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Economic Culpability
(continued from page 25)

institutions can delay in favor of the urgent need to deal with poverty and disease) is a practical constraint emanating from a weakened economic condition. It also holds true that such a perspective reflects the complacency of national disaster management institutions and/or loyalty to an old school of thought which emphasized the reactive nature of emergency management.

The practicality of addressing imperative concerns (resulting from HIV/AIDS, for example) requires no justification as there is an inability to opt for delays. Irrespective of economic fragility or economic culpability, the treatment of preparedness as “unaffordable luxury” has proven fatal, often resulting in colossal socioeconomic implications.

Conclusion

It is unconceivable to regard preparedness in a manner inconsistent with best practices and the precepts of the emergency management discipline. It is partially true that proposing, for example, to divert one-third of the funds allocated for HIV/AIDS treatment in order to prioritize disaster readiness (or to address probabilistic or what-if-scenarios) is a hard option to sell. However, with better prioritization, rational governance and effective management, it is possible to balance competing needs and achieve acceptable levels of disaster readiness.

Searching Laptops
(continued from page 30)

on Jan. 7, 2011, California Congressman Loretta Sanchez introduced H.R. 216, “Border Security Search Accountability Act of 2011,” which would direct DHS to issue rules describing the “scope, procedures and recordkeeping requirements associated with border security searches of electronic devices” and provide officer training in both search procedures and privacy. This legislation has the potential to provide both security and freedom to travelers and emergency responders.

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  Baldwinsville, NY
- Pedro G. Gutierrez Jr.
  Bronx, NY
- Steven R. Henry
  Toms River, NJ
- Timothy D. Marshall
  Bath, NY
- Marcelo Rolon
  Toa Alta, PR
- Michael Venegoni
  Upton, NY

### IIAEM-USA Region 3
- Angela Barton
  Falls Church, VA
- Andrew K. Bumbak
  Nokesville, VA
- Katherine Courtney
  Cunningham Vienna, VA
- Aldo M. Davila
  Fairfax, VA
- Christine M. Floyd
  Arlington, VA
- Cheryl G. Ites
  Richmond, VA
- Kelly Lawall
  Fleetwood, PA

### IIAEM-USA Region 4
- James M. Cook, CEM
  Atlanta, GA
- Annette M. Doying
  New Port Richey, FL
- Kenneth E. Jones
  Wetumpka, AL
- Jason R. Stogner
  Lexington, NC
- Brian K. Teague
  Cleveland, TN

### IIAEM-USA Region 5
- Dr. Pao-Chiang Yuan
  Jackson, MS
- Joseph T. Hench
  Oregon, OH
- Gerri A. Husband
  Plainfield, IN
- David Lattan
  Carlinville, IL
- James P. McNabb
  Fond du Lac, WI

### IIAEM-USA Region 6
- LT Vincent Barronette II
  Killeen, TX
- Pamela W. Bradley
  Lafayette, LA
- Anthony Dimas Jr.
  Gallup, NM
- Bob L. McCurdy Jr.
  Round Rock, TX
- John D. Nessmith
  Pasadena, TX
- Kenneth Wimmer
  El Paso, TX

### IIAEM-USA Region 9
- Nicholas P. Agle
  Las Vegas, NV
- Michael R. Anderson
  Menifee, CA
- Amora Barton
  Simi Valley, CA
- Craig A. Hunnewell
  Spring Valley, CA
- Roger Ince
  McClellan, CA
- Deborah Kelter
  El Segundo, CA
- Deborah K. Miller
  Palm Springs, CA
- Justin B. Riley
  Las Vegas, NV
- Terry Stone
  Santa Clarita, CA

### IIAEM-USA Region 10
- Mrs. Kristina Ball
  Seattle, WA
- Ron Harmon
  Seattle, WA
- Michael Henshaw
  FPO, AE
- Gabriel F. Marcus, CBCP
  Issaquah, WA

(continued on page 34)
New Members
(continued from page 33)

