Emergency Management and Homeland Security

An Overview

Roger L. Kemp

ICMA *Leaders at the Core of Better Communities*

ICMA

Leaders at the Core of Better Communities

ICMA's Governmental Affairs and Policy Committee (GAPC), led by Scott Hancock, Executive Director, Maryland Municipal League, Chair, and Robert W. Jean, City Manager, University Place, Washington, Vice Chair, chose the topic for this paper in consultation with the National League of Cities, National Association of Counties, U.S. Conference of Mayors, National Governors' Association, National Conference of State Legislatures, and Council of State Governments. See Appendix E for a list of GAPC members.

Robert J. O'Neill
Executive Director
ICMA
August 2006

ICMA is the premier local government leadership and management organization. Its mission is to create excellence in local governance by developing and advocating professional management of local government worldwide. ICMA provides member support; publications, data, and information; peer and results-oriented assistance; and training and professional development to more than 8,200 city, town, and county experts and other individuals throughout the world.

Contents

Levels of Responsibility 6

Four Phases of Emergency Management 7

Governmental Responsibilities 8

Managing Emergency Incidents: NIMS and ICS 10

Citizen Awareness and Involvement 11

The Future 13

Appendix A: Acronyms and Abbreviations 14

Appendix B: Emergency Management and Homeland Security Trends 15

Appendix C: Internet Resources 16

Appendix D: ICMA Homeland Security Survey 17

Appendix E: ICMA Governmental Affairs and Policy Committee, 2005–2006 18

Roger L. Kemp, a career city manager, has served in California, New Jersey, and Connecticut. He holds doctorate and master degrees in public administration, a master of business administration, and a bachelor of arts. Dr. Kemp is a graduate of the Program for Senior Executives in State and Local Government at Harvard University and is the editor of *Homeland Security: Best Practices for Local Government* (ICMA, 2003). He is currently a policy advisor in homeland security to ICMA.

Emergency Management and Homeland Security

An Overview

Roger L. Kemp

Local, state, and federal officials have made substantial progress in the field of emergency management during the past few years. City and county managers and elected officials have been at the forefront of this movement. After all, local governments were the first responders to the terrorist acts of September 11, 2001. While national and state leadership are essential, the future of emergency management, including homeland security, will depend to a great extent on preparedness initiatives at the local level. Local public officials have developed new emergency management practices, have applied new computer software to this field, and have begun to implement new security measures and safeguards to protect citizens. All these measures fall into one or more of the four phases of emergency management: mitigation, preparedness, response, and recovery, which will be briefly explained later.

In November 2002, the President signed the Homeland Security Act of 2002 into law. This act restructured and strengthened the executive branch of the federal government to better meet the threats posed by terrorism. By establishing the Department of Homeland Security (DHS), this act created for the first time a federal agency whose primary mission is to help prevent, protect against, and respond to acts of terrorism. Many historians believe that this act is the most significant law to be passed by Congress since the National Security Act of 1947. This new department is described later in the section on "Governmental Responsibilities."

Notwithstanding the name of the new department, the role of emergency management has always been to limit the loss of life and property during a disaster, whether natural or man-made. As shown in Figure 1, natural disasters can include earthquakes, floods, hurricanes, tornadoes, wildfires, and landslides. Man-made disasters can include biological incidents, fires, hazardous material spills, terrorist activities, and vehicular accidents. One primary difference between a natural disaster and a man-made one, such as terrorism, is that in a man-made disaster law enforcement officials cordon off and secure the incident area, treating it as a crime scene, and launch intensive investigations to identify and capture the parties responsible.

Figure 1. Types of emergencies.

Natural		Man-made	
Earthquakes	Landslides	Biological incidents	Terrorist activities
Floods	Tornadoes	Fires	Vehicular accidents
Hurricanes	Wildfires	Hazardous material spills	

It should also be noted in passing that some kinds of disasters can be either natural or man-made. Fires, for example, can occur either naturally or as a result of arson, and explosions can come from an erupting volcano as well as from a bomb. The resources bought to bear after a disaster are designed to limit the loss and life and property of citizens, regardless of the type of disaster or the level of government involved.

