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MONTEREY, CALIFORNIA

THESIS

**ARE WE THERE YET? EXPLORING
PROFESSIONALIZATION OF EMERGENCY
MANAGEMENT IN THE STATE OF MAINE**

by

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September 2021

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**ARE WE THERE YET? EXPLORING PROFESSIONALIZATION
OF EMERGENCY MANAGEMENT IN THE STATE OF MAINE**

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ABSTRACT

Practitioners and academics have discussed emergency management's status as a profession for decades. This thesis analyzes the degree of professionalization of emergency management in Maine and provides recommendations to improve it. Review of state legislation and key documents, coupled with interviews of emergency management leaders, contributed to an assessment of professionalization in Maine. Public-sector emergency managers completed a survey developed using Richard Hall's attitudinal attributes of a profession published in "Professionalization and Bureaucratization" in the American Sociological Review in 1968. The survey's 92 responses highlighted high regard for professional organizations, support for continuing competence and a sense of calling to the work; however, responses on self-regulation, autonomy, sense of public service and professionalization in Maine indicate emergency management has not reached status as a profession yet. The presence of professional associations and the availability of training/schools of practice demonstrate growth in the profession, but full-time jobs, a code of ethics and legislation are lacking in Maine. This research continues the academic discussion on professionalization by providing recommendations to rural states to strengthen the profession of emergency management in order to meet future challenges in disaster response.

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LIST OF ACRONYMS AND ABBREVIATIONS

AEM	Associate Emergency Manager
AMS	American Meteorology Society
ANOVA	Analysis of Variance
BLS	Bureau of Labor Statistics
CDA	Civil Defense Act
CEM	Certified Emergency Manager
CEM-ME	Certified Emergency Manager – Maine
DHS	Department of Homeland Security
EM	Emergency Manager or Emergency Management
EMA	Emergency Management Agency
EMI	Emergency Management Institute
EMPG	Emergency Management Performance Grant
EMPP	Emergency Management Professional Program
FCDA	Federal Civil Defense Administration
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System
HSAC	Homeland Security Advisory Council
IAEM	International Association of Emergency Managers
IS	Independent Study
MBEM	Maine Basic Emergency Manager
MALEM	Maine Association of Local Emergency Managers
MEMA	Maine Emergency Management Agency
MEMCDC	Maine Emergency Management County Directors Council
MMA	Maine Municipal Association
NACO	National Association of Counties
NEMA	National Emergency Managers Association
NFPA	National Fire Prevention Association
NDPC	National Disaster Preparedness Consortium

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EXECUTIVE SUMMARY

The disaster landscape is changing; preparedness and response systems must evolve too. The year 2020 was the seventh consecutive year in which the United States faced ten or more catastrophic billion-dollar weather and climate related disasters.¹ As the scale, frequency and types of disasters evolve, so too must the profession of emergency management. In 1987, scholar Thomas Drabek noted that emergency management was becoming more complex, liability was increasing, and technology was becoming more pervasive.² According to Dennis Mileti, it is understood that emergency management requires specialized skills, knowledge, and training.³ Unqualified or unprofessional emergency managers can inflict irreparable harm to the profession and the communities they serve. Implementing mitigation, preparedness, response and recovery strategies to protect people, property, and the environment from disasters has high stakes. This thesis investigates the degree of professionalization of emergency management in the state of Maine. By building on existing professionalization-related research and conceptual frameworks, this thesis provides recommendations to further advance the profession in Maine.

Many occupations have advanced and become widely recognized professions (law and medicine), yet there are various theories on what constitutes a “profession” and how professional status is achieved. Scholar Harold Wilensky described “a profession” as an occupation in which the job “is technical-based on systematic knowledge or doctrine acquired only through long prescribed training” and is held by an individual who “adheres to a set of professional norms.”⁴ To develop his professionalization model, Wilensky

¹ National Centers for Environmental Information (NCEI), “Billion-Dollar Weather and Climate Disasters: Overview” (dataset) (NCEI Accession 0209268; published March 13, 2020, revised July 14, 2021), <https://doi.org/10.25921/STKW-7W73>.

² Thomas E. Drabek, *The Professional Emergency Manager: Structures and Strategies for Success* (Denver, CO: Institute of Behavioral Science, University of Colorado, 1987), 241.

³ Dennis S. Mileti, *Disasters by Design: A Reassessment of Natural Hazards in the United States* (Washington, DC: Joseph Henry Press, 1999), 311, ProQuest Ebook Central.

⁴ Harold L. Wilensky, “The Professionalization of Everyone?,” *American Journal of Sociology* 70, no. 2 (1964): 2.

analyzed the history of 18 professions in the United States, the important “first” milestones in their development (five factors: date the occupation became full-time, and firsts for training and university programs, local and national professional associations, state license laws, and code of ethics) and the order in which those “firsts” occurred.⁵ Wilensky produced a model that allows for structural analysis of a given profession, based on the existence of those five factors.

Several years later, Richard Hall published “Professionalization and Bureaucratization” and built upon Wilensky’s professional model to develop a list of attitudinal attributes. Hall’s list of attitudinal attributes includes, “the use of the professional organization as a professional reference, a belief in service to the public, belief in self-regulation, sense of calling to the field and autonomy.”⁶ Hall’s five attributes of attitudinal professionalism (also referred to as the Professionalism Inventory) produced a methodology which has been applied in research in various professions for decades.

This thesis explores the extent to which emergency managers in Maine have attempted to professionalize the field, and the progress achieved on the professionalization continuum so far, using Wilensky’s structural framework. On a national scale, the existence of full-time jobs, training, professional associations, laws, and a code of ethics helped drive emergency management in its evolution as a profession. In Maine, the presence of training programs and schools of practice along with professional associations demonstrate some degree of professionalization. However, full-time jobs, legislative efforts, and a code of ethics are lacking and indicate emergency management in Maine has not reached professional status.

This research also surveyed and interviewed public-sector emergency managers in Maine, creating the first comprehensive look at the emergency management field in the state and establishing a benchmark against which to measure future progress. The survey of emergency managers leveraged existing question sets to measure attitudinal

⁵ Wilensky, 8.

⁶ Richard H. Hall, “Professionalization and Bureaucratization,” *American Sociological Review* 33, no. 1 (1968): 93, <https://doi.org/10.2307/2092242>.

professionalism and willingness to professionalize, which also provided data sets for comparison.⁷ Ninety-two survey responses highlighted high regard for professional organizations, belief in continuing competence and a sense of calling to the work; however, responses to the factors of self-regulation, autonomy, belief in public service and professionalization in Maine indicate emergency management has not reached status as a profession yet.⁸ While emergency management has not achieved attitudinal professional status, survey responses indicate it has the capacity to professionalize, and practitioners support those efforts.

Collectively, analysis through structural and cultural lenses indicate that emergency management has not professionalized in Maine. The survey's demographic results and variances across the attitudinal indicators of professionalism inform recommendations to advance the profession while maintaining a balance between education and experience in a rural state. This thesis puts forth nine recommendations based on the research findings. First, Maine's elected officials should be educated on the role of emergency management. A second recommendation is that the state provide financial assistance for emergency managers to obtain degrees. Third, Maine's emergency management degree programs should align curriculum with research-based frameworks to ensure that graduates meet industry needs. Fourth, the Maine Emergency Management Agency (MEMA) should define the role of the emergency manager in statute. Fifth, this thesis also recommends the Maine Emergency Management County Directors Council and MEMA update and require baseline training for emergency managers. Sixth, emergency managers should adopt a code of ethics for practice in Maine. Recommendations seven and eight are for better coordination between professional associations in Maine and increased membership in professional associations. Finally, the ninth recommendation is to implement a state-wide internship program could elevate emergency management to professional status.

⁷ Jeff Bird, "The Face of the Profession: Contributing to a Benchmark Profile of the Emergency Management Profession in Canada" (Research project, Royal Roads University, 2013), <http://www.iaem.com/documents/Benchmark-Profile-of-EM-in-Canada-2014.pdf>; Jesse Paul Spearo, "From Praxis to Profession: Exploring Attitudinal Professionalism Among Florida's Emergency Management Practitioners" (PhD diss., Capella University, 2017). ProQuest (AMA 10259825).

⁸ Hall, "Professionalization and Bureaucratization."

Emergency managers must be educated and trained to handle tomorrow's disasters, and the public and policy-makers must understand and value their efforts. Through professionalization, emergency managers can ensure the appropriate supports (full-time jobs, training schools, professional organizations, legislative efforts, code of ethics) are in place to support the next generation of practitioners.

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When I received notification of my acceptance into this program in February of 2020, I could not have imagined the challenges that lay ahead. Despite those challenges, I witnessed fellow emergency managers demonstrate fortitude and commitment to serving their communities and advancing the profession of emergency management to improve future disaster response. A sincere thank you to the many professors, mentors and colleagues who encouraged and supported me so far in my professional journey.

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I. INTRODUCTION

A. PROBLEM STATEMENT

Disasters in the United States are occurring with greater intensity, frequency, and complexity than ever before. The year 2020 was the seventh consecutive year in which the United States faced ten or more catastrophic billion-dollar weather- and climate-related disasters.¹ For years, policy-makers have recognized the unique challenges emergency managers (EM) in Maine face, such as 17 million acres of woods, an international border, and territory as large as all New England states combined.² During a one-week period in 2020, Maine responded to the COVID-19 pandemic, a snowstorm, a windstorm, floods, and a paper mill explosion.³ Peter Rogers, Director of the Maine Emergency Management Agency (MEMA) commented on Maine's threat landscape during his tenure. Rogers reflected: "So many things have changed. We aren't just dealing with snowstorms anymore. We're dealing with global pandemics and homegrown violence. Every single one of our harbors and lakes is a vulnerability too."⁴ As the scale, frequency and types of disasters evolve, so too must the profession of emergency management.

Emergency managers have their work cut out for them. Implementing mitigation, preparedness, response and recovery strategies to protect people, property, and the environment from disasters has high stakes. In 1987, scholar Thomas Drabek noted that emergency management was becoming more complex, liability was increasing, and technology was becoming more pervasive.⁵ According to Dennis Mileti, it is understood

¹ National Centers for Environmental Information (NCEI), "Billion-Dollar Weather and Climate Disasters: Overview" (dataset) (NCEI Accession 0209268; published March 13, 2020, revised July 14, 2021), <https://doi.org/10.25921/STKW-7W73>.

² *Final Report of the Task Force to Study Maine's Homeland Security Needs, A Report to the 123rd Legislature First Regular Session* (Augusta, ME, 2006), 9, http://lldc.mainelegislature.org/Open/Rpts/hv6432_m35_2006a.pdf.

³ Associated Press, "Maine Dealt with 5 Potential Disasters in a Week," *WMTW.com*, April 18, 2020, <https://www.wmtw.com/article/maine-dealt-with-5-potential-disasters-in-a-week/32196834>.

⁴ Peter Rogers, MEMA Director. Interview conducted on June 1, 2021.

⁵ Thomas E. Drabek, *The Professional Emergency Manager: Structures and Strategies for Success* (Denver, CO: Institute of Behavioral Science, University of Colorado, 1987), 241.

that emergency management requires specialized skills, knowledge, and training.⁶ Emergency management in the United States has grown in some capacity. By 2019, there were more than 10,000 emergency management director positions in the United States.⁷ The number of emergency management degree programs across the country ballooned from four in 1994 to 684 by 2021.⁸

Before discussing the degree of professionalization of emergency management in Maine, it is necessary to define the terms “profession,” “professional,” and “professionalization.” Scholar Harold Wilensky described a “profession” as an occupation in which the job “is technical-based on systematic knowledge or doctrine acquired only through long prescribed training” and is held by an individual who “adheres to a set of professional norms.”⁹ Of course, defining the “profession” of emergency management is easier said than done. Succinctly put by Cwiak, who stated, “despite many years of vigorous study and discussion there remains no universal agreement across the discipline as to what constitutes a profession.”¹⁰ Commonly referenced examples of professions include doctors and lawyers. A professional is a member of a given profession.

Hall explained professionalization as, “movement toward correspondence with the professional model.”¹¹ This process of professionalization has two components, structural and cultural (also referred to as attitudinal), which will be discussed further in the literature review. Using Harold Wilensky’s scale of professionalization, we can measure structural

⁶ Dennis S. Mileti, *Disasters by Design: A Reassessment of Natural Hazards in the United States* (Washington, DC: Joseph Henry Press, 1999), 311, ProQuest Ebook Central.

⁷ Bureau of Labor Statistics, “Emergency Management Directors,” *Occupational Outlook Handbook*, September 2020, <https://www.bls.gov/ooh/management/emergency-management-directors.htm#tab-6>.

⁸ National Training and Education Division, “Higher Education Program 2021 Program Plan” (Federal Emergency Management Agency, January 27, 2021), 2, https://training.fema.gov/hiedu/downloads/2021_higher_education_program_plan.pdf.

⁹ Harold L. Wilensky, “The Professionalization of Everyone?,” *American Journal of Sociology* 70, no. 2 (1964): 2.

¹⁰ Carol Lynn Cwiak, “Strategies for Success: The Role of Power and Dependence in the Emergency Management Professionalization Process” (PhD diss., North Dakota State University, 2009), 18, ProQuest (UMI 3391652).

¹¹ Richard H. Hall, “Professionalization and Bureaucratization,” *American Sociological Review* 33, no. 1 (1968): 2, <https://doi.org/10.2307/2092242>.

milestones in the professionalization emergency management, such as the establishment of full-time jobs, professional associations, and a significant number of college degree programs in emergency management. Other aspects of professionalization are severely lacking, such as requirements for education and training, a code of ethics, and legislative efforts to hold emergency managers accountable.¹²

Unqualified or unprofessional emergency managers can inflict irreparable harm to the field and the citizens they serve. Michael Brown's performance as the Federal Emergency Management Agency Administrator during Hurricane Katrina, and the prioritization of finances over public health by Flint, Michigan's emergency managers are salient cases in which unqualified emergency managers mismanaged disasters, resulting in deaths.¹³ Scholars Roberts, Ward and Wamsley contend that charging unqualified persons with emergency management is a "risky proposition."¹⁴ It is challenging to estimate the pervasiveness of unqualified or unprofessional emergency managers across the country. Each state approaches emergency management differently. As an example, Maine has local emergency managers appointed in each municipality, 16 county offices of emergency management, and MEMA at the state level.¹⁵ Other New England states do not have robust county governments, so emergency management is handled at the local and state levels. Differences in emergency management structure from state to state are coupled with variation in hiring practices (to include job descriptions, required skills, and/or education levels) for emergency managers. The state of Maine does not credential emergency managers or maintain a database of emergency managers. The degree of

¹² Wilensky, "The Professionalization of Everyone?," 143–45. Wilensky states that most professions evolve when the following exist: full-time jobs, training, professional associations, code of ethics, and an apolitical association providing the legal support necessary to protect the jobs and the code of ethics.

¹³ Russell S. Sobel and Peter T. Leeson, "Government's Response to Hurricane Katrina: A Public Choice Analysis," *Public Choice* 127, no. 1–2 (April 2006): 55–73, <https://doi.org/10.1007/s11127-006-7730-3>.