Kelly D. Piper
Portland, OR

Stephanie D. Reynolds
Eielson AFB, AK

IAEM-USA Student Region

Jeffrey L. Alteredice
Olney, MD

Alison Allwine
Metairie, LA

Constance A. Atkinson
Raeford, NC

Ian D. Barland
Boca Raton, FL

Eric Best
Hockessin, DE

Harry C. Blaine Jr.
Thomasville, GA

Brian Bovaird
Crofton, MD

Benjamin Brewer
Winchester, TN

Karika Bridgers
Mesa, AZ

Daniel M. Burgamy
New Orleans, LA

Ryan M. Burke
West Chester, OH

Kevin Bushey
Triangle, VA

Paula Caldwell-LaDuke
McLean, VA

Mark Callazzo
Williamsburg, VA

James Capparelli
Mattawan, MI

Matthew P. Carrier
Pinson, AL

Shawn Chisholm
Fort Worth, TX

Lauren A. Clay
Philadelphia, PA

Ryan D. Cox
Denton, TX

John L. Daniel
Fort Pierce, FL

Christopher M. Davis
West Des Moines, IA

Arianne Deruise
Baton Rouge, LA

Maximilian Dixon
Seattle, WA

Thomas Dunlap
Midwest City, OK

Benjamin Eddows
Akron, OH

Samantha Faiella
Port St. Lucie, FL

Tyrell G. Ford
Fort Pierce, FL

David T. Gale II
Tempe, AZ

Daniel R. Gill
Chicago, IL

Rosalyn D. Harrington
Charlotte, NC

Jeffrey L. Henson
Lincoln, NE

Dr. Richard A. Hillstead,
Ph.D
Suwanee, GA

Thomas P. Hines
Lynn, MA

Joseph N. Howell Jr.
Lumberton, NC

Samuel M. Imbriale
Alexandria, VA

Christopher W. Ince Jr.
Porterville, CA

Jacazza L. Jones
Durham, NC

LCDR Kim Donadio Keel
Fort Meade, MD

Abdul Moeed Khan
Schaumburg, IL

William G. Killin II
Paxton, IL

Matthew J. Krause
Savannah, GA

Raejean K. Kreel
Auburn, WA

Kimberly L. Ladson
Monroe, NC

Steven I. Lerner
Orlando, FL

Leonard Mormino
Farmingdale, NY

Keith Morse
Pittsburgh, PA

John Mueller
Fargo, ND

Julian K. Muhammad
Washington, DC

Frederica L. Murray-Crews
Concord, NC

Paul R. Myhre
Middletown, DE

Edward L. Olive
Island Park, NY

Michael P. Page
Braintree, MA

William J. Pate
Cibolo, TX

Sarah J. Peddie
New Orleans, LA

Kaleigh C. Peil
Mesa, AZ

Susan K. Perkins
Byram, MS

Kaleigh C. Peil
Mesa, AZ

Bradon Q. Peterson
Bellingham, WA

Jessica H. Ports
New Orleans, LA

Marcques Ransom
Charlotte, NC

Sean C. Reid
Orange Park, FL

Darlene Richard
Garland, TX

Duane Rome
Virginia Beach, VA

Connie M. Rook
Falls Church, VA

Tim Seely
York, PA

Carmen N. Matthews
Shackelford
Dixon, MO

Neal Stefanko
Independence, OH

Philip A. Strouse
Winston, GA

Candice D. Taylor
Warrensburg, MO

Antron Thompson
New York, NY

John Tran
Silver Spring, MD

Kendra Turner-Carr
Panama City, FL

Jefferson Varner III
Huntsville, AL

Katherine J. Volsch
Schererville, IN

Michael M. Waddell
FPO, AP

Gustav D. Waterhouse
Fort Drum, NY

Anthony C. Winter
Tolleson, AZ

Craig J. Woodruff
Mesa, AZ

Andrea Young
Wadsworth, OH