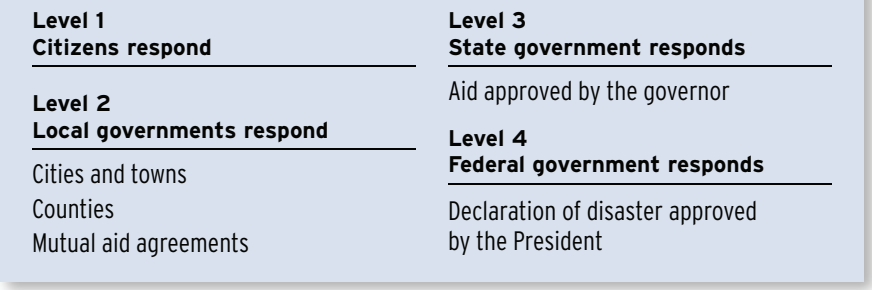
Levels of Responsibility

The responsibility for responding to emergencies and disasters, both natural and man-made, begins at the local level—with the citizens and public officials in the city or town affected by the event. The next level of response is activated when the resources and capabilities of a municipality have been exhausted, and assistance is still needed. At that point, many localities can seek help from neighboring communities that are part of a mutual aid agreement. Next, a city or town must call on its county government and then, after all city and county resources have been exhausted, the local government must request resources from the state and finally the federal government.

At each step, the lower-level government must make an official request for assistance to the higher-level government. This process is more formal when the assistance of the federal government is being sought. These are the ten steps in the federal disaster declaration process:

1. A disaster event, either natural or man-made, occurs.
2. Local and state officials assess the resulting damage.
3. The governor reviews the damage reports and decides to seek federal assistance.
4. The governor asks the Federal Emergency Management Agency (FEMA) regional office to participate in a federal/state Preliminary Damage Assessment (PDA).
5. A joint FEMA/state PDA is conducted.
6. The governor requests a federal disaster declaration through its FEMA regional office.
7. The FEMA regional office reviews the request and sends its recommendation to the FEMA headquarters in Washington, D.C.
8. FEMA officials in the nation's capital prepare a declaration packet, review all available information, and recommend approving or denying the state's request.

Figure 2. Emergency response: levels of responsibility.



9. The FEMA director reviews the declaration packet and sends a recommendation for approval or denial to the President.
10. The President makes the final determination on the federal disaster declaration.

Needless to say, when a disaster occurs or is anticipated, regardless of its cause, it is imperative that public officials at all levels of government work together to provide the public with a timely, professional, and seamless response. Citizens not only expect but also demand this type of cooperation from their public officials during an emergency.

Figure 2 illustrates the four levels of responsibility for emergency response, starting with citizens and ending with the federal government. While citizens are directly involved in Level 1, other levels require the actions of public officials. As noted above, each level of government must officially request assistance from the next higher level once its own resources and capabilities have been exhausted. This administrative burden falls on municipal, county, and state officials and can happen rapidly if the need arises.

Four Phases of Emergency Management

The terrorist acts that took place on September 11, 2001, launched a new wave of efforts by governments at all levels to enhance their emergency management programs and resources. Specifically, local, state, and federal officials have sought to increase their expertise in the four primary phases of emergency management: mitigation, preparedness, response, and recovery. The following sections describe the local government role at each phase.

Mitigation Mitigation includes efforts by local officials to prevent man-made or natural disasters as well as to lessen their impact on the community. It involves an assessment of the threats facing a community, such as the likelihood of a natural disaster (e.g., a snowstorm, hurricane, or flood) or a man-made disaster (e.g., a terrorist attack or a hazardous material spill). The mitigation phase also involves an assessment of the possible venues, or sites, where a disaster would likely take place. Mitigation is ongoing, with continual reassessments conducted as necessary to ensure a proper state of emergency preparedness by local public officials.

Preparedness City and county officials must be prepared to respond properly to disasters of all types. Preparedness includes planning, resource allocation, training, and conducting simulated disaster response exercises. Simulations are important to ensure that skills, equipment, and other resources can be effectively coordinated if and when a real emergency occurs. Simulations also provide a good opportunity to identify organizational and departmental weaknesses and shortcomings and correct them before an actual disaster occurs.

Response A local government's response to a disaster has many components. If possible, and if time permits, the jurisdiction must issue appropriate warnings to the public, then keep citizens continually informed about ongoing response and recovery efforts. Depending on the type and magnitude of the disaster, the government may also need to conduct search and rescue operations, provide mass care and sheltering, evacuate citizens according to established procedures, assess damage, and handle on-site fatalities. In addition to such essential responsibilities as proper incident management and coordination, the government may need to arrange for such tasks as accepting and properly managing donations.

Recovery After a disaster, the clean-up of debris, the restoration of the environment, the reinstitution of public services, and the rebuilding of the public infrastructure are all necessary to restore civic life to a community. The recovery phase also typically includes disaster assistance for both the citizens and the government and crisis counseling for both civilians and public safety employees (particularly on-site emergency response employees such as police and fire personnel). Local officials should ensure in advance that they have the necessary skills and resources available for recovery efforts.