¹⁴ Patrick Roberts, Robert Ward, and Gary Wamsley, "The Evolving Federal Role in Emergency Management: Policies and Processes," in *Emergency Management: The American Experience 1900–2010*, 2nd ed., ed. Claire B. Rubin, (Baton Rouge, LA: CRC Press, 2012), 269, ProQuest Ebook Central.

¹⁵ Maine Emergency Management County Directors Council, "Guidance for County Emergency Management Agencies," January 2018, 9, <https://www.malem.org/wp-content/uploads/2020/12/2018-County-EMA-Guide.pdf>.

professionalization of emergency management in Maine up to the time of this research is unknown, as this specific topic has not been previously researched.

The state of Maine vividly illustrates some of the problems with professionalization. Indeed, Maine has suffered scandals, such as a healthcare emergency manager who committed fraud and embezzled federal preparedness grants for personal gain.¹⁶ While this act was criminal, in theory the emergency manager did not violate any explicit professional norms in Maine as emergency managers are not bound to uphold an established code of ethics. The individual could be employed in another emergency management agency in the future. Examples of professional misconduct and lack of qualifications signal that the status quo is insufficient. Despite Maine's legislative requirements that emergency managers can be appointed to serve at the local, county, and state levels of government, baseline or performance standards for the individuals performing these duties have not been outlined.¹⁷ As an example, the emergency manager tasked with developing an evacuation plan for a given town may have no experience or training on that topic. County emergency management director Dale Rowley expressed concerns about the qualifications of emergency managers in Maine, stating: "every once in a while, I see someone getting hired and I'm like wow, did nobody else apply?"¹⁸ Implementing professional standards for Maine emergency managers would advance the discipline of emergency management and improve disaster response.

This thesis will investigate the degree of professionalization of emergency management in Maine. The research design and question build on existing professionalization-related research and conceptual frameworks, to include Urby's

¹⁶ Judy Harrison, "FEMA Reserve Officer Accused of Pretending to Work for Homeland Security to Buy Boats and Car," *Bangor Daily News*, June 17, 2020, <https://bangordailynews.com/2020/06/17/news/portland/fema-reserve-officer-accused-of-pretending-to-work-for-homeland-security-to-buy-boats-and-car/>.

¹⁷ . "Title 37-B, §782: Agency Directors" (Maine Legislature, 2003), <https://www.mainelegislature.org/legis/statutes/37-b/title37-Bsec782.html>. Maine State Statute requires the appointment of a director for each municipal and county emergency management agency. The director may not perform executive duties within the municipality or county

¹⁸ Dale Rowley, Waldo County Emergency Management Agency Director and President of the Maine Association of Local Emergency Managers. Interview conducted on May 14, 2021.

assessment of professionalization in Mexico.¹⁹ This thesis identifies recommendations to further advance the status of the professionalization of emergency management in Maine.

B. RESEARCH QUESTION

What is the degree of professionalization of emergency management in Maine and how could it be improved upon?

C. LITERATURE REVIEW

This literature review seeks to summarize and analyze relevant cornerstone academic works on the topic of professionalization in emergency management. It also provides an analysis of the academic debates surrounding two frameworks of professionalization: structural and cultural. To thoroughly investigate this thesis's research question using multiple lenses, research will be conducted using both the structural and cultural frameworks. Hence, it is necessary to first explore the respective academic literature for both frameworks.

For decades, scholars have proposed and debated various frameworks to evaluate occupations as they emerge, mature, or even fade out of relevance. According to Andrew Abbott, the development of professions was first observed in the nineteenth century and then formally studied in the 1930s.²⁰ Since then, questions of what defines a profession and who makes that determination have been debated at length. In 1964, Harold Wilensky published the findings of his seminal research on the process of professionalization in "The Professionalization of Everyone?" To develop his professional model, Wilensky analyzed the history of 18 professions in the United States, the important "first" milestones in their development (date the occupation became full-time, and firsts for training and university schools, local and national professional associations, state license law and code of ethics)

¹⁹ Heriberto Urby, Jr., "Perceptions of Disaster Professionalism in Mexico: Adding a New Public Management Perspective to Emergency Management." (PhD diss., University of North Texas, 2010), 17, Perceptions of Disaster Professionalism in Mexico.

²⁰ Andrew Abbott, *The System of Professions* (Chicago: University of Chicago Press, 1988), 1–2.

and the order in which those “firsts” occurred.²¹ This study concluded that while thousands of occupations will attempt professionalization, very few will attain it.²²

In 1968, Richard Hall published “Professionalization and Bureaucratization” and added a new dimension to the discussion by examining attitudinal aspects of professionalization. Hall built upon Wilensky’s professional model and developed a list of attitudinal attributes. Hall’s list of attitudinal attributes includes, “the use of the professional organization as a professional reference, a belief in service to the public, belief in self-regulation, sense of calling to the field and autonomy.”²³ Hall studied various occupations, analyzing structural aspects using Wilensky’s professional model, then soliciting professionals in those occupations to self-identify attitudinal attributes using Likert scales to conduct cross-sector comparisons. One major finding of Hall’s study was that “structural and the attitudinal aspects of professionalization do not necessarily vary together” and thus weak or even inverse relationships may exist (a structurally developed profession may exhibit weak attitudes toward professionalization).²⁴

Andrew Abbott is the final key scholar referenced in this literature review. Abbott’s extensive publications are summarized by his central point that “research about professions should not be done profession by profession, but turf-zone by turf-zone.”²⁵ In summary, Abbott asserts that external events and other professions surrounding a given profession mold them, and that structural components (Wilensky’s professional model, such as licensing, ethics, etc.) are irrelevant.²⁶ Abbott’s publications oppose Wilensky’s work by arguing that governance of a profession by a professional organization is unrealistic.²⁷ While not an exhaustive review of all professionalization works, this literature review

²¹ Wilensky, “The Professionalization of Everyone?,” 8.

²² Wilensky, “The Professionalization of Everyone?”

²³ Hall, “Professionalization and Bureaucratization,” 93.

²⁴ Hall, 13.

²⁵ Andrew Abbott, “Varieties of Ignorance,” *American Sociologist* 41, no. 2 (2010): 185, <https://doi.org/10.1007/s12108-010-9094-x>.

²⁶ Abbott, 175.

²⁷ Abbott, 178.

details the cornerstone pieces of literature this thesis will build upon. Two main camps of professionalization—Wilensky’s structural framework, and Hall’s and Abbott’s cultural frameworks to be discussed further in the context of emergency management.

1. The Debate on Emergency Management’s Status as a Profession

The professionalization of the field of emergency management has implications for emergency preparedness at the local level, affecting residents, local governments, and businesses, among others. However, debate on this topic has been limited and conducted between emergency management scholars and practitioners. Discussion among academics and practitioners on the professionalization of emergency management has been robust and spans decades, but the lack of rigorous studies results in an abundance of opinion, perhaps without backing.²⁸ According to Waugh and Sadiq, discussions among emergency managers are often limited to balancing theory and practice, while they overlook the basic skills in which emergency managers must be proficient, such as building and navigating relationships with stakeholders.²⁹ While certification programs for professionals or agencies have gained traction in recent years, the field of emergency management still lacks consensus on its values and attributes. Thirty-seven states have developed standalone certification programs for emergency managers; it is encouraging to see this professional momentum, but 37 approaches to certification also demonstrate the fragmentation of the field.³⁰

Scholars and practitioners have not been able to establish consensus as to whether emergency management is a field, discipline, or profession, nor what is needed to advance along that continuum. O’Leary and Bingham echo this sentiment, noting that there is a lack of academic literature to define and distinguish individual professionalism and to trace the

²⁸ Jesse Paul Spearo, “From Praxis to Profession: Exploring Attitudinal Professionalism Among Florida’s Emergency Management Practitioners” (PhD diss., Capella University, 2017), 55–56. ProQuest (AMA 10259825).

²⁹ William L. Waugh and Abdul-Akeem Sadiq, “Professional Education for Emergency Managers,” *Journal of Homeland Security and Emergency Management* 8, no. 2 (2011): 3, <https://doi.org/10.2202/1547-7355.1891>.

³⁰ Sharon Kelly, “State Certification Programs,” International Association of Emergency Managers, 2018, <http://www.iaem.com/documents/State-Certification-Programs-03Jan2018.pdf>.

transition of emergency management from a field to a profession.³¹ Several researchers analyzed aspects of professionalization on a state-specific or national scale, summarized in Table 1. A common sentiment in the field of emergency management is the conclusion that, while emergency management has professionalized to some degree (shown in the growth in academic programs, accreditation, and certification programs) further work is required as is a unified vision of the field. Simply put, as Wilson and Oyola-Yemaiel note, “emergency managers at the federal, state, and local levels of government have not always shared the same idea of what a ‘professional emergency manager’ or even the ‘emergency management profession’ entails.”³² Efforts spearheaded by the Emergency Management Institute (EMI), International Association of Emergency Managers (IAEM), and academic publications have created several lists and frameworks for the necessary skills next-generation emergency managers should possess.³³ However, the degree to which these efforts have been embraced and adopted by practitioners is uncertain and underscores that despite existing academic research, the field of emergency management lacks a cohesive direction for the next generation, never mind its current practitioners.

³¹ Michael McGuire, “The New Professionalism and Collaborative Activity in Local Emergency Management,” in *The Collaborative Public Manager: New Ideas for the Twenty-First Century*, ed. Rosemary O’Leary and Lisa Blomgren Bingham, (Washington, DC: Georgetown University Press, 2009), 72.

³² Jennifer Wilson and Arthur Oyola-Yemaiel, “The Evolution of Emergency Management and the Advancement Towards a Profession in the United States and Florida,” *Safety Science* 39, no. 1–2 (October 2001): 8, [https://doi.org/10.1016/S0925-7535\(01\)00031-5](https://doi.org/10.1016/S0925-7535(01)00031-5).

³³ Carol L. Cwiak et al., “Emergency Management Leadership in 2030: Shaping the Next Generation Meta-Leader,” *Journal of Emergency Management* 15, no. 2 (2017): 81–97, <https://doi.org/10.5055/jem.2017.0317>.

Table 1. Summary of Emergency Management Professionalization Research

	Scholar	Year	Research Question	Summary of Findings
1 34	Thomas Drabek	1987	“What qualities should an effective emergency manager possess?”	“Effective emergency managers must possess the characteristics of professionalism including education, experience, specialized knowledge and professional certifications.”
2	Wilson	2000	“How will accreditation and certification programs help advance emergency management towards a profession?”	“Wilson generalized that although emergency management was trending towards a profession and was well on its way, it may never reach professional status.”
3	Blanchard	2005	“What are the necessary mechanisms for emergency management to become more professional?”	“Emergency management can be professionalized through the three key building blocks of education, training, and experience.”
4	Grist	2007	“Do emergency managers feel confident that their education, training, and experience prepared them for the challenges of tomorrow?”	“Emergency managers are prepared to meet the challenges of a post-9/11 world, however, to effectively do so, they need the help and support of communities.”
5	Cwiak	2009	“What is the role of power and dependance in the emergency management	“The power imbalance between emergency management and legislative communities have contributed to

³⁴ Quotations in rows 1–7 are from Spearo, “From Praxis to Profession,” 57.

	Scholar	Year	Research Question	Summary of Findings
			professionalization process?"	emergency management not achieving the status of a profession."
6	Dilling	2009	"What is the degree of alignment between the perceptions of academic and practitioners in the field?"	"Congruence exists between practice and academia. Emergency management is maturing as a profession and is indeed a profession."
7	Urby	2010	"What is the perception of professionalism among emergency management practitioners in Mexico?"	"With regards to professionalism, emergency management practitioners rank their organization as moderate to high."
8	Jeff Bird	2013	"What does the face of emergency management look like in Canada?" ³⁵	Using Blanchard's traits of traditional vs. next-generation emergency managers, Bird's research concluded that Canada's emergency managers have professionalized somewhat, and are balanced between traditional and next-generation. ³⁶
9	Jesse Spearo	2017	"Which attributes, among those defined by Wilensky... has the practice of emergency management achieved?" ³⁷	Emergency management has met all of Wilensky's structural attributes of a profession. Florida's emergency managers demonstrate "moderate to high levels of

³⁵ Jeff Bird, "The Face of the Profession: Contributing to a Benchmark Profile of the Emergency Management Profession in Canada" (Research project, Royal Roads University, 2013), 11, <http://www.iaem.com/documents/Benchmark-Profile-of-EM-in-Canada-2014.pdf>

³⁶ Bird, "The Face of the Profession," 95.

³⁷ Spearo, "From Praxis to Profession," 66, 114–16, 120

	Scholar	Year	Research Question	Summary of Findings
			“What is the average score of attitudinal professionalism among public-sector emergency management practitioners in Florida?”³⁸ Is there a correlation between professionalization and demographics among Florida’s emergency managers? Can professionalism be predicted?³⁹	attitudinal professionalism.”⁴⁰ Spearo’s research identified that “degree of [job] satisfaction positively correlated with higher levels of attitudinal professionalism.”⁴¹
10	Timothy Sevison	2018	“Do emergency management leaders’ perceptions and intentions favor activities associated with occupational closure as part of the furtherance of the profession of emergency management?”⁴²	Professionalization has been hindered by the lack of consensus among emergency managers on requirements for occupational closure (such as entry to the field). Emergency managers do favor control of entry to emergency management, but further definition is needed on what that would look like.⁴³

³⁸ Spearo, 66.

³⁹ Spearo, 9.

⁴⁰ Spearo, 116.

⁴¹ Spearo, 121.

⁴² Timothy Wayne Sevison, “Status of the Profession of United States Emergency Management: An Exploratory Analysis Based on Select Attributes of Occupational Closure” (PhD diss., Jacksonville State University, 2018), 3, 145, 147, https://digitalcommons.jsu.edu/etds_dissertations/4/.

⁴³ Sevison, 145–147.

2. Structural Framework

Those who advocate for a more linear, observable, and organized approach to professionalization are within the structural camp of theorists. Thomas Drabek, a prominent scholar of emergency management's professionalization, has documented structural requirements for successful emergency managers in his research study.⁴⁴ Beyond the field of emergency management, one camp of scholars has advocated that a field's professionalization requires meeting specific structural milestones. In this context, Wilensky's approach to professionalization proceeds in a step-by-step process, which involves the availability of jobs and a training school to learn the craft, networking by practitioners that formalizes into an association, legal oversight of jobs, and a code of ethics.⁴⁵ Opinions vary on the exact set of steps applicable to emergency management, but the following set of characteristics offered by Wayne Blanchard broadly covers the most common steps presented:

a systematic body of knowledge, common core of entrance requirements, system for advancement, college degrees in the subject area, recognition that 'on the job training' is insufficient, identification of minimum standards and certification, standards of conduct or ethics, professional societies, public and professional recognition and respect.⁴⁶

In this camp, advocates call for alterations to the organizational structure and scope of emergency management agencies. According to Michael McGuire, emergency management should be a standalone agency or department, or within an executive office (rather than being housed within public safety departments) to provide the most effective and professional services possible.⁴⁷ Scholars Oyola-Yemenaiel and Wilson state that,

⁴⁴ Drabek, *The Professional Emergency Manager*, xvii.