Governmental Responsibilities

Local government employees from numerous departments are involved in these four phases of emergency management. Traditionally, police and fire personnel have responded to disasters. After September 11, 2001, other public officials, including those at the executive level, have become increasingly involved. These include public works and public health personnel as well as employees of not-for-profit public utility companies.

To oversee and coordinate local emergency planning and management, cities and towns generally designate an existing full-time police or fire employee to serve as emergency management coordinator. In smaller organizations, this function becomes one of the designee's collateral duties. Larger cities may have a part-time or even a full-time emergency management coordinator or director, as do most county governments. In smaller cities and counties this person would likely report to the police chief or fire chief. In larger places, the person may report directly to the city or county manager.

The emergency management coordinator or director is assisted by, and coordinates the efforts of, employees in departments that perform disaster-related services (i.e., those public services associated with mitigation,

Figure 3. Local government personnel and departments involved in emergency management.

City/county manager
Fire chief
Police/sheriff
Public works
Health director (in counties)
Public utilities
Finance/purchasing
Building officials (damage assessment)
Information technology
Sheltering operations
Public information/media relations

preparedness, response, and recovery). It is also common for the person in this position to work with a citizens' advisory committee.

The names of governmental departments and the titles of their directors differ from city to city, county to county, and between city and county governments. The personnel and departments most commonly involved in emergency management are listed in Figure 3.

Most states have a full-time director of emergency services, or someone with a similar title, who is appointed by the governor. Since September 11, 2001, the various facets of emergency management have been reviewed and expanded to include a greater focus on man-made disasters, as opposed to natural disasters, which were the traditional focus of emergency management after the Cold War. The names of departments have changed accordingly to reflect additional duties related to homeland security. In some states, the agency is called the Office of Emergency Management and Homeland Security or even the Office of Homeland Security. Despite these changes, employees in these departments typically continue to perform the duties and responsibilities relating to "traditional" types of disasters and emergencies.

The Department of Homeland Security was created so that the federal government would have one agency whose primary mission is to protect "the homeland." This department has responsibility to secure U.S. borders, protect the transportation sector, guard harbors and ports, and ensure the safety of "critical" infrastructure. The DHS also has responsibility for collecting and analyzing homeland security intelligence from multiple sources. Public officials in this new agency are empowered to coordinate communications with all state and local governments, private industry, and the public about possible threats and preparedness measures. This is the first federal agency authorized to coordinate all governmental efforts to protect citizens against bio-terrorism and other acts involving weapons of mass destruction. This single agency is also mandated to train and equip the nation's first responders, who are city and county employees.

In order to help achieve these objectives, the DHS was organized into four divisions:

- Border and Transportation Security
- Emergency Preparedness and Response

- Chemical, Biological, Radiological and Nuclear Countermeasures
- Information Analysis and Infrastructure Protection.

Although not directly related to homeland security, FEMA and the U.S. Coast Guard were also transferred to this new department.

In 2002, Thomas Ridge, then secretary of DHS, set forth the Homeland Security Advisory System, a national warning system to advise all levels of government and the American public of risks associated with potential terrorist attacks. The system has five color-coded warning levels:

- Low Risk (Level Green)
- Guarded Risk (Level Blue)
- Elevated Risk (Level Yellow)
- High Risk (Level Orange)
- Severe Risk (Level Red).

This national warning system spells out the "protective measures" associated with each warning category. While the nation has been at High Risk several times, most recent warnings have been applied regionally, based on suspected or potential terrorist threats.

To assist the federal government in its efforts to combat terrorism, Congress approved the USA Patriot Act (**U**niting and **S**trengthening **A**merica by **P**roviding **A**ppropriate **T**ools **R**equired to **I**ntercept and **O**bstruct **T**errorism **A**ct), and recently reauthorized it for another year. This act gives federal officials greater authority to track and intercept communications for law enforcement and foreign intelligence-gathering purposes. It vests the Secretary of the Treasury with regulatory powers to combat corruption of U.S. financial institutions for foreign money-laundering purposes. It also seeks to further close U.S. borders to foreign terrorists and to detain and remove suspected terrorists who are within U.S. borders. Finally, this act defines new crimes, establishes new penalties, and provides new procedural "efficiencies" for use against both domestic and international terrorists.