⁴⁵ Wilensky, "The Professionalization of Everyone?" To develop this list, Wilensky analyzed 18 professions as they developed in the United States.

⁴⁶ Heriberto Urby and David A. McEntire, "Field, Discipline, and Profession: Understanding Three Major Labels of Emergency Management," *Journal of Emergency Management* 13, no. 5 (2015): 8, <https://doi.org/10.5055/jem.2015.0250>.

⁴⁷ Michael McGuire, "The New Professionalism," 73. McGuire analyzed survey data collected on behalf of the National Association of Counties. Based on this survey data, McGuire argued that full-time emergency managers (without secondary response duties) are more collaborative than emergency managers with collateral response duties.

“emergency managers are true professionals [when] they are able to exercise authority and knowledge exclusively and independently of external pressures to resolve emergencies.”⁴⁸

Going one step further, Oyola-Yemaiel and Wilson champion a more established hierarchical structure in emergency management in order to professionalize.⁴⁹ To attain status as a profession, Oyola-Yemaiel and Wilson posit that emergency management agencies across jurisdictions need to adopt a common hierarchy of roles—as examples: emergency management coordinator as an entry-level role, emergency management director as a senior role—with standardized lines of authority and qualifications to assume those roles.⁵⁰ Yet Drabek’s analysis pushes back against such standardization, finding decentralization of the national emergency management system to be a strength. This decentralized structure, Drabek posits, places local jurisdictions in the driver’s seat, enabling control; but he also advises that it can result in local jurisdictions tasked with emergency management but without the knowledge, resources or political capital to successfully manage programs.⁵¹ Emergency management begins and ends at the lowest level of government: the municipality.⁵² The structure of local government—and therefore emergency management—varies greatly across the United States. Despite proponents for a structural framework to professionalize emergency management including Blanchard, McGuire, Oyola-Yemaiel, and Wilson, the organizational patchwork of emergency management from state to state proves challenging against attempts to standardize or regulate it.

⁴⁸ Arthur Oyola-Yemaiel and Jennifer Wilson, “Three Essential Strategies for Emergency Management Professionalization in the U. S.,” *International Journal of Mass Emergencies and Disasters* 23, no. 1 (March 2005): 3.

⁴⁹ Oyola-Yemaiel and Wilson, 2.

⁵⁰ Oyola-Yemaiel and Wilson, 3–4.

⁵¹ Kathleen J. Tierney, “Testimony on Needed Emergency Management Reforms,” *Journal of Homeland Security and Emergency Management* 4, no. 3 (2007): 6, <https://doi.org/10.2202/1547-7355.1388>; Thomas E. Drabek, *Emergency Management: Strategies for Maintaining Organizational Integrity* (New York: Springer New York, 1990), 14, <https://doi.org/10.1007/978-1-4612-3310-7>.

⁵² Federal Emergency Management Agency, *National Response Framework*, 4th ed (Washington, DC: FEMA, 2019), 35, https://www.fema.gov/sites/default/files/2020-04/NRF_FINALApproved_2011028.pdf. According to the National Response Framework, “The responsibility for responding to natural and human-caused incidents that have recognizable geographic boundaries generally begins at the local level with individuals and public officials in the county, parish, city, or town affected by an incident.”

3. Cultural Framework

The cultural framework to professionalism includes those who believe professionalization is derived from the culture within a given field, and others who believe it is driven by the culture surrounding the profession.⁵³ The development of core principles for emergency managers in 2007 by a cross-sector group of stakeholders indicates a culture shift within the field of emergency management.⁵⁴ Emergency managers described the field's culture by outlining acceptable principles of conduct—comprehensive, progressive, risk-driven, collaboration, integrated, coordinated, flexible and professional.⁵⁵ The culture surrounding emergency management has shifted in recent decades on a national level. Waugh and Tierney assert that “local emergency management is much more complex than it was in the late 1990s.”⁵⁶ Waugh and Tierney point out catastrophic disasters in the early 2000s (9/11 and Hurricane Katrina as examples) that fundamentally changed the world of emergency management; while the job of an emergency manager remained the same, the “attention of the public and its elected representatives shifted rapidly from natural disasters to intentional man-made disasters.”⁵⁷ With the advent of the Department of Homeland Security (DHS) (and other policy changes stemming from 9/11), emergency management suddenly became a subset of the larger field of homeland security. Over time and through the wake of catastrophic disasters, the culture surrounding emergency management has changed. As discussed earlier, the level of authority and jurisdiction of an emergency manager varies broadly across the country. Significant differences result in the cultures and levels of professionalization in emergency management from state to state.

⁵³ Richard Hall claims that professionalization is derived from culture within a field. Andrew Abbott claims that the culture around a profession drives professionalization.

⁵⁴ William Waugh and Kathleen Tierney, *Emergency Management Principles and Practices for Local Government*, 2nd ed. (Washington, DC: International City/County Management Association, 2007), 16, <https://nps-illiad-oclc-org.libproxy.nps.edu/illiad/illiad.dll?Action=10&Form=75&Value=236680>. The stakeholder group for this discussion included the FEMA's Emergency Management Institute, International Association of Emergency Managers, Emergency Management Accreditation Program, the National Emergency Management Association, the National Fire Protection Agency 1600 Committee and representatives from the private sector, academia, and more.

⁵⁵ Waugh and Tierney, 17.

⁵⁶ Waugh and Tierney, 21.

⁵⁷ Waugh and Tierney, 4.

Hall contributed a list of attitudinal components to professionalism: “the use of the professional organization as a major reference, belief in public service, belief in self-regulation, a sense of calling to the field, and autonomy.”⁵⁸ In his initial publication in 1968, Hall used these attitudinal attributes to conduct a survey of various professions, in order to quantify and rank their degree of professionalism. Hall’s scale has been used to determine the degree of professionalism among emergency managers in Florida.⁵⁹

As summarized by Spearo, Abbott’s system of professions “focused on the profession’s work and the existing internal and external conflicts, rather than the organized structure of professions.”⁶⁰ Abbott’s approach is particularly relevant to emergency management which has been plagued both by internal conflicts regarding its lack of identity and external conflicts such as policymaking and oversight. In conclusion, discussions surrounding professionalization are complex because of the lack of agreement among scholars about theories.

D. RESEARCH DESIGN

This research set out to determine whether emergency management has reached professional status in Maine.⁶¹ To that end, this thesis analyzes the emergency management professionalization endeavors in Maine using interviews, survey responses of stakeholder attitudes towards professionalization as research components, and membership records from the Maine Association of Local Emergency Managers. This thesis research required Institutional Review Board (IRB) review and the Naval Postgraduate School president’s approval because it included human subjects research; the approval was granted.

First, this thesis explores the extent to which emergency managers in Maine have attempted to professionalize the field, and the progress achieved on the professionalization continuum so far, using Wilensky’s structural framework. The rationale for this approach

⁵⁸ Hall, “Professionalization and Bureaucratization,” 93.

⁵⁹ Spearo, “From Praxis to Profession,” 66.

⁶⁰ Spearo, 20.

⁶¹ Urby, “Perceptions of Disaster Professionalism in Mexico,” 17.

is that Wilensky's determinants of a profession can be observed, and any gaps therefore identified objectively—full-time jobs, for example, either exist or do not. This first research step consists of an analysis based on the available literature on the evolution of emergency management professionalization in Maine, coupled with interviews with representatives of the Maine Association of Local Emergency Managers, the Maine County Directors Council, and the MEMA, the primary stakeholders in emergency management professionalization and credentialing.

Second, a survey of emergency managers in Maine was conducted on professionalization and attitudes toward it (ranked on a Likert scale) using Hall's attributes and benchmark assessment questions used for a comparable study in Canada.⁶² This survey included basic demographic questions, such as gender, age, highest education level, training, professional emergency management certifications, years of experience, salary, full-time/part-time/or volunteer role status, and type of organization- municipal, county, or state agency. The survey questions were tailored to emergency managers working within the state of Maine in the public sector (municipal, county, or state).⁶³ In accordance with IRB requirements, the survey was distributed using a link in an email which indicated that participation was voluntary and anonymous. The survey did not ask for respondent names or agencies.

Most importantly, this survey of Maine emergency managers is the first comprehensive look at the emergency management field in the state, establishing a benchmark against which to measure progress in the future. The results of the Maine survey have been compared against emergency management professionalization surveys

⁶² Hall, "Professionalization and Bureaucratization"; and Jeff Bird, "The Face of the Profession"

⁶³ Maine has nearly 500 municipal emergency managers. Most municipal emergency managers fulfill their role in a part-time or volunteer capacity, as opposed to serving as full-time municipal emergency managers. County and state emergency managers in Maine are commonly full-time employees. It is estimated there are nearly 75 county and state emergency managers in Maine. Using these preliminary figures, many survey respondents are likely to be part-time or volunteer emergency managers in Maine.

conducted nationally by academic researchers such as Bird, Grist, Spearo, Weaver et al., and the National Association of Counties.⁶⁴

The current lack of existing primary and secondary sources on the professionalization of emergency management in Maine is an acknowledged challenge and limitation. It may also be an indicator that professionalization is not occurring in Maine. Taken together, these thesis components explored the degree of professionalization among emergency managers in Maine and how it could be improved upon.

⁶⁴ Bird, “The Face of the Profession”; Spearo, “From Praxis to Profession”; Robert E. Grist, “The Changing Paradigm of Emergency Management: Improving Professional Development for the Emergency Manager” (PhD diss., Portland State University, 2007), <https://training.fema.gov/hiedu/docs/grist%20-%20dissertation%20-%20changing%20paradigm%20of%20em.pdf>; John Weaver et al., “An Overview of a Demographic Study of United States Emergency Managers,” *Bulletin of the American Meteorological Society* 95, no. 2 (February 2014): 199–203, <https://doi.org/10.1175/BAMS-D-12-00183.1>; National Association of Counties, *Managing Disasters at the County Level: A National Survey* (Washington, DC: National Association of Counties, 2019), https://www.naco.org/sites/default/files/documents/Emergency%20Management%20in%20County%20Government_03.25.19.pdf.

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II. THE EVOLUTION AND PROFESSIONALIZATION OF EMERGENCY MANAGEMENT

A. EVOLUTION OF EMERGENCY MANAGEMENT IN THE UNITED STATES

Before determining the degree of the professionalization of emergency management, a review of pivotal disasters and subsequent policies contributing to its growth provide context. The development and evolution of emergency management in the United States has a turbulent history spanning 120 years. In perhaps the most comprehensive text written by various subject matter experts, Rubin's hypothesis states that "changes in emergency management policies, processes, and authority are event [s] driven" by focusing events.⁶⁵ Scholar Carol Cwiak corroborates the notion that focusing events drive various emergency management policies in the United States.⁶⁶ Such events, including 9/11 and Hurricane Katrina, demonstrate the tendency of the nation to pass legislation while the disaster is still fresh in memory. As discussed in Chapter I, Wilensky observed the emergence of professions and identified common characteristics of occupations that become professionalized full-time jobs, training, professional associations, code of ethics and legislation. This chapter summarizes emergency management's evolution in the United States from the early 1900s through the twenty-first century. In addition, the application of Wilensky's framework to emergency management helps to identify strengths in training schools and professional associations in Maine, and gaps in full-time jobs, legislative efforts, and a code of ethics.

1. Early U.S. Emergency Management

A common myth holds that emergency management evolved in the last half of the twentieth century, when it was born out of civil defense. In reality, emergency management

⁶⁵ Claire Rubin, "Introduction," *Emergency Management: The American Experience 1900–2010*, ed. Claire B. Rubin, 2nd ed. (Baton Rouge, LA: CRC Press, 2012), 4, ProQuest Ebook Central. Focusing events typically have the following characteristics: significant magnitude, high visibility, unusual locations, high impact, a unique threat agent, element of surprise, and eligibility for a presidential disaster declaration.

⁶⁶ Cwiak, "Strategies for Success," 5.

functions have been performed at the local level for more than a century or more.⁶⁷ The misconception that emergency management evolved out of civil defense likely derived from the U.S. federal government's relatively late involvement in emergency management, which was not formalized until the 1950s. Before World War II, the United States had no unified legislation or policy on emergency management; legislation and policy were passed retrospectively after a specific disaster.⁶⁸ Emergency management in the early 1900s was not the responsibility of the government, but rather of various nonprofits trying to cobble together relief and recovery resources for impacted populations. Focusing events from 1900–1950 (examples include: hurricanes, earthquakes, pandemics and dust storms) led private and government partners to recognize the need for a more comprehensive approach, rather than a reactive disaster-specific approach.⁶⁹ The profession of emergency management emerged in order to improve, strengthen, and lead this more comprehensive approach before, during, and after disasters.

2. The Civil Defense Era

The post-World War II period from 1950–1978 encompassed foundational years that set the scope for emergency management. In the early 1950s, the U.S. government was making sense of a wide breadth of hazards—enemy attacks on the homeland, natural disasters, and the new potential for technological and environmental disasters.⁷⁰ The United States believed the Soviet Union to be capable of launching nuclear attacks against its coastal states. To address the threat posed by the Soviet Union, the federal government enacted national security policies; many states passed civil defense legislation and appointed directors to carry out local civil defense programs.⁷¹ President Harry Truman signed the

⁶⁷ Rubin, “Introduction,” 7.

⁶⁸ David Butler, “Focusing Events in the Early Twentieth Century: A Hurricane, Two Earthquakes, and a Pandemic,” *Emergency Management: The American Experience 1900–2010*, ed. Claire B. Rubin, 2nd ed. (Baton Rouge, LA: CRC Press, 2012), 13, ProQuest Ebook Central.

⁶⁹ Keith Bea, “The Formative Years: 1950–1978,” *Emergency Management: The American Experience 1900–2010*, ed. Claire B. Rubin, 2nd ed. (Baton Rouge, LA: CRC Press, 2012), 80, ProQuest Ebook Central.

⁷⁰ Bea, 84.

⁷¹ Bea, 84.

Civil Defense Act (CDA) of 1950 into federal law on January 12, 1951.⁷² The CDA defined civil defense as preparations, repair or restoration of “vital utilities and facilities destroyed or damaged by any such attack.”⁷³ This legislation also established a new agency, the Federal Civil Defense Administration (FCDA) and granted powers to its administrator to execute national civil defense planning and agreements and distribute grant funding for such activities at the state level.⁷⁴ Finally, the CDA provided the president with the authority to declare a state of civil defense emergency if an attack were determined to be imminent or to have been launched.⁷⁵ This act enabled federal inter-agency coordination and resource sharing at the direction of the president.

Legislation soon solidified the role of the federal government in disaster recovery. In 1950, the Federal Disaster Relief Act passed by Congress, described by Bea as the “most significant general federal disaster assistance policy adopted in the nation’s history to that date.”⁷⁶ The bill aimed to provide guidance and parameters for federal disaster relief, but not in reaction to a specific focusing event. The Federal Disaster Relief Act stood out for three reasons. First, it ensured continuity for federal action during the emergency and post-disaster. Rather than waiting for Congress to convene and respond to a given disaster, the president could decide whether the disaster warranted funding and resources from the federal government.⁷⁷ Second, this power made the White House more prominent amid disasters. The president now determined the degree and extent of federal assistance during disasters.⁷⁸ Third, the federal government set a precedent that assistance would be available before, during, and after disasters.

The CDA and the Federal Disaster Relief Act did not come without complications. At first, the tasks outlined in the CDA and the Federal Disaster Relief Act took place in

⁷² Bea, “The Formative Years,” 85.

⁷³ Bea, 84.

⁷⁴ Bea, 85.

⁷⁵ Bea, 85.

⁷⁶ Bea, 86.

⁷⁷ Bea, 86.

⁷⁸ Bea, 86.

parallel silos.⁷⁹ In the late 1950s into the early 1960s, the Truman, Eisenhower, and Kennedy presidential administrations tinkered with the organization of federal agencies that would carry out disaster-related missions.⁸⁰ The system of federalism requires a balancing act between the U.S. federal government and the states. During this era, some states criticized the federal government for evading responsibility in national civil defense; meanwhile, other states lambasted it for overstepping states' jurisdiction.⁸¹ By 1958, Congress passed Public Law 85-606 to strike a better balance and further delineate federal vs. state responsibilities.⁸² Public Law 85-606 stated that the federal government's role in civil defense was in providing "necessary direction, coordination, and guidance" and required that federally-funded state civil defense plans to align with the national plan.⁸³ Authors Rubin, Jones, and Kovacich point out the unusual agreement this creates—the U.S. national civil defense policy builds on decentralized state plans and actions. Whether this decentralized approach is the most effective way to organize disaster policy remains today and has been questioned during response to COVID-19. Emergency management scholar Thomas Drabek describes this national emergency management system as a decentralized system of partnerships of the private sector and government at the federal, state, and local levels, each with specialized roles.⁸⁴ As the CDA is written, emergency management will remain a decentralized profession.

3. The Creation of the Federal Emergency Management Agency

Critiques of performance suggested that the federal government needed to take a more central role in emergencies. By the time the Carter administration took charge, attention shifted from emergency management policy and disaster relief programs towards federal leadership during emergencies.⁸⁵ A congressional committee concluded in its 1976

⁷⁹ Bea, "The Formative Years," 87.

⁸⁰ Bea, 87.

⁸¹ Bea, 87–88.

⁸² Bea, 88.

⁸³ Bea, 88.

⁸⁴ Drabek, *Emergency Management: Strategies*, 13.

⁸⁵ Bea, "The Formative Years," 106.

report that in regards to disaster preparedness and response, “government activity...suffers from the lack of high-level attention, organization diffusion, inadequate foresight and coordination, weak or misdirected funding, and the absence of a comprehensive approach” and that coordination among all levels of government must become a priority.⁸⁶ At the urging of the congressional committee—the Council of State Governments, and the National Governors Association among others—President Carter began to investigate the extent of this leadership problem. A study of the government’s emergency management posture recommended that President Carter create a new federal agency to coordinate emergency management activities.⁸⁷ In 1979, he implemented this recommendation by establishing the Federal Emergency Management Agency (FEMA), consolidating a labyrinth of various federal agencies and departments into one agency that answered to the president.⁸⁸ In this way, FEMA became the central coordinator (not the director) for federal disaster responses.

The 1990s and early 2000s were critical points in FEMA’s development. From 1979–2003, FEMA operated as an independent federal administrative agency. The years from 1993–2000 are referred to as the agency’s “golden years.”⁸⁹ James Lee Witt’s appointment as FEMA Director was a pivotal moment for the agency and had the support of emergency managers at the state and local levels. Witt was FEMA’s first director with emergency management experience, having served in county and state government. Witt transformed FEMA under his leadership by focusing on the basics of emergency management (all hazards, all phases) and implementing new technology which sparked innovation in the field of emergency management.⁹⁰

⁸⁶ Bea, “The Formative Years,” 106.

⁸⁷ Bea, 107.

⁸⁸ Bea, 107.

⁸⁹ Richard T. Sylves, “Federal Emergency Management Comes of Age: 1979–2001,” *Emergency Management: The American Experience 1900–2010*, ed. Claire B. Rubin, 2nd ed. (Baton Rouge, LA: CRC Press, 2012), 117, ProQuest Ebook Central.

⁹⁰ Spearo, “From Praxis to Profession,” 40.

As FEMA developed, emergency management became “an intellectual and multidisciplinary enterprise” according to Sylves.⁹¹ Research conducted on natural hazards, coupled with technological advances such as computers and geographic information system (GIS), along with social science research on disasters rendered emergency management well on its way to establishing a body of knowledge.⁹² The use of this new technology required emergency managers to enhance their skillsets; emergency management was no longer left to untrained volunteers. In the public sphere, the nation was now able to watch disasters unfold on television. According to Rubin et al., “media coverage of disasters and emergencies did more to change the political and managerial world of emergency management from 1979 to 2001 than almost anything else—a trend that has escalated.”⁹³

4. Twenty-First Century Emergency Management

The tragedy of the 9/11 attacks triggered monumental policy changes for emergency management in the early twenty-first century with a mixed impact on the profession and its effectiveness. In 2002 President Bush created the White House Office of Homeland Security, which issued a national strategy for homeland security. Although the strategy listed many recommendations, “[creating] a national incident management system” and “[building] a national training and evaluation system” pertain to the professionalization of emergency management.⁹⁴ By 2003, the newly created Department of Homeland Security (DHS) was operational, and FEMA suddenly fell under a new organizational structure. FEMA no longer operated as an independent agency; its chain of command extended to the president and eroded its strength as an agency. Cwiak wrote that enthusiasm within the field of emergency management ebbed during those years in the early 2000s; the professionals perceived the creation of the homeland security apparatus as

⁹¹ Sylves, “Federal Emergency Management Comes of Age,” 136.

⁹² Sylves, 136.

⁹³ Sylves, 161.

⁹⁴ John R. Harrauld, “Emergency Management Restructured: Intended and Unintended Outcomes of Actions Taken Since 9/11,” *Emergency Management: The American Experience 1900–2010*, ed. Claire B. Rubin, 2nd ed. (Baton Rouge, LA: CRC Press, 2012), 173, ProQuest Ebook Central.

a threat that would stifle its future growth.⁹⁵ The federal government also began distributing a myriad of preparedness grants, to include the state Homeland Security grants and Emergency Management Performance Grant (EMPG).⁹⁶ Although funding for these grant programs has been reduced since the early 2000s, these grants continue to provide vital funding that supports emergency management across the country. The unintended consequences were that although the United States invested billions of dollars to enhance readiness and response to terrorist attacks, it neglected to plan for natural and technological disasters.⁹⁷ The consolidation of FEMA under the new DHS umbrella shifted focus and funding away from all-hazards preparedness and towards homeland security.

The hurricane seasons of 2005 tested the post 9/11 policy changes implemented under the Bush administration, ending in a monumental failure. In September 2005, Hurricanes Katrina, Rita and Wilma shattered previous records for disaster impacts to people and property. DHS and FEMA had conducted extensive planning and training and distributed significant amounts of funding since 2001, yet administrative challenges within DHS resulted in catastrophic failures during the response to Hurricane Katrina.⁹⁸ As described by Rubin et al., “Overall, FEMA failed to fulfill its responsibilities as the lead coordinating emergency management institution. It failed to coordinate military and international assistance, compounding the grossly inadequate and chaotic provision of commodities, emergency sheltering, and temporary housing.”⁹⁹ Congress passed the Post-Katrina Emergency Management Reform Act of 2006, which shifted emergency management functions (prevention, mitigation, preparedness, response and recovery) from DHS back to FEMA.¹⁰⁰ Hurricane Katrina caused Congress to restore some of the emergency management functions to FEMA.

⁹⁵ Cwiak, “Strategies for Success,” 6.

⁹⁶ Harrald, “Emergency Management Restructured,” 178.

⁹⁷ Harrald, 186.

⁹⁸ Melanie Gall and Susan L. Cutter, “2005 Events and Outcomes: Hurricane Katrina and Beyond,” *Emergency Management: The American Experience 1900–2010*, ed. Claire B. Rubin, 2nd ed. (Baton Rouge, LA: CRC Press, 2012), 197, ProQuest Ebook Central.

⁹⁹ Gall and Cutter, “2005 Events and Outcomes, 198.

¹⁰⁰ Gall and Cutter, “2005 Events and Outcomes, 200.

As demonstrated in the history and evolution of emergency management, the United States has demonstrated a pattern of behavior in enacting policy in response to focusing events. It is best described by Spearo:

...emergency management, as a profession, strives to improve society's status quo during the infrequent periods of calm. Major events tend to produce torrents of policy change that impact emergency management; however, as history demonstrates, many of these changes are ephemeral.¹⁰¹

The first part of this chapter described several focusing events and subsequent short-lived policy changes affecting the field of emergency management. The second part of this chapter explores emergency management's continuous efforts to professionalize between those focusing events.

5. Maine's History of Emergency Management

MEMA is the agency responsible for the management of a comprehensive emergency management program in Maine. The "Maine Civil Defense and Public Safety Act of 1949" first established MEMA, but the exact focusing event for this legislation in Maine has not been explored. However, its timing in 1949 aligns with federal initiatives to formalize civil defense locally within that decade and follows the 1947 wildfires that devastated Maine and burned 220,000 acres.¹⁰²

The 1949 Act not only established a state agency (that eventually became MEMA), but it also set the scope of emergency management in Maine. Civil defense and public safety was broadly interpreted to include mitigation, preparedness, response and recovery actions in response to attacks from adversaries or natural disasters.¹⁰³ The bill tasked Maine's governor to create a new department at the executive level of state government, with an appointed director.¹⁰⁴ It also established a new public safety council, with diverse

¹⁰¹ Spearo, "From Praxis to Profession," 44.

¹⁰² Dialynn Dwyer, "'The Year That Maine Burned': 70 Years Ago Ravaging Fires Left Thousands of Mainers Homeless," *Boston.com*, October 29, 2017, <https://www.boston.com/news/history/2017/10/29/the-year-that-maine-burned-70-years-ago-ravaging-fires-left-thousands-of-mainers-homeless>.

¹⁰³ Maine Civil Defense and Public Safety Act (1949), 5, http://lldc.mainelegislature.org/Open/Laws/1949/1949_PL_c298.pdf.

¹⁰⁴ Maine Civil Defense and Public Safety Act, 6.

representation from various state agencies, that would operate under the direction of the insurance commissioners to “advise the governor and the director on all matters pertaining to civil defense and public safety.”¹⁰⁵ This legislation may have been the impetus of local and county emergency management within the state of Maine as well. Section 8 of the bill required political subdivisions (counties and municipalities) to create a civil defense and public safety organization to carry out planning and programming in alignment with the state’s efforts.¹⁰⁶ Each local organization would operate under a director, appointed by the appropriate municipal or county governing body.¹⁰⁷ This law included several provisions relevant to professionalization of emergency management—civil defense and public safety staff carrying out their duties in good faith were not to be held liable for their actions, but were required to take a written oath of office. Furthermore, persons who had lobbied for any constitutional changes, participated in state or national efforts to overthrow government, or had charges (pending or not) of any acts against the U.S. government were barred from holding office within civil defense/public safety.¹⁰⁸ In summary, the Maine Civil Defense and Public Safety Act was instrumental for emergency management within the state, as it created positions at the state, county, and local levels.

During the 1970s and 1980s, Maine restructured state government and thus reorganized the Civil Defense and Public Safety Agency several times. A legislative amendment in 1972 renamed the agency as the Bureau of Civil Defense and downgraded it to report under the Department of the Military, rather than directly to the governor.¹⁰⁹ Just two years later in 1974, the Department was renamed the Department of Defense and Veterans Services, and the Bureau as the Bureau of Civil Preparedness.¹¹⁰ Lastly, in 1987 the Bureau became MEMA, and finally in 1996 the Department reported once more to the

¹⁰⁵ Maine Civil Defense and Public Safety Act, 6.

¹⁰⁶ Maine Civil Defense and Public Safety Act, 9.

¹⁰⁷ Maine Civil Defense and Public Safety Act, 9.

¹⁰⁸ Maine Civil Defense and Public Safety Act, 11.

¹⁰⁹ “History,” Maine Emergency Management Agency, accessed April 17, 2021, <https://www.maine.gov/mema/about/history>.

¹¹⁰ Maine Emergency Management Agency.

Department of Defense, Veterans, and Emergency Management.¹¹¹ The development and growth of MEMA set the stage for future legislative efforts in emergency management.

In 1983, Title 37-B was enacted into Maine's state statute and has been since revised several times. Several components are still in place and remain relevant to the professionalization of emergency management in Maine. First, 37-B requires the MEMA director to possess appropriate education, training or experience to guide the state's emergency management programs.¹¹² Section 704 requires the MEMA director to design and implement training for emergency managers at the local, county and state levels of government. An update in 2005 created the Homeland Security Advisory Council (HSAC) to advise the governor, a committee that remains today.¹¹³ The legislation also created the structure of emergency management in Maine by requiring each county and municipality to have an agency with an appointed director.¹¹⁴ However, the legislation did not clarify any qualifications for county or municipal directors, aside from precluding executives and commissioners in section 782. The legislation attempted to address liability in section 821, providing legal immunity for any casualties or property damages resulting from emergency management activities. Finally, legislators enacted a \$20 fine for any emergency manager's intentional violation of the bill, which still stands today.¹¹⁵ In summary, 37-B provides the framework for emergency management in Maine by ensuring a qualified state director tasked to run state-wide training, creating the HSAC, county and municipal emergency management agencies and providing legal immunity and a fine system.

The Maine Legislature established a Task Force to Study Maine's Homeland Security Needs in 2005, and it issued interim and final reports in 2006. 9/11 and Hurricane Katrina prompted federal and state governments to assess and enhance their homeland

¹¹¹ Maine Emergency Management Agency.

¹¹² Maine Title 37-B: Defense, Veterans and Emergency Management, Pub. L. No. 37- B (1983), 704, <http://legislature.maine.gov/statutes/37-B/title37-Bch0sec0.html>.

¹¹³ Maine Title 37-B: Defense, Veterans and Emergency Management, 708.

¹¹⁴ Maine Title 37-B: Defense, Veterans and Emergency Management, 781–82.

¹¹⁵ Maine Title 37-B: Defense, Veterans and Emergency Management, 830.

security posture, Maine included.¹¹⁶ The report cites focusing events with a nexus to Maine—the 9/11 hijacker who departed from the Portland, ME airport, the 1998 ice storm, the 2006 flooding in Southern Maine, and disease outbreaks in general.¹¹⁷ The report aimed primarily to review Maine’s homeland security gaps and capabilities.¹¹⁸

The Task Force’s final report contained provisions to strengthen the qualifications of local health officers and the MEMA director. The Task Force indicated concerns about Maine’s capacity to handle surges of patients within the healthcare system and requested assessments from the Maine Center for Disease Control (Maine CDC). The Task Force concluded that local health officers “are insufficiently trained and do not have adequate qualifications,” neither had the role of the local health officer been properly defined and the Task Force recommended that the Maine CDC Director specify standards for local health officer qualifications within one year.¹¹⁹ Likewise, the report recommended that Maine “strengthen the statutory qualifications of the Director of MEMA to include education, training, or experience in emergency management,” a requirement which stands today.¹²⁰ Exploring the follow-through on local health officer qualification is beyond the scope of this research, but this qualification provides a local example of Maine policy-makers requiring professionalization.