Managing Emergency Incidents: NIMS and ICS

"Best practices" for emergency preparedness and response have evolved in recent years. Many of them are incorporated into a new comprehensive national approach known as the National Incident Management System (NIMS). NIMS was developed by the Department of Homeland Security in March 2004. One of the most important "best practices" that has been incorporated into NIMS is the Incident Command System (ICS). Here are brief descriptions of NIMS and ICS:

NIMS The National Incident Management System (NIMS) represents a core set of doctrines, principles, terminology, and organizational processes to enable effective, efficient, and collaborative incident management at all levels of government to properly respond to emergencies.

The role of the private sector is also included in this model. The role of responders is defined in advance, along with common sets of protocols, so that all agencies work together seamlessly when responding to a disaster. NIMS training is now commonplace in the federal and state governments. An increasing number of training programs are also being offered to local governments with federal funding.

NIMS will enable responders from all levels of government, and across all functional jurisdictions, to work together more effectively and efficiently when responding to emergencies. In fact, beginning in 2006, all federal funding for state and local government preparedness grants are allocated based on compliance with this NIMS requirement.

ICS The Incident Command System (ICS) is a standard, on-scene, all-hazards incident management system already in use by firefighters, hazardous materials teams, rescuers, and emergency medical teams. The ICS has been officially established by NIMS as the standardized incident organizational structure for the management of all emergency responses. The implementation of the NIMS approach to dealing with emergencies will essentially institutionalize the use of ICS.

The ICS model was developed to facilitate coordination of on-site activities by all agencies responding to a disaster. All levels of government have ICS plans that include common terminology, the organizational structure of on-scene personnel, how to deal with the press and public, designating an on-scene chain of command, and an action plan. On-scene personnel may assume roles that differ from their regular jobs, such as Public Information Officer, Safety Officer, and Liaison Officer. The Department of Homeland Security offers ICS classes to state and local officials.

In case of a large disaster, either natural or man-made, all responding agencies, at all levels of government and including the private sector, must work closely together to limit the loss of life and property. The purpose of ICS is to have an established and standardized local response to emergencies within the national framework provided by NIMS. In fact, the Department of Homeland Security has established the NIMS Integration Center (NIC) to develop a common understanding and application of the ICS process among all stakeholders, including tribal nations and the private sector. This focus will likely continue in future years.

Citizen Awareness and Involvement

When a disaster occurs, the city or county must promptly implement the public information steps set forth in its emergency operations plan. Some cities and counties have early-warning public notification systems to quickly inform citizens about a pending or actual disaster, suggest measures to safeguard individuals and families, and, in some cases, even solicit the help of citizens to respond properly to the emergency. In the case of a flood, for example, public officials may have lead time in which to warn citizens. In the case of a terrorist act, however, the warning to the public must be immediate. Reverse 9-1-1 notification systems are prompt

Figure 4. Citizen organizations involved in emergency management.

Citizen Corps Councils	Medical Reserve Corps
Community Emergency Response Teams	Neighborhood Watch Programs
Fire Corps	Volunteers in Police Service
InfraGard	Civic/church/faith based groups

and flexible enough to issue a warning to citizens on a block-by-block, or neighborhood-by-neighborhood, basis. Traditional means of notifying citizens, such as the media, may not be appropriate because of the time of day or night that an incident takes place. Citywide sirens (some even have voice-over capability) can also be used to inform the public.

In many places, particularly since September 11, citizen groups have been organized to assist public officials in their response to an emergency, and they represent a new resource (see Figure 4). The main umbrella group, Citizen Corps, is administered by the Department of Homeland Security and represents five programs that "… provide opportunities for Americans to directly participate in efforts to improve homeland security." Affiliated groups include Citizen Corps Councils (CCCs), Community Emergency Response Teams (CERTs), the Medical Reserve Corps (MRC), Neighborhood Watch Programs (NWPs), and Volunteers in Police Service (VIPS). These groups are numerous and increasingly popular. For example, there are 1,938 Citizen Corps Councils in city, county, and tribal jurisdictions that serve nearly 205 million citizens, or 71% of the total U.S. population.

Two other active citizen groups are the Fire Corps and InfraGard. Fire Corps promotes the use of "citizen advocates to enhance the capacity of resource-constrained fire and rescue departments." This organization is funded through DHS and is administered by the National Volunteer Fire Council, the International Association of Fire Fighters, the International Association of Fire Chiefs, and USA Freedom Corps. While no aggregate number of programs was listed on the Fire Corps Web site, a state search revealed that California alone had 29 such programs. InfraGard, on the other hand, was formed by the FBI in 1996 and, as of April 10, 2006, had 14,195 members that belonged to hundreds of InfraGard chapters in virtually every state.