B. EMERGENCY MANAGEMENT’S EFFORTS TO PROFESSIONALIZE

As described in Chapter I, Wilensky’s theory of professionalization is a step-by-step process that includes the existence of the following criteria of a given occupation: full-time jobs, a training school, a professional association, legal provisions to protect jobs, a code of ethics and legislation. Wilensky’s criteria will be analyzed and discussed within the context of emergency management in this section. Table 2 applies Wilensky’s structural

¹¹⁶ Final Report of the Task Force to Study Maine’s Homeland Security Needs, 8.

¹¹⁷ Final Report of the Task Force to Study Maine’s Homeland Security Needs, 8.

¹¹⁸ Final Report of the Task Force to Study Maine’s Homeland Security Needs, 9.

¹¹⁹ Final Report of the Task Force to Study Maine’s Homeland Security Needs, 23, 25.

¹²⁰ Final Report of the Task Force to Study Maine’s Homeland Security Needs, 76.

indicators in a scoring rubric, intended to assess the degree of professionalization in a jurisdiction.

Table 2. Professionalization Rubric Using Wilensky’s Structural Indicators¹²¹

Wilensky’s Structural Indicator	Degree of Professionalization		
	Low	Medium	High
Full-Time Jobs	0-99 Emergency Management Directors employed within the state, per the Bureau of Labor Standards 2020 Data Set	100-159 Emergency Management Directors employed within the state, per the Bureau of Labor Standards 2020 Data Set	160+ Emergency Management Directors employed within the state, per the Bureau of Labor Standards 2020 Data Set
Training/School of Practice	No school of practice exists.	A national school of practice exists and is regularly attended by members of the profession.	In addition to a national school of practice that is regularly attended by members of the profession AND One or more state-specific training/school of practices has developed.
Professional Associations	No professional association exists.	A national association exists, and state members of the profession are well represented in its membership.	A national association exists (with strong membership by the state’s members of the profession) AND A state association or chapter exists with strong participation.

¹²¹ Wilensky, “The Professionalization of Everyone?”

Wilensky's Structural Indicator	Degree of Professionalization		
	Low	Medium	High
Legislative Efforts	The profession does not engage in legislative efforts (Note that related legislation may be pushed by related fields).	The profession seldom engages in legislative efforts.	The profession maintains a legislative affairs presence and agenda, and regularly engages in legislative efforts. The profession has passed minimum standards of competence (such as certification).
Code of Ethics	The profession does not have a code of ethics (Note that agencies or units of government may have a generic code of ethics for all employees) OR The profession has a national code of ethics that members of the profession do not ascribe to.	The profession has a national code of ethics that most members of the profession ascribe to.	The profession has a code of ethics that members ascribe to. Oversight mechanisms exist to ensure adherence to the code of ethics.

1. Full-Time Jobs

Wilensky noted that the first step in professionalization “is to start doing full time the thing that needs doing” and in the early days of a profession, the first practitioners will emerge from other occupations.¹²² In the public sector, full-time emergency management positions now exist at the federal, state, county, and local levels of government. At the federal level, FEMA is perhaps the most visible employer of emergency managers, with a current workforce of more than 20,000 individuals across the United States.¹²³ A Maine emergency manager acknowledged that jobs in the profession are often not visible or well understood by the public. They explained: “at the county level, some people don’t know we exist or what we do. I ask, ‘do you know FEMA?’ I say okay, think of that but smaller. It’s hard to put what we do in perspective.”¹²⁴

Maine has emergency management jobs at the state, county, and local levels, but not many. At the state level, MEMA maintains a staff of 32.¹²⁵ Other state agencies, such as the Maine CDC, the Maine National Guard, or the Maine Department of Education anecdotally have a few emergency management jobs; however, a public listing of these positions has neither been compiled nor is it publicly available. As required by Maine state statute, each of Maine’s 16 counties maintains an office of emergency management agency.¹²⁶ Staffing across Maine’s 16 county emergency management agencies varies significantly. While the Cumberland County Emergency Management Agency maintains a staff of seven, less populous areas such as Sagadahoc County maintain an emergency

¹²² Wilensky, “The Professionalization of Everyone?,” 7.

¹²³ “About Us,” Federal Emergency Management Agency (FEMA), accessed April 17, 2021, <https://www.fema.gov/about>.

¹²⁴ Anonymous MALEM member. Interview May 21, 2021.

¹²⁵ “MEMA Staff,” Maine Emergency Management Agency, accessed April 17, 2021, <https://www.maine.gov/mema/about/staff>.

¹²⁶ Maine Emergency Management County Directors Council, “Guidance for County Emergency Management Agencies,” January 2018, 9, <https://www.malem.org/wp-content/uploads/2020/12/2018-County-EMA-Guide.pdf>.

management staff of two.¹²⁷ In each of Maine’s 482 municipalities, the governing body (such as the town council) must appoint a local emergency management director.¹²⁸ As described in the County Emergency Management Guide, “in most local municipalities, the EMA Director is either a volunteer, or a full-time employee assigned the role of EMA Director in addition to their other daily duties.”¹²⁹

Leaders of the profession in Maine contend that emergency management jobs are lacking. The MEMA director and the MECDC Chair acknowledged that the number of emergency management program tasks outweighs the number of jobs available to perform the tasks. Rogers believes, “there are not enough (positions), in my opinion, to do the job right” and points to prolonged staffing challenges that he is working to resolve at the state level.¹³⁰ Staffing challenges are not limited to the state level. In Aroostook County, Director Woods believes that the availability of emergency management jobs has improved, but there needs to be additional growth.¹³¹ Citing staffing challenges at the county level, Woods explained, “it’s impossible for us to help everyone the way that we should. So, we do the best we can. And we have to pick our priorities.” In turn, the availability of emergency management jobs can impact program delivery in Maine communities.

Looking holistically at employment in Maine, employment growth has stalled and remained nearly flat since 2005.¹³² As reported by the Maine Department of Labor, this stagnation stems from “negative population change,” when the death rate surpassed the

¹²⁷ “Emergency Management Agency Staff Directory,” Cumberland County, Maine, August 13, 2021, <https://www.cumberlandcounty.org/Directory.aspx?DID=46>; Emergency Management Agency and Board of Health,” Sagadahoc County, Maine, August 13, 2021, https://www.sagadahoccountyme.gov/departments_and_services/emergency_management_agency_and_board_of_health/index.php.

¹²⁸ Maine Emergency Management County Directors Council, “Guidance for County Emergency Management Agencies,” 9.

¹²⁹ Maine Emergency Management County Directors Council, 50.

¹³⁰ Peter Rogers, MEMA Director. Interview conducted on June 1, 2021.

¹³¹ Darren Woods, ACEMA Director, MECDC Chair. Interview conducted on May 17, 2021.

¹³² Maine Department of Labor, *Employment Outlook to 2028* (Augusta, ME: Maine Center for Workforce Research and Information, n.d.), 1, <https://www.maine.gov/labor/cwri/publications/pdf/EmploymentOutlookto2028.pdf>.

state's birth rate in 2010.¹³³ Although this trend is not unique to Maine, the "Employment Outlook Report" does indicate that Maine's population in terms of negative growth "is more imbalanced compared to the nation."¹³⁴ Maine's Department of Labor projects employment from 2018 to 2028 by industry. Although this projection looks at broad industries, excluding emergency management, government jobs are projected to decrease by 2.5% by 2028, a net change of potentially 2,444 fewer jobs.¹³⁵ Forecasting exactly what this means for emergency management jobs in Maine is unclear, but government jobs and employment in the state are both trending downward.

Table 3 details the availability of full-time emergency management jobs as an indicator of structural professionalization across New England states. According to the U.S. Bureau of Labor Statistics (BLS), Maine employed 50 emergency management directors throughout the state in 2020.¹³⁶ By comparison, Maine and Vermont are tied among the New England states for hiring the fewest emergency management directors. The BLS also rates Maine as the New England state with the lowest annual mean wage for emergency management directors. Although Maine's location quotient of emergency management directors (1.18) is slightly above the national average (1.0), Maine's relatively low population could be inflating this figure. The number of emergency management director jobs (50) along with the data indicating low wages for Maine's emergency managers indicate that the structural attribute of full-time jobs falls within the criteria for "low" degree of professionalization in Maine.

¹³³ Maine Department of Labor, 1,2.

¹³⁴ Maine Department of Labor, 2.

¹³⁵ Maine Department of Labor, "Workforce Outlook," Maine Center for Workforce Research and Information, accessed April 18, 2021, <https://www.maine.gov/labor/cwri/outlook.html>.

¹³⁶ Bureau of Labor Statistics, "Occupational Employment and Wages, Emergency Management Directors," Occupational Employment and Wage Statistics, May 2020, May 2020, <https://www.bls.gov/oes/current/oes119161.htm#st>.

Table 3. Comparison of Emergency Management Jobs in New England¹³⁷

State	Number of Director Jobs	Mean Annual Salary	Location Quotient*
Maine	50	\$64,330	1.18
New Hampshire	80	\$76,300	1.78
Vermont	50	\$76,640	2.25
Massachusetts	150	\$98,390	0.54
Connecticut	150	\$104,150	1.29
Rhode Island	70	\$85,240	2.23

Note: “The location quotient is the ratio of the area concentration of occupational employment to the national average concentration. A location quotient greater than one indicates the occupation has a higher share of employment than average, and a location quotient less than one indicates the occupation is less prevalent in the area than average.”¹³⁸

2. Training/School of Practice

Training schools are received well by emergency management practitioners. Once a profession emerges, the early practitioners or a professional association will advocate for the creation of a training school.¹³⁹ Of note, training schools may develop in a standalone setting, or they may grow and seek to partner with a university. Wilensky believed that in successful cases of professionalization, training is required to enter the profession.¹⁴⁰ For most emergency management positions, education is not currently a requirement to obtain the job.¹⁴¹ Waugh and Sadiq contend that emergency management “has tended to attract experienced emergency responders, many of whom are highly trained but not highly

¹³⁷ Adapted from Bureau of Labor Statistics.

¹³⁸ Bureau of Labor Statistics.

¹³⁹ Wilensky, “The Professionalization of Everyone?,” 9.

¹⁴⁰ Wilensky, 9.

¹⁴¹ Jennifer R. Gray, “Professionalization of Emergency Management: Are We Our Own Worst Enemy?,” *Journal of Emergency Management* 17, no. 2 (2019): 1, <https://doi.org/10.5055/jem.2019.0405>.

educated.”¹⁴² In Maine, support for emergency management training is high, but support for education as a prerequisite to enter the field is a controversial subject. Training and education are addressed collectively within Wilensky’s framework, but both bear individual discussion in this chapter.

Today, training for emergency management is readily available to public-sector emergency managers in the United States, making a baseline of professionalization achievable. FEMA’s Emergency Management Institute (EMI) is the flagship for emergency management training, and offers no-cost in-residence programs in Emmitsburg, Maryland, in addition to delivering mobile and online courses.¹⁴³ EMI’s online courses are also referred to as the FEMA independent study (IS) courses; these self-paced IS courses are commonly required training for emergency managers at all levels. As of 2018, EMI offers nearly 500 courses on various emergency management topics. EMI also offers specialized certificates or program tracks, such as the Emergency Management Professional Program (EMPP). The EMPP is “designed to provide a lifetime of learning for a career in emergency management” through its Basic, Advanced, and Executive Academies.¹⁴⁴ In his dissertation, Sevison notes that attendance at EMPP is voluntary and intended for individuals already working in the field of emergency management; therefore, this program does not serve as a gatekeeper.¹⁴⁵ Through EMI, emergency managers have access to a plethora of training to enhance their personal knowledge, and take away concepts to apply to and enhance local programs.

Emergency managers also have access to training through the National Domestic Preparedness Consortium (NDPC), a collaborative of seven academies distributed across the country. The seven academies offer training in-residence, as mobile deliveries, and in online formats to prepare attendees for a broad range of disasters and consequences.

¹⁴² Waugh and Sadiq, “Professional Education for Emergency Managers,” 5.

¹⁴³ Emergency Management Institute, *Fiscal Year 2018 Annual Report* (Washington, DC: Department of Homeland Security, 2018), 1, https://training.fema.gov/docs/emi_annual_report-fy2018.pdf.

¹⁴⁴ Emergency Management Institute, 12.

¹⁴⁵ Sevison, “Status of the Profession of United States Emergency Management,” 28.

Between FY11 and FY20, 6,821 of Maine’s emergency managers and first responders were among the 2.4 million participants in NDPC programs.¹⁴⁶

Finally, emergency management also has achieved the widespread availability of training schools through higher education programs. Nationally, emergency management degree and certificate programs have become widely offered at the associate, bachelor, masters, and doctoral levels. The expansion of emergency management degrees and certificates was recognized by practitioners and academics as early as 1994, when the FEMA Higher Education Project was launched to bridge the gap between higher education programs and practitioners in the field.¹⁴⁷ One of the Project’s initial goals was to “encourage development of degree programs in every state by 2001.”¹⁴⁸ According to Waugh and Goss, more than 600 emergency management degree or certificate programs exist (as of 2019), and an additional 100 prospective programs are in the works.¹⁴⁹

These emergency management programs have not been an instant success story and have been the subject of much debate. According to Wilson, these programs “lack consistency in their placement within university colleges or schools, in the courses taught, and in the perspectives from which the courses are taught depending on who teaches them.”¹⁵⁰ Wilson also points out the lack of a standard curricula across these programs, and no accreditation process to determine the rigor and quality of these academic programs. She concluded the programs “lack structure, consistency, and standardization.”¹⁵¹ Waugh and Sadiq agree and conclude that many emergency management programs miss the mark

¹⁴⁶ National Domestic Preparedness Consortium, *NDPC 2020 Annual Report* (National Domestic Preparedness Consortium, 2021), 28, https://ndpc.us/wp-content/uploads/2021/03/NDPC_AR2020_FINAL03052021.pdf.

¹⁴⁷ William L. Waugh Jr. and Kay C. Goss, “The History of Higher Education in Emergency Management: The Emergency Management Institute, the National Science Foundation, and the William Averette Anderson Fund,” *Journal of Emergency Management* 17, no. 1 (2019): 9, <https://doi.org/10.5055/jem.2019.0391>.

¹⁴⁸ Waugh and Goss, “The History of Higher Education in Emergency Management.”

¹⁴⁹ Waugh and Goss, 10.

¹⁵⁰ Jennifer L. Wilson, “The State of Emergency Management 2000: The Process of Emergency Management Professionalization in the United States and Florida” (PhD diss., Florida International University, 2000), 222.