Before a disaster occurs, it is incumbent upon local officials to know who these groups are, which ones are operational in their communities, and how to contact them. If an organized group of citizens has an official role in assisting the local government, their efforts must be known and coordinated in advance. Many of these citizens have basic and advanced training in their "fields" and are available to assistance the local government as it responds to emergencies. Every emergency operations plan (EOP) should identify these groups, describe their skills and resources, tell how to contact them, and have plans to use their skills and resources to help minimize the loss of life and property during a disaster.

Figure 5. Public information vehicles during an emergency.

- Designated spokesperson
- Prepared press releases
- Radio and television stations
- Local newspapers
- Municipal cable-access television station
- Municipal/county Web site
- Employees to disseminate information
- Volunteers to disseminate information

While the leaders of such citizens groups may be contacted directly, the local government needs other public information vehicles to properly inform citizens (see Figure 5). Every EOP designates a spokesperson, and it should also identify and prioritize public information vehicles such as news releases, local radio and television stations, newspapers, municipal cable-access television stations, and city and county Web sites. An EOP may also identify selected employees that would assist in the distribution of information to the public, as well as using citizen volunteer groups, such as those described above, to help disseminate information to properly inform the public during a disaster.

The Future

The field of civil defense in the United States evolved during World War II and the Cold War, involving citizens as well as the private sector in protecting the nation, including its borders, beaches, and skies. Over time, civil defense efforts waned, and the field of emergency management began to focus on natural disasters. Man-made disasters were few and limited to such incidents as fires and vehicular accidents. To accommodate likely emergencies, public agencies assessed their environment and planned for the events that were most likely to take place within their political boundaries.

Now, with the increased emphasis on homeland security, the field of emergency management once again has a civil defense focus. Citizens and the private sector are being asked, even encouraged, to assist governments in their efforts to prevent possible attacks. The emphasis is not only on being prepared to respond, but on proper planning that includes citizens, the private sector, and nonprofit organizations. New emergency planning and management practices will continue to evolve in the years to come, and the existing practices will be continually fine-tuned to limit the loss of life and property of citizens during an emergency.

Today, all sectors—public, private, and nonprofit—are working closely together in the evolving field of emergency management, which has incorporated major aspects of homeland security. During the last half-century, emergency management has evolved from a focus on civil defense to responding to acts of nature, to the new field of homeland security, which again places an emphasis on civil defense. The principles and practices of emergency management, which deal with all types of disasters, will be with us forever, notwithstanding the name of the public agencies that are created to perform this perennial government function.

Appendix A: Acronyms and Abbreviations

CBRN – Chemical/Biological/Radiological/Nuclear
CBW – Chemical and Biological Weapons
CCC – Citizen Corps Council
CERT – Community Emergency Response Team
DHS – Department of Homeland Security
DRC – Disaster Recovery Center
EMC – Emergency Management Coordinator
EMD – Emergency Management Director
EOC – Emergency Operations Center
EOP – Emergency Operations Plan
FEMA – Federal Emergency Management Agency
HSA – Homeland Security Act
HSAS – Homeland Security Advisory System
HSPD – Homeland Security Presidential Directive
IAP – Incident Action Plan
ICS – Incident Command System
IG - InfraGard
INRP – Initial National Response Plan
JIC – Joint Information Center
JOC – Joint Operations Center
LEPC – Local Emergency Planning Committee
LFA – Lead Federal Agency
MPRR – Mitigation, Preparedness, Response, and Recovery
MRC – Medical Reserve Corps
NDPO – National Domestic Preparedness Office
NIC – NIMS Integration Center
NIMS – National Incident Management System
NRP – National Response Plan
NWP – Neighborhood Watch Program
OES – Office of Emergency Services
OESHS – Office of Emergency Services & Homeland Security
PIO – Public Information Officer
PDA – Preliminary Damage Assessment
ROC – Regional Operations Center
SHSP – State Homeland Security Program
SHSWG – State Homeland Security Working Group
VIPS – Volunteers in Police Service
WMD – Weapon of Mass Destruction

Appendix B: Emergency Management and Homeland Security Trends

Mitigation

Designation of pedestrian and vehicular evacuation routes
Enhanced information-sharing among law enforcement agencies
Homeland Security Advisory System
Improved threat analysis and assessment practices
New federal assistance programs
Perimeter management practices
Vulnerability assessments for public facilities

Preparedness

Increased use of formal mutual aid agreements
Measures to improve building safety
More simulated disaster exercises
Revised and improved emergency operations plans
Specialized training for public safety employees
Training in the Incident Command System
Use of the National Incident Management System