¹⁵¹ Wilson, 222.

in terms of quality.¹⁵² Waugh, and Sadiq propose that undergraduate degree programs need to balance building soft skills (communication, management, relationship-building, etc.) with technical skills (grant-writing, mapping, emerging technology platforms) and that students should gain practical experience through internships.¹⁵³ At the graduate level, degree programs should provide coursework to strengthen analytical skills and management practices.¹⁵⁴ To address these shortcomings, EMI has attempted to map appropriate/desired curricula for bachelor's degree programs to generate key competencies upon graduation and others have proposed using a standard rubric to accredit programs; however, a solution has yet to be implemented.¹⁵⁵ Furthermore, members of the emergency management community significantly disagree on whether degrees should be a requirement to enter the profession. Proponents contend that degrees do not promise competence, but they do provide opportunities to build a foundation of knowledge and enhance skills to run effective emergency management programs after graduation.¹⁵⁶ Despite the rapid rise in emergency management degrees, curriculum rigor and buy-in from the practitioner community is needed for the programs to reach full potential.

Several colleges in Maine have ventured into the emergency management degree business. Unity College offers an associate degree in general studies with a concentration in Emergency Disaster Management.¹⁵⁷ In the same way, the University of Maine at Fort Kent offers an associate-level program in general studies with an Emergency Management/Homeland Security concentration.¹⁵⁸ In March 2021, the University of Maine at Augusta

¹⁵² Waugh and Sadiq, "Professional Education for Emergency Managers," 4.

¹⁵³ Waugh and Sadiq, 6. This recommendation was based on foundational research conducted by Thomas Drabek in "The Professional Emergency Manager." From this study, Drabek derived that interpersonal skills are more important than technical skills in emergency management.

¹⁵⁴ Waugh and Sadiq, "Professional Education for Emergency Managers."

¹⁵⁵ Waugh and Sadiq, 4.

¹⁵⁶ Waugh and Sadiq, 5.

¹⁵⁷ "New Unity College Online Degree Offers Learners Job-Ready Skills in Emergency Management," Unity College, July 23, 2019, <https://unity.edu/unity-college-news/new-unity-college-online-degree-offers-learners-job-ready-skills-in-emergency-management/>.

¹⁵⁸ "Emergency Management / Homeland Security Concentration (Associate of Arts in General Studies)," 2020–2019 University Catalog, University of Maine, Fort Kent, <https://www.umfk.edu/catalog/2019-2020/associate-degrees/emergency-management/>

announced its Trauma-Informed Emergency Management program and claimed the program to be Maine's first graduate program in emergency management.¹⁵⁹ The Trauma-Informed Emergency Management program is a 16-credit graduate certificate that is offered entirely online.¹⁶⁰ A fourth campus, the University of New England, has developed a Graduate Certificate in Emergency Management that is an online-only 12-credit program.¹⁶¹ High-level comparison of the two associate and two graduate-level programs reveal significant variance in content, structure, and faculty backgrounds.

Maine emergency managers' attendance at training schools, and the availability of higher education programs within the state comprise the "medium" degree of professionalization in the category of training/school of practice. While a national school of practice (training school) for emergency managers exists (the EMI), Maine does not have a standalone or state-specific training school. Although Maine does have four emergency management higher education programs, the degree programs are relatively new and developed alongside the profession of emergency management. In this case in Maine, emergency management higher education programs developed within universities, though the programs may partner with external emergency management organizations as they mature.

3. Professional Associations

Wilensky's next marker of a profession is the existence of a professional association that strives to define core tasks required of the job, manage internal relations among practitioners, and handle external relations to promote the occupation.¹⁶² In the United States, the International Association of Emergency Managers (IAEM) and the National Emergency Managers Association (NEMA) are the most widely recognized

¹⁵⁹ "Trauma-Informed Emergency Management," Academic Majors and Minors, University of Maine at Augusta, accessed April 15, 2021, <https://www.uma.edu/academics/programs/tem/>.

¹⁶⁰ University of Maine at Augusta, "Trauma-Informed Emergency Management,"

¹⁶¹ University of New England, "Graduate Certificate in Emergency Management | 100% Online," UNE Online, accessed August 11, 2021, <https://online.une.edu/graduate-programs-healthcare-administration/emergency-management/>.

¹⁶² Wilensky, "The Professionalization of Everyone?," 9.

professional associations for emergency managers. IAEM was founded in 1952 and maintains a membership base of 6,000 individuals.¹⁶³ IAEM's website highlights its contributions to the field, including its certification programs, scholarship program, annual conference/events, and legislative activities. NEMA is primarily an association for directors of the 50 state emergency management agencies, and focuses on collaborative policy initiatives, networking, conferences and training, and resources for state directors.

Two professional associations exist in Maine, the Maine Association of Local Emergency Managers (MALEM) and the Maine Emergency Management County Directors Council (MEMCDC). MALEM's mission is to "promote and represent the field of emergency management in order to enhance the safety of all citizens of and visitors to the State of Maine."¹⁶⁴ As outlined in its association bylaws, MALEM membership is limited to individuals in municipal or county government engaged in emergency management, or those who support local emergency managers.¹⁶⁵ MEMCDC is a council comprised of the directors of county emergency management agencies and their staff. The mission of the MEMCDC is to coordinate, serve as a convening council for ideas and proposals, advise the MEMA director and maintain a mutual aid system for emergency managers.¹⁶⁶ Interview participants indicate that visibility of these two organizations is limited, even in emergency management circles. Legee explained he "could not differentiate where the Council's responsibility ends and MALEM's picks up, and how the organizations differ."¹⁶⁷ One emergency manager interviewed for this research learned of MALEM a year and a half into their emergency management career, suggesting that

¹⁶³ "History of IAEM," International Association of Emergency Managers, accessed April 18, 2021, <https://www.iaem.org/History-of-IAEM>.

¹⁶⁴ "About Us," Maine Association of Local Emergency Managers (MALEM), accessed April 17, 2021, <https://www.malem.org/elementor-171/>.

¹⁶⁵ "Maine Association of Local Emergency Managers (MALEM) By-Laws," (Belfast, ME: Maine Association of Local Emergency Managers, May 28, 2013).

¹⁶⁶ "Emergency Management Agency Directors Association," Maine County Commissioners Association, accessed April 18, 2021, <https://www.mainecounties.org/emergency-management-agency-directors-association.html>.

¹⁶⁷ Joe Legee, Deputy Director MEMA. Interview conducted on May 27, 2021.

professional associations do not actively recruit and market to prospective members in Maine.¹⁶⁸

By a slim margin, Maine emergency managers have demonstrated a medium degree of growth through professional associations. A national professional association does exist in the form of IAEM, but Maine's emergency managers are not particularly well represented. In terms of IAEM membership, Maine emergency managers rank the second lowest in New England, behind Vermont.¹⁶⁹ On the other hand, Maine does maintain two professional associations, MALEM and MEMCDC, a situation which is particularly unusual. Although national association membership is low among emergency managers in Maine, the existence of two state-specific professional associations demonstrates their importance to the members of the field.

4. Legislative Efforts

The fourth step in Wilensky's professionalization continuum is a collective effort to push legislative activities that protect the occupation and its code of ethics.¹⁷⁰ Examples of this step in other professional lanes include licensing laws or medical practice laws.¹⁷¹ Maine has demonstrated some progress in laws to protect the profession and certification of emergency managers, resulting in a medium degree of professionalization in legislative efforts. Maine's primary legislation relevant to emergency management is addressed in the 37-B Maine Emergency Management Agency Act. As summarized earlier in this chapter, 37-B requires the appointment of emergency management directors at the county and local levels, but aside from excluding elected officials, does not stipulate any terms to practice emergency management, such as specific education or experience. The statute does protect emergency managers by removing liability (so long as they were operating in good faith) and emergency management volunteers by ensuring insurance coverage. The Maine state

¹⁶⁸ Anonymous MALEM Member. Interview conducted on May 21, 2021.

¹⁶⁹ "Membership Search," International Association of Emergency Managers (IAEM), accessed August 1, 2021, <https://www.iaem.org/Members/Membership-Search>.

¹⁷⁰ Wilensky, "The Professionalization of Everyone?," 10.

¹⁷¹ Wilensky, 10.

statute's most stringent section to protect emergency management is the requirement that the MEMA director have education or experience in emergency management, presumably to avoid unqualified political appointees. Beyond the MEMA director's degree of qualification, no additional emergency management minimum degree of competence has been addressed in state statute.

In the profession of emergency management, voluntary certification programs are plentiful, but emergency managers cannot seem to agree on many aspects of certification, to include the appropriate timing (before or after entering the profession), components, cost, and frequency of recertification. IAEM offers two certification programs, the entry-level Associate Emergency Manager (AEM) and the more comprehensive Certified Emergency Manager (CEM) detailed in Table 4. In 2010, IAEM added the requirement for a bachelor's degree to the CEM, which was a topic of much debate among members and the broader profession.¹⁷² Wilson raised concerns about the timing of certification; for individuals to obtain the CEM, or the state-specific equivalent in Florida, they must be already employed in emergency management. Wilson argues this is the inverse process that other professions use—doctors and lawyers must obtain their certification before they practice in their respective fields, including achieving a passing exam score.¹⁷³ The AEM and CEM also require recertification, which Wilson compares to senior lawyers having to recertify and take the board exams every five years. Wilson states that once an individual has demonstrated competence and received credentialing, years of advancement in their career does not diminish their ability to perform at the designated standard, and therefore recertification should not be required.¹⁷⁴ Although emergency management certification programs are readily available, emergency managers have not collectively bought into these programs nationally and the degree of adoption varies.

¹⁷² "History of the IAEM Certification Program," International Association of Emergency Managers, accessed August 13, 2021, <https://www.iaem.org/certification/history-of-cem>.

¹⁷³ Wilson, "The State of Emergency Management 2000," 231.

¹⁷⁴ Wilson, 231.

Meanwhile, many states have unique certification programs for emergency managers. Sevison's research identified at least 35 states with certification programs.¹⁷⁵ Sevison noted several trends across states' emergency management certification programs:

Many of these programs are intended to certify municipal and county level emergency managers and are graduated programs such as basic, intermediate and advanced. These programs also generally require a minimum number of years experience working within the occupation prior to award of the certification. While some programs may acknowledge or give credit for college level courses, many of these programs do not have any requirement for a university credential of any sort.¹⁷⁶

The federalism approach in the United States results in strong state control for emergency management programs that becomes evident in the nuances and differences in each state certification program.

Maine's County Directors Council has created three emergency management certifications: Basic Emergency Manager I, Basic Emergency Manager II, and Certified Emergency Manager-Maine (CEM-ME). These certification programs are voluntary to complete, and specific requirements are detailed in Table 4. The Maine Basic Emergency Manager (MBEM) I and II is advertised as basic training curriculum for individuals who are municipal emergency management directors or wish to enter emergency management.¹⁷⁷ To provide context for MBEM participation, only 11 of the certifications have been completed in the last five years (2016–2021), but the majority of certifications were completed in 2008. The CEM-ME was adapted and modeled after the national CEM program. Bob Bohlman, former Director of the York County Emergency Management Agency, and his deputy Robert Durgin developed the concept, starting with the national CEM, cutting the requirements in half, and rolling out a Maine-specific certification.¹⁷⁸

¹⁷⁵ Sevison, "Status of the Profession of United States Emergency Management," 26.

¹⁷⁶ Sevison, 26–27.

¹⁷⁷ "Maine Basic Emergency Manager Training Program," Maine Emergency Management Agency, accessed April 18, 2021, <https://www.maine.gov/mema/maine-prepares/plans-trainings-exercises/training/basic-emergency-training-program>.

¹⁷⁸ Dale Rowley, Waldo County EMA Director and MALEM President. Interview conducted May 14, 2021.

Unfortunately, challenges in program administration and marketing have resulted in slow adoption and low visibility of Maine’s three certification programs. Joe Legee believes the Basic Emergency Manager certifications capture a good snapshot of professionalization for local emergency managers, and the CEM-ME for full-time emergency managers.¹⁷⁹ Legee thinks the certifications have potential but require additional marketing: “It might be a lack of visibility or situational awareness, but I’ve not seen an active promotion of the certifications, any recruitment.” Director Rogers stated he’d recently first learned of the Basic Emergency Manager certifications, adding, “I think for a long time, the program was stagnant... because of being really busy, understaffed, under-supported. But I think it has the capabilities of being a great program.”¹⁸⁰ Another emergency manager who completed the Basic Emergency Manager II suggested that program management of Maine’s certifications should be transferred from the MECDC to MEMA.¹⁸¹ The emergency manager explained a state-sponsored certification broadens the applicant pool from county-level emergency managers to those employed in various state agencies, higher education institutions, and private sector companies, and also provides additional credibility to the certification programs.

¹⁷⁹ Joe Legee, MEMA Deputy Director. Interview conducted on May 27, 2021.

¹⁸⁰ Peter Rogers, MEMA Director. Interview conducted on June 1, 2021.

¹⁸¹ Anonymous MALEM member. Interview conducted on May 21, 2021.

Table 4. Emergency Management Certifications¹⁸²

Certifications	Basic Emergency Manager I	Basic Emergency Manager II	CEM-ME	AEM	CEM
Administrator	MEMCDC	MEMCDC	MEMCDC	IAEM	IAEM
Experience	-	Participation in exercise or real Emergency Operations Center activation	3 years, including 1 exercise or disaster	-	3 years comprehensive EM experience. Participation in exercise or disaster across all phases of EM
Training	5 FEMA IS courses, 1 County Workshop-Emergency Operations, 1 County Workshop Damage Assessment	Completion of Basic EM I Training AND 4 FEMA (online) IS courses, 1 County Workshop LEPC, 1 County Workshop Disaster Recovery	72 hours EM and 24 hours general management	100 hours EM training, 100 hours general management training within last 10 years	100 hours EM training, 100 hours general management training within last 10 years
Education	-	-	High school diploma or college degree	-	Bachelor's degree

¹⁸² “AEM and CEM List,” International Association of Emergency Managers, June 2021, <https://www.iaem.org/Portals/25/documents/2021/AEM%20and%20CEM%20List%20-%20Current%20by%20Country%20by%20State%20by%20Last%20Name%20-%20June%202021%20-%20Include%20in%20Directory.pdf>; Maine Emergency Management Agency, “Maine Basic Emergency Manager Training Program”; “Certification: Getting Started,” International Association of Emergency Managers, August 13, 2021, <https://www.iaem.org/Certification/Getting-Started>; Maine Emergency Management County Director’s Council, *Certified Emergency Manager-Maine Application Package* (MEMCDC, 2018), <https://www.malem.org/wp-content/uploads/2020/12/2018-CEMME-Application-Form.pdf>.

Certifications	Basic Emergency Manager I	Basic Emergency Manager II	CEM-ME	AEM	CEM
Additional Criteria	-	-	3 references, letter of recommenda tion, essay, 4 professional contributions	3 references, letter of recommenda tion, essay, certification exam passing score	3 references, letter of recommenda tion, essay, certification exam passing score, 6 professional contributions
Cost	No Cost	No Cost	\$25.00	\$415 members, \$625 non- members	\$415 members, \$615 non- members
Recertification	Never	Never	5 years	5 years	5 years
Certifications to Date in Maine	99	24	Data not available	1	8

5. Code of Ethics

Finally, emerging professions institute a code of ethics that prevents unqualified or unethical individuals from practicing, addresses internal competition, and establishes standards of service for clients.¹⁸³ Emergency management has documented its “Principles of Emergency Management” but has not established a profession-wide code of ethics. IAEM has established a code of ethics, but not every emergency manager is a member of this professional association. Maine has not identified a code of ethics for its emergency managers, and neither MALEM nor Maine’s County Directors Council has identified a code of ethics for its members. For these reasons, Maine has attained a low degree of professionalization on Wilensky’s continuum for the code of ethics category.

The Post-Katrina Emergency Reform Act sparked discussion among emergency management practitioners about gaps within the field, to include a lack of professional

¹⁸³ Wilensky, “The Professionalization of Everyone?,” 10.

ideology and guiding principles.¹⁸⁴ If emergency managers could not define their profession and field for themselves, policy-makers would step into that gap. “Principles of Emergency Management” was published by the Emergency Management Roundtable Working Group on 9/11/07 with representation from FEMA, IAEM, NEMA, the NFPA 1600 Committee, the Emergency Management Accreditation Program, practitioners, and academics.¹⁸⁵ In summary, the principles establish that emergency management must be comprehensive, progressive, risk-driven, integrated, collaborative, coordinated, flexible, and professional.¹⁸⁶ These principles are commonly referenced on public emergency management websites, to include MEMA and various county emergency management agency websites in Maine. However, the principles are voluntary in nature, and are not overseen or enforced.

A professional code of ethics exists, but is not universally accepted and not considered comprehensive enough by some. IAEM has a code of ethics, or code of professional conduct, to which it holds members. IAEM’s principles of “respect, commitment and professionalism” are consistent with many other state professional associations’ codes of ethics.¹⁸⁷ Building on these principles, IAEM identifies 14 rules within its code of conduct; in summary, these rules pertain to competence, high-quality work, conflict of interest matters, professionalism, and proper conduct at all events.¹⁸⁸ On the topic of ethics in emergency management, scholar Robert O. Schneider advocates for a more robust and broadly implemented code of ethics.¹⁸⁹ Schneider contends that respect, commitment and professionalism are foundational, and emergency management needs to extend itself to create functional values related to mitigation, preparedness, response and

¹⁸⁴ Cwiak, “Strategies for Success,” 7.

¹⁸⁵ Cwiak, 8.

¹⁸⁶ Wayne Blanchard et al., *Principles of Emergency Management Supplement* (Washington, DC: Federal Emergency Management Agency, September 11, 2007), <http://dx.doi.org/10.13140/RG.2.2.32021.93925>.

¹⁸⁷ Robert O. Schneider, “Principles of Ethics for Emergency Managers,” *Journal of Emergency Management* 4, no. 1 (2006): 3, <https://doi.org/10.5055/jem.2006.0010>.

¹⁸⁸ “IAEM Code of Ethics and Professional Conduct,” International Association of Emergency Managers, January 31, 2020, <https://www.iaem.org/About/Code-of-Ethics>.

¹⁸⁹ Schneider, “Principles of Ethics for Emergency Managers.”

recovery. In summary, emergency managers generally agree to the Principles of Emergency Management but are not all members of IAEM and do not all ascribe to its code of ethics. Based on suggestions by scholars such as Schneider, further work is needed for ethical emergency management.

During interviews with emergency management leaders, all six participants concurred that a code of ethics does not presently exist but there would be advantages in creating or adopting a code in Maine. MEMA leadership suggested a code of ethics could bring together emergency managers at different levels of government on a common cause.¹⁹⁰ Dale Rowley, president of MALEM acknowledged that many one-size-fits-all emergency management programs often do not translate in Maine, but ethics transcends geography and resource availability, “It isn’t based on the size of your community or its threats. It’s a personal set of standards.”¹⁹¹

C. CONCLUSION

This chapter provided a brief summary of focusing events in the United States and Maine that resulted in legislative changes pertaining to emergency management. In addition, it explored Wilensky’s continuum of professionalization as it pertains to emergency management broadly and in Maine. Nationally, emergency management has achieved full-time jobs, training, professional associations, laws and a code of ethics in its evolution as a profession. In Maine, the presence of training/school of practice and professional associations indicate a medium degree of professionalization. However, Table 5 depicts emergency management jobs, legislative efforts, and a code of ethics are lacking and indicate that professional status has not yet been reached.

¹⁹⁰ Joe Legee, Maine Emergency Management Agency Deputy Director. Interview conducted on May 27, 2021.

¹⁹¹ Dale Rowley, Waldo County Emergency Management Agency Director, MALEM President. Interview conducted on May 14, 2021.

Table 5. Professionalization Rubric Using Wilensky's Structural Indicators¹⁹²

Wilensky's Structural Indicator	Degree of Professionalization in Maine
Full-Time Jobs	0-99 Emergency Management Directors employed within the state, per the Bureau of Labor Statistics 2020 Data Set .
Training/School of Practice	A national school of practice exists and is regularly attended by members of the profession.
Professional Associations	A national association exists, and state members of the profession are well represented in its membership.
Legislative Efforts	The profession does not engage in legislative efforts (Note that related legislation may be pushed by related fields).
Code of Ethics	The profession does not have a code of ethics (Note that agencies or units of government may have a generic code of ethics for all employees) OR The profession has a national code of ethics that members of the profession do not ascribe to.

¹⁹² Bureau of Labor Statistics, "Occupational Employment and Wages, Emergency Management Directors"; Wilensky, "The Professionalization of Everyone?"

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III. RESEARCH METHODOLOGY

This chapter outlines design and administration of a survey and interviews conducted in this research. The purpose of conducting this survey was to learn about the demographics and attitudes of Maine’s public-sector emergency managers. To date, no formal assessment or census has been compiled on Maine’s emergency managers aside from this research. Interviews were included as a component of this research. The purpose of the interviews was to capture aspects of the discussion on emergency management in Maine that are not well documented yet are common discussion points among Maine’s emergency management leadership organizations. Emergency management is a collaborative field; no one agency or stakeholder has all the answers. In this context, the interviews and survey incorporated in this research provided an opportunity for Maine’s emergency managers to weigh in on the topic of professionalization and to drive the recommendations later detailed in this research.

A. SURVEY

1. Survey Design

Research for the literature review of this thesis uncovered the surveys of several emergency management scholars nationally, or in various states, on related sub-topics of professionalization. Two scholarly works on emergency management were foundational in designing this survey of Maine’s emergency managers.

The first scholarly work on emergency management referenced to create this survey was Spearo’s 2017 dissertation. Spearo conducted a “quantitative correlational study... to examine the professionalization of emergency management while measuring the attitudinal dimensions and influence of personal demographics among Florida’s public-sector emergency management practitioners.”¹⁹³ Spearo’s research applied Hall’s five attitudinal attributes of professionalization: “the use of the professional organization as a major reference, a belief in service to the public, belief in self-regulation, a sense of calling to the field, autonomy” in the

¹⁹³ Spearo, “From Praxis to Profession,” 65.

context of emergency management in his survey of Florida's emergency managers.¹⁹⁴ Hall's framework to assess professionalism among practitioners is also referred to as the Professionalism Inventory.¹⁹⁵ Spearo also added a sixth attitudinal attribute to his Professionalism Inventory survey, belief in continuing competence, based on research conducted by Shack and Hepler.¹⁹⁶

Spearo's research was selected because it had been conducted recently, was statistically significant, and its intent (to survey public-sector emergency managers in a state) aligns with the intent of this research and would provide a data set for comparison.¹⁹⁷ Spearo noted that Hall's (updated) professionalization scale has been "applied to a myriad of professions such as medicine, academia, engineering, law enforcement, and emergency medical services."¹⁹⁸ Spearo's survey provided a recent, statistically significant, and comparable dataset, upon which this research in Maine can be built and against which it can be compared.

The second scholarly work used during this survey's design was Bird's 2013 thesis. Bird surveyed Canadian members of the IAEM in order to "build a benchmark profile for emergency management in Canada."¹⁹⁹ Bird's research was useful because of Canada's close relationship to emergency managers and geographical proximity to Maine; in addition, the research was statistically significant, and it was the first research of its type in that area.²⁰⁰ The questions in Bird's survey were designed to build upon prior research conducted by Grist and

¹⁹⁴ Hall, "Professionalization and Bureaucratization," 93.

¹⁹⁵ Christine A Wynd, "Current Factors Contributing to Professionalism in Nursing," *Journal of Professional Nursing* 19, no. 5 (September 2003): 252, [https://doi.org/10.1016/S8755-7223\(03\)00104-2](https://doi.org/10.1016/S8755-7223(03)00104-2).

¹⁹⁶ Spearo, "From Praxis to Profession," 76.

¹⁹⁷ Spearo, "From Praxis to Profession," 74. Spearo determined that a survey response rate of greater than 113 respondents would have a confidence level of 95%. Spearo's survey yielded 115 survey respondents and was therefore statistically significant.

¹⁹⁸ Spearo, "From Praxis to Profession," 76.

¹⁹⁹ Bird, "The Face of the Profession," 23.

²⁰⁰ Bird determined that 175 responses from Canadian IAEM members would be statistically significant (page 27) and received 415 complete survey submissions, rendering the data statistically significant. (page 37)

Cwiak in the decade prior.²⁰¹ Several of Bird’s research questions were replicated in this survey, to assess the sentiment among Maine’s emergency managers and whether they want to professionalize. Bird’s thesis provides a snapshot of emergency managers in Canada, and provides a data set against which Maine can be compared.

Table 6. Basis of Survey Instrument

Survey Content	Purpose
Part 1: Demographic Questions (Questions #1-13)	Intended to provide a snapshot demographic information on emergency managers in Maine.
Part 2: Attitudinal Professionalization (Questions #14-30)	Intended to discern the level of attitudinal professionalization among emergency managers in Maine. These questions replicate of research conducted by Spearo. ²⁰² Spearo’s survey design was built upon the attitudinal characteristics published by Hall ²⁰³ which has been updated by Schack and Hepler ²⁰⁴ and Makeda. ²⁰⁵
Part 3: Professionalization in Maine (Questions #31-36)	Intended to determine whether emergency managers in Maine perceive that they are professionalizing, whether they want to, and whether they think professionalization can be achieved.

²⁰¹ Grist, “The Changing Paradigm of Emergency Management”; Carol Cwiak, Kathy Cline, and Tammy Karlgaard, “Emergency Management Demographics: What Can We Learn from a Comparative Analysis of IAEM Respondents and Rural Emergency Managers?,” FEMA Higher Education Program Surveys, 2004, <https://training.fema.gov/hiedu/surveys.aspx>.

²⁰² Spearo, “From Praxis to Profession.”

²⁰³ Hall, “Professionalization and Bureaucratization.”

²⁰⁴ D. W. Schack and C.D. Helper, “Modification of Hall’s Professionalism Scale for Use with Pharmacists,” *American Journal of Pharmaceutical Education* 43, no. 2 (May 1979), as discussed in Spearo, “From Praxis to Profession.”

²⁰⁵ K. Makeda, “The Degree of Professionalism Among Actively Practicing Registered Nurses in South Texas” (PhD. diss, Trident University International (TUI), 2009), as discussed in Spearo, “From Praxis to Profession.”

Survey Content	Purpose
	These questions replicate of research conducted by Bird. ²⁰⁶ Bird's survey questions build upon scholarly works by Grist ²⁰⁷ and Cwiak. ²⁰⁸

2. Survey Population

To complete this research within the time constraints for thesis research at the Center for Homeland Defense and Security, the survey was scoped to include only public-sector emergency managers within the state of Maine at the local, county and state levels. Although there are emergency managers in Maine in healthcare, the private sector, and other industries, a robust network or contact list does not exist to invite them to participate in this research. Thus, they were excluded from participating to accommodate time and researcher limitations.

The survey population size is the estimated number of emergency managers in Maine, because no formal database lists these emergency managers. Maine requires each municipality to appoint a local emergency manager, so in theory, Maine's 482 municipalities yield approximately 500 local emergency managers (some municipalities appoint an emergency manager and a deputy emergency manager). All 16 counties have an office of emergency management. An estimate was made that each county office of emergency management had 10 individuals working in a full-time to volunteer capacity, which totals 160 county emergency managers. Finally, there are an estimated 40 emergency managers at the state level. Based on those figures, the estimated survey population was 700 subjects.

²⁰⁶ Bird, "The Face of the Profession."

²⁰⁷ Grist, "The Changing Paradigm."

²⁰⁸ Cwiak, "Strategies for Success"

3. Procedure

This survey was developed using Qualtrics, an online survey instrument provided by the Center for Homeland Defense and Security. The Qualtrics survey link was opened for participation and distributed to the population by email on May 5, 2021. A reminder email was sent to the population on May 20, 2021. The survey was closed on June 5, 2021 and ran for a period of 30 days. 104 total survey responses were received, with 12 incomplete responses and 92 full responses.

Due to COVID-19 restrictions during this research period, online forms of communication were leveraged to solicit research participants. To reach state emergency managers, an email was sent directly to staff at MEMA who were listed on the agency's website. To reach county emergency managers, an email was sent directly to employees listed on the websites of the 16 county emergency management agencies. Reaching local emergency managers was an anticipated research challenge. Local emergency managers are not necessarily listed on municipal websites, nor is there a state database of contact information. As a result, county emergency management agency directors were emailed and asked to forward the email to the respective municipal emergency managers in their jurisdiction. The survey was also distributed by email to all members of MALEM. Finally, posts about this survey were shared by the researcher on Twitter and LinkedIn. The posts directed interested and eligible participants to contact the researcher to obtain the survey link. These posts proved to be extremely important; a subsequent conversation from a state emergency management employee after seeing the LinkedIn post identified that all emails sent to state emergency management agency employees were identified as spam because of the researcher's university email address. In summary, the survey population was emailed to participate in this research and posts were shared on social media as well.

B. DATA ANALYSIS

Following the completion of the survey, the collected data was analyzed using descriptive and inferential statistics. Qualtrics allows survey data to be downloaded as an Excel file, which was then uploaded into JMP Pro 15 software. Next, the survey data was organized in JMP. For example, survey questions with Likert responses were re-coded to

numeric values. The updated data set was used to run descriptive statistics, a reliability analysis, and signify which questions (and relationships between questions) were statistically significant.