Response

Greater use of geographic information system applications
Improved public evacuation procedures and practices
Improvement in first-responder practices
Increased usage of public works services
More focus on public information and the news media
New early-warning public notification and response systems
Utilization of health, medical, and social services

Recovery

Reassessment of facility vulnerability and evacuation routes
Crisis counseling for public safety employees
Emphasis on the management of fatalities
Enhanced donations management practices
Focus on restoration of the public infrastructure
Increased crime scene security
Prompt response to provide citizen assistance programs

Appendix C Internet Resources

Government Organizations

Centers for Disease Control and Prevention (www.cdc.gov)
Computer Emergency Readiness Team Center (www.us-cert.gov)
Counterterrorism Office (www.state.gov/s/ct)
Department of Homeland Security (www.dhs.gov)
Emergency Management Institute (training.fema.gov)
Emergency Preparedness Practices *(Business, Families, Children)* (www.ready.gov)
Federal Emergency Management Agency (www.fema.gov)
Incident Command System (www.fema.gov/EMIWeb)
National Counterterrorism Center (www.nctc.gov)
National Disaster Medical System (www.ndms.dhhs.gov)
National Infrastructure Protection Center (www.nipc.gov)
National Incident Management System Integration Center (fema.gov/nims)
Public Health Emergency Preparedness and Response (www.bt.cdc.gov)
Responses to Individual Disasters *(categorized by type)* (wwww.disasterhelp.gov)
Urban Search and Rescue Response System (www.fema.gov/usr)
White House/Homeland Security Issues (www.whitehouse.gov)

Nonprofit/Citizen Organizations

American Disaster Reserve (www.disasterreserve.us)
American Red Cross (www.arc.org)
Citizen Corps (www.citizencorps.gov)
Civil Air Patrol National Headquarters (www.cap.gov)
Community Emergency Response Team Center (www.citizencorps.gov/cert)
Fire Corps (www.firecorps.org)
InfraGard (www.infragard.net)
Medical Reserve Corps (www.medicalreservecorps.gov)
International Critical Incident Stress Foundation (www.icisf.org)
National Voluntary Organizations Active in Disaster (www.nvoad.org)
USA Freedom Corps (www.usafreedomcorps.gov)
USA-On-Watch (www.usaonwatch.org)
Volunteers in Police Service (www.policevolunteers.org)

Professional Organizations

American Public Works Association (www.apwa.net)
International Association of Chiefs of Police (www.theiacp.org)
International Association of Fire Chiefs (www.iafc.org)
International Association of Emergency Managers (www.iaem.com)
International City/County Management Association (www.icma.org)
National Association of Counties (www.naco.org)
National Association of County and City Health Officials (www.naccho.org)
National Emergency Management Association (www.nemaweb.org)
National League of Cities (www.nlc.org)
U.S. Conference of Mayors (www.usmayors.org)

Appendix D: ICMA Homeland Security Survey

In 2005, ICMA conducted a survey to learn what local governments were doing in the wake of the events of September 11, 2001. The survey found that local governments had taken a number of steps to beef up their capability to deal with future emergencies.

A large majority (nearly 79%) conducted a homeland security-related risk assessment, and nearly 90% of respondents reported that they consider a terrorist threat to government buildings or installations to be the greatest potential threat to their jurisdiction. Over half of respondents (60%) developed a comprehensive plan or amended an existing plan; 55% provided training for non-first responders (such as administrative staff); and 54% conducted an emergency drill or exercise.

Homeland security issues cut across jurisdictional lines, and 91% of respondents report collaborating with other local governments, 75% with the state government, and 60% with a regional organization. Not surprisingly, they also took steps to improve the communication and coordination among jurisdictions. At least 61% adopted the National Incident Management System (NIMS), a protocol developed by the Federal Emergency Management Agency to help ensure consistency of training and approach for first responders at all governmental levels. Nearly a third of survey respondents hired or appointed a manager to help coordinate intergovernmental security functions.

Cities and counties used their own funds for many homeland security activities, primarily for equipment (66%), disaster mitigation and preparedness (64%), drills or training exercises (63%), and disaster response (60%). They also sought and received funding from both state and federal governments.

By far the greatest number of funding requests were for equipment. Approximately 60% of respondents reported requesting state and/or federal funding for this purpose. It appears that most requests for funding were granted, as the percentage reporting awards closely tracks the percentage requesting funds.