1. Part 1: Demographic Survey Questions

1. *Gender*: Respondents reported their gender as male, female, non-binary/third gender, or prefer not to say.
2. *Age*: Respondents reported their age as a numeric value.
3. *Education*: Respondents reported their highest level of education as less than high school diploma, secondary (high school) diploma or equivalent, some college coursework, associate's degree, bachelor's degree, graduate certificate, master's degree, or doctorate.
4. *Training*: Respondents selected any emergency management trainings that they had attended: FEMA independent study courses, National Disaster Preparedness Consortium Courses, training provided by MEMA, training provided by a county emergency management agency, or in-residence courses at the Emergency Management Institute. Options were provided for "none" and "other." A response with "other" would prompt the respondent to detail what other trainings they had attended.
5. *Certifications*: Respondents selected any emergency management certifications that they possessed: Certified Emergency Manager-Maine (CEM-ME), Basic Emergency Manager I, Basic Emergency Manager II, Associate Emergency Manager, or Certified Emergency Manager. Options were provided for "none" and "other." A response with "other" would prompt the respondent to detail what other certifications they had attained.
6. *Professional Organizations*: Respondents identified whether they were an active member of any professional emergency management organizations, such as the International Association of Emergency Managers (yes or no).

Affirmative answers prompted the respondent to detail what organizations they belonged to.

7. *Years of Emergency Management Experience:* Respondents reported their years of emergency management experience as a numeric value.
8. *Years of Maine Emergency Management Experience:* Respondents reported their years of emergency management experience in Maine as a numeric value.
9. *Type of Emergency Management Organization:* Respondents identified whether they worked as an emergency manager at a municipality, county emergency management agency, or state emergency management agency.
10. *County:* Respondents identified which county they were currently employed in. This question was optional.
11. *Employment Status:* Respondents reported their emergency management employment status as volunteer, part-time, or full-time.
12. *Annual Salary:* Respondents reported their annual salary as \$20,999 or below, \$21,000-\$29,999, \$30,000-\$39,999, \$40,000-\$49,999, \$50,000-\$59,999, \$60,000-\$69,999, \$70,000-\$79,999, \$80,000-\$89,999, \$90,000-\$99,999 or more than \$100,000.²⁰⁹
13. *Multiple Hats:* Respondents selected whether their current position was dedicated to emergency management only, or whether it was shared with another function in the organization.²¹⁰

2. Part 2: Attitudinal Survey Questions

In Part II of the survey, respondents answered a set of 30 questions using a Likert scale. This scale ranged from strongly agree to strongly disagree. Hall's (updated) six referents of attitudinal professionalization each had five corresponding questions that were

²⁰⁹ Spearo, "From Praxis to Profession," 79.

²¹⁰ Bird, "The Face of the Profession," 106.

mixed throughout the survey. The survey also used reverse coding to mitigate any instances in which respondents selected “strongly agree” or “strongly disagree” to answer every question. Survey questions for part two are aligned with the respective attitudinal dimension in Table 7.

Table 7. Survey Questions and Hall’s Attitudinal Dimension²¹¹

Attitudinal Dimension	Questions
Use of the professional organization as a major referent	• I believe it is important to systematically read professional literature. • I regularly attend professional meetings at the local level. • I believe that professional organizations should be supported. • The professional organization doesn’t really do much for the average member.* • I don’t think it’s important to read professional literature too often.*
Belief in service to the public	• I think that my profession, more than any other, is essential for society. • Some other occupations are more important to society than mine.* • The importance of my profession is sometimes over-stressed.* • Other professions are actually more vital to society than mine.* • If ever an occupation is indispensable, it is this one.
Belief in self-regulation	• My fellow professionals have a pretty good idea about each other’s competencies. • A problem in this profession is that no one really knows what colleagues are doing.* • Emergency management personnel really have no way of judging each other’s competence.*

²¹¹ Spearo, “From Praxis to Profession,” 98. Questions are mostly identical to those used by Spearo, but some were modified slightly.

Attitudinal Dimension	Questions
	• There are not many opportunities to assess the competency of another emergency manager.* • My colleagues know how well we all do our work.
Sense of calling to the field	• Most people would stay in the profession even if their income were reduced. • People in this profession have a real calling for their work. • The dedication of people in this field is gratifying. • People in this field have a high level of dedication to their occupation. • There are very few people who really don't believe in their work.
Autonomy	• My own professional decisions are subject to review.* • I can make my own decisions in regard to what work is to be done. • I have autonomy at work to make decisions on emergency management matters. • I am my own boss in almost every work-related situation. • Most of my decisions are reviewed by other people.*
Belief in continuing competence	• I can maintain an acceptable standard of practice without continuing education programs.* • Continuing education such as self-study or seminars is essential for my work. • My daily practice is all the continuing education I need.* • Continuing education is of little important to my practice.* • My practice would suffer if I did not attend continuing education programs.

*Denotes reverse coding

3. Part 3: Professionalization in Maine Survey Questions

Respondents answered a series of questions in Part 3 pertaining to professionalization of emergency management in Maine. Respondents indicated whether emergency management is a professional occupation or a skill occupation.²¹² Respondents answered whether emergency management in Maine is professionalizing, whether it should, whether it can, and if they support efforts for emergency management in Maine to professionalize.²¹³

C. INTERVIEWS

1. Interview Stakeholders

Interview participants represented the three state-wide organizations relevant to the topic of professionalization in emergency management: the Maine Emergency Management County Directors Council (MEMCDC), the Maine Association of Local Emergency Managers (MALEM), and MEMA. MEMCDC and MALEM are both organizations comprised of, and run by individuals who have full-time occupations with other agencies. The leadership of all three organizations were contacted separately by email and solicited to participate in interviews on the topic of professionalization of emergency management in Maine. To get multiple perspectives from each organization, two individuals were solicited to participate in separate interviews. In summary, two interviews were conducted with MECDC, two interviews with MALEM, and two interviews with MEMA.

2. Interview Design

Interviews were semi-structured and focused on general discussion on the state of emergency management in Maine and any structural indicators of professionalization. Interview participants were not provided the question set in advance to elicit candid responses and reduce any paperwork burden in participating. In the first segment of the interview, discussion focused on general emergency management topics: defining

²¹² Bird, “The Face of the Profession,” 113.

²¹³ Bird, 113–14.

professionalization, any recent legislative changes specific to emergency management, Maine's emergency management certification programs, Maine's next generation of emergency managers, and any anticipated barriers to professionalizing. During the second segment of the interview, discussion centered on questions derived from Wilensky's structural model of professionalization. Each of Wilensky's indicators of professionalization (full-time jobs, training schools, professional association, legal provisions, code of ethics) were discussed.²¹⁴ One concluding question was adapted from interviews conducted by Urby, and asked participants to rate the degree of professionalism among Maine's emergency managers on a numeric scale.²¹⁵ A complete list of interview questions can be referenced in Annex E.

3. Interview Collection Process

Because of COVID-19 public health concerns, all interviews were conducted virtually on Microsoft Teams. Interview participants signed informed consent forms and determined whether they would like their interview to be attributed to them by name, or to remain anonymous. Five interview participants chose to be attributed by name, and one elected to remain anonymous. Each interview was recorded on Microsoft Teams, and transcribed using Descript software. Following the transcription, the interview recordings were destroyed.

²¹⁴ Wilensky, "The Professionalization of Everyone?"

²¹⁵ Urby, "Perceptions of Disaster Professionalism in Mexico."

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IV. RESEARCH RESULTS

Chapter IV analyzes the survey results by comparing responses for the six categories of attitudinal professionalism across various demographic groups of emergency managers in Maine. The one-month survey period yielded 92 complete survey responses through Qualtrics ($N = 92$). This chapter summarizes the descriptive and inferential statistics to provide a baseline profile of responding emergency managers in Maine. Specifically, the analysis examines the six categories of attitudinal professionalism (professional organization, continued competence, self-regulation, sense of calling, autonomy, public service) centering on the professionalization of emergency management within Maine. Additionally, the presentation of results, based upon various demographic elements, offers insights into the beliefs and perspectives of differing subgroups within the overall sample.

A. RESPONDENT DEMOGRAPHICS

The background and demographic characteristics of respondents can shape their perspectives on the professional nature of their current positions. Zagornik's 1989 application of Hall's Professionalism Inventory in an ambulatory care setting concluded age and experience were positively correlated with professionalism.²¹⁶ Wynd's 2003 survey of nurses suggested professional association membership, years of experience, education and certification affected professionalism.²¹⁷ In the 40 years since Hall's Professional Inventory was published, subsequent studies in the fields of medicine (among other occupations) highlight nuanced relationships between respondent demographics and professionalism. This section summarizes respondent demographics in Maine. Table 8 highlights the demographic variables used in survey analysis, and provides abbreviations referenced in tables throughout this chapter.

²¹⁶ Wynd, "Current Factors Contributing to Professionalism in Nursing," 253.

²¹⁷ Wynd, 257.

Table 8. Demographic Responses

Demographic Category	Subgroups
Gender	• Male • Female
Age	• Younger than 45 (<45) • 45 and older (>45)
Education	• High school and some college coursework (HS-SC) • Associate's degree to doctorate (AA-DOC)
Certifications	• Yes • No
Professional Organization Membership	• Yes • No
Years EM Experience	• Under 10 years of experience (0-10) • 10 or more years of experience (10+)
Years EM Experience in Maine	• Under 10 years of experience (0-10) • 10 or more years of experience (10+)
Type of EM Organization	• State • County • Municipal
Employment Status	• Volunteer, Part Time (PT) • Full Time (FT)
Salary	• Annual salary is less than \$50,000 (<\$50k) • Annual salary is more than \$50,000 (>\$50k)
Dedicated EM Position	• Yes • No

When possible, Maine survey results are compared to similar emergency management studies conducted by Bird of Canadian IAEM members in 2013, Spearo of Florida emergency managers in 2017, and Grist's survey of IAEM members in the United States in 2007. Bird's and Spearo's datasets provide opportunities for comparison because

they are more current, and the question sets served as the foundation for the survey of Maine emergency managers. Grist's survey provides a snapshot of emergency managers nationally. In 2007, Grist sent survey packages to 500 emergency managers by mail and received 240 completed surveys (48% response rate).²¹⁸ Of note, Grist's survey only solicited IAEM members and results may skew towards professionalism accordingly because all respondents were members of a professional organization.²¹⁹

1. Gender and Age

This section compares gender and age demographics from Maine's survey to other data sets. The survey of Maine's emergency managers did not capture demographic data on race or ethnicity. As depicted in Table 9, emergency managers in Maine are primarily male, aligning with surveys conducted in Florida, Canada, and for the United States overall. Responses to this question in Maine yield better gender equity ratios than National or Northeast data sets; however, the field of emergency management is still male dominated. In fact, 72% of respondents to a national survey of emergency managers conducted by the American Meteorology Society (AMS) were male.²²⁰ Data collected by the AMS suggests that gender balance in emergency management is slowly improving.²²¹ Emergency management remains a male-dominated profession in Maine.

²¹⁸ Grist, "The Changing Paradigm of Emergency Management," 35.

²¹⁹ Grist, 34.

²²⁰ Weaver et al., "An Overview of a Demographic Study," 2.

²²¹ Weaver et al., 200.

Table 9. Gender Representations

Source	Female	Male	Prefer Not to Say
Maine Survey (2021)	34.8%	64.1%	1.1%
Grist Survey – United States (2007)	20.7%	79.3%	
AMS Survey – United States (2014)	19.3%	80.8%	
AMS Survey – Northeast (2014)	11.5%	88.5%	
Spearo Survey – Florida (2013)	33%	67%	
Bird Survey – Canada (2017)	36%	64%	

Maine emergency managers span multiple generations ranging from Millennials to Boomers.²²² There were 83 responses to the survey question on age ($n = 83$). The survey captured age as numeric values. The researcher grouped age values into five-year increments during the survey results analysis. Ages varied broadly, from 23 to 82 (Figure 1). Emergency managers in the 60–64 age bracket comprised the largest subgroup. From the survey data, the average age of an emergency manager in Maine is 51, and the median age is 50.

²²² Michael Dimock, “Defining Generations: Where Millennials End and Generation Z Begins,” *Pew Research Center Fact Tank* (blog), January 17, 2019, <https://www.pewresearch.org/fact-tank/2019/01/17/where-millennials-end-and-generation-z-begins/>.

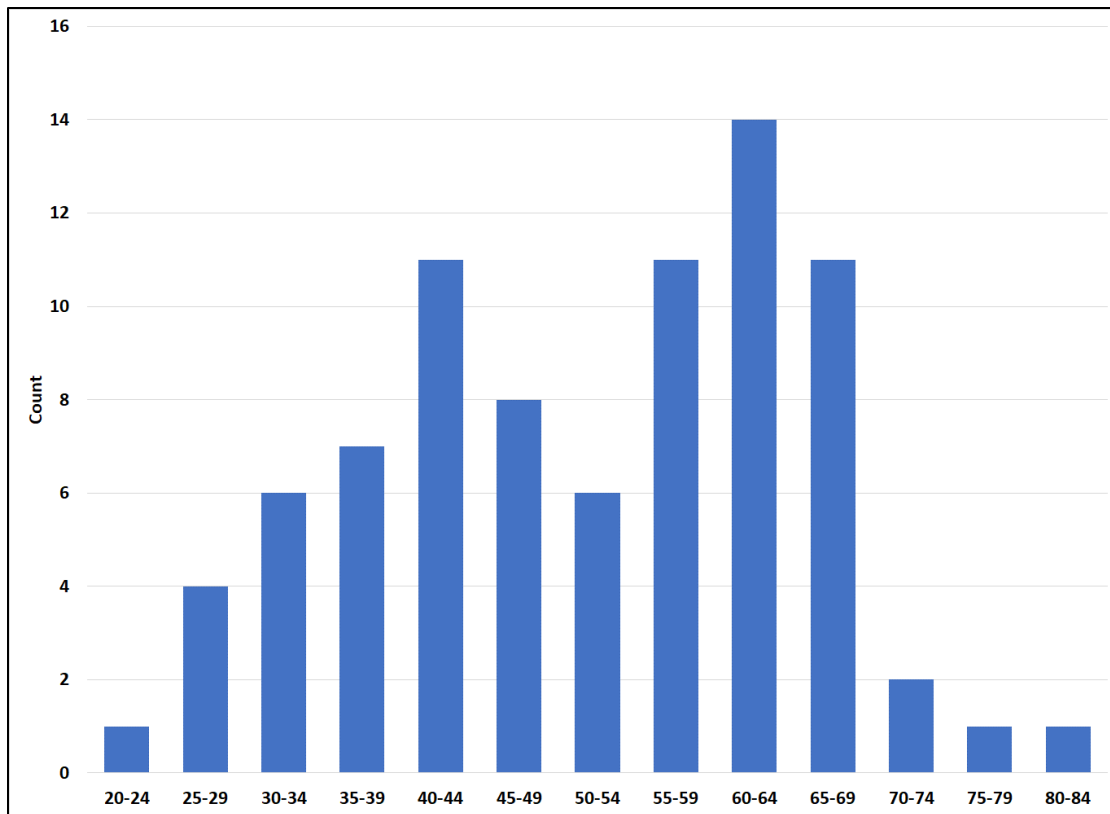


Figure 1. Age of Maine Emergency Managers

Weaver et. al. determined that nationally most emergency managers are middle aged; however, Maine’s emergency managers are older than their counterparts. Fifteen Maine emergency managers reported their age as 65 or older. The mode (*Mode* = 60–64) and mean (*M* = 51) age of