Nonetheless, with the exception of requesting funds for equipment, a majority of local governments did not report requesting either federal or state funds. This may reflect the anecdotal information that the process of requesting funding was prohibitive for local governments. The average amount awarded by the federal government was $434,000. Only 19% reported that the municipality had experienced budget shortfalls as a result of homeland security activities during the past two fiscal years.

These findings are based on responses from 2,786 local governments nationwide with populations over 2,500. To see the survey questionnaire and aggregate responses to each question, go to http://icma/org. Select "Information Resources," "Survey Research," "Survey Results," and click on the Homeland Security survey.

Appendix E: ICMA Governmental Affairs and Policy Committee, 2005–2006

Committee Chairs

Scott Hancock, Chair, Executive Director, Maryland Municipal League
Robert Jean, Vice-Chair, City Manager, University Place, WA

Community and Economic Development Cluster

Richard Zais, Chair, City Manager, Yakima, WA
Michelle Poche, Vice-Chair, Organizational Development Administrator, Rockville, MD
Larry Arft, City Manager, Beloit, WI
Percy Ashcraft, County Administrator, Caroline County, VA
Rodger Bennett, City Manager, Florence, OR
David Fraser, Executive Director, Nevada League of Cities & Municipalities
Jim Miller, Executive Director, League of Minnesota Cities
David Paulsen, Former Borough Manager, Hatfield, PA
Arthur Pizzano, City Manager, Fairfield, OH
Michael Roberto, Senior VP, Government Services, Wade Trim, FL (deceased, August 2006)
Mark Ryckman, City Manager, Corning, NY
Mylena Sutton, Legislative Research Officer, Camden, NJ
Lee Szymborski, City Administrator, Mequon, WI
Peter Witschen, Governmental Relations Consultant, FL

Finance and Administration Cluster

Lee Feldman, Chair, City Manager, Palm Bay, FL
Kathleen Sexton, Vice-Chair, City Manager, Derby, KS
Mike Amyx, Executive Director, Virginia Municipal League
Anthony Constantouros, City Manager, Hillsborough, CA
Jeffrey Fiegenschuh, City Administrator, Sac City, IA
Henry Hill, Deputy City Manager, Frisco, TX
Gary Kubic, County Administrator, Beaufort County, SC
James Ley, County Administrator, Sarasota County, FL
Chris McKenzie, Executive Director, League of California Cities
Sylvester Murray, Director, Public Management Program, College of Urban Affairs, Cleveland State University
Gerald Newfarmer, President & CEO, Management Partners Inc., OH
Marcia Taylor, Assistant Manager, Mt. Lebanon, PA
Ken Strobeck, Executive Director, League of Arizona Cities

Human Services Cluster

Joellen Daley, Chair, Assistant County Manager, Catawba County, NC
F. Patrick Urich, Vice-Chair, County Administrator, Peoria County, IL
Barry Burton, County Administrator, Lake County, IL

Gus Cordova, Executive Director, New Mexico Association of Counties
Murray Levison, Administrative Officer, Sacramento, CA
Craig Malin, City Administrator, Davenport, IA
Robert McEvoy, Executive Director, New York State City/County Management Association
Robert Middaugh, Assistant City Manager, Miami Beach, FL
Rick Naimark, Deputy City Manager, Phoenix, AZ
James Patrick, City Manager, Kalispell, MT
Donald Stilwell, County Manager, Lee County, FL
Yvonne Taylor, Executive Director, South Dakota Municipal League

Public Safety and Emergency Management Cluster

Elizabeth Fretwell, Chair, Deputy City Manager, Las Vegas, NV
Peter Hames, Vice-Chair, Finance Director, Montgomery, OH
Randall Allen, Executive Director, Kansas Association of Counties
Jeff Braun, Emergency Management Coordinator, Fort Bend, TX
Richard Brown, City Manager, East Providence, RI
Ron Carlee, County Manager, Arlington County, VA
Richard Davis, City Manager, West Point, UT
Henry Dolive, Township Administrator, Anderson Township, OH
John Dougherty, City Administrator, Oconto Falls, WI
Jessica Hein, Assistant to the City Manager, Laredo, TX
Ray Hodges, City Manager, Forest Park, OH
Jim Keene, Executive Director, California State Association of Counties
Peggy Merriss, City Manager, Decatur, GA
John Pape, Former Village Administrator, Angel Fire, NM

Public Works Cluster

John Novinson, Chair, Village Manager, Northbrook, IL
Charles Boyles, Vice-Chair, Assistant City Administrator, Clemson, SC
James Campbell, Executive Director, Virginia Association of Counties
Robert Halloran, City Manager, Garden City, KS
Sam Mamet, Executive Director, Colorado Municipal League
Kevin O'Rourke, City Manager, Fairfield, CA
Eddie Smith, Assistant City Manager, Kannapolis, NC
Scott Stiles, Assistant City Manager, Cincinnati, OH
Mary Strenn, Former City Manager, El Segundo, CA
Bradford Townsend, Director of Convention Center Construction/Operations, Schaumberg, IL

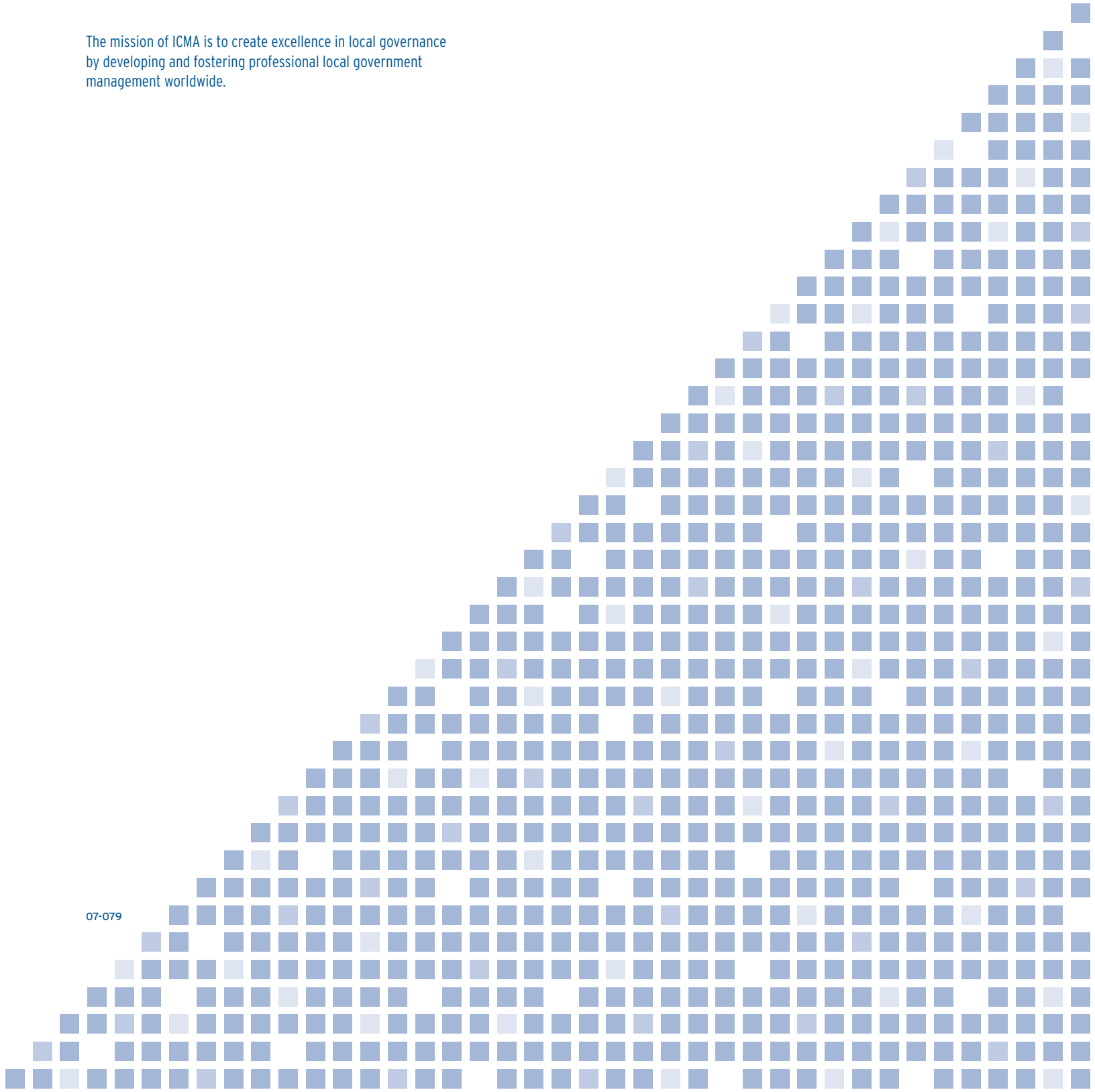
Committee Staff

Robert Carty, ICMA

ICMA *Leaders at the Core of Better Communities*

777 North Capitol Street, NE
Suite 500
Washington, DC 20002-4201

The mission of ICMA is to create excellence in local governance by developing and fostering professional local government management worldwide.



07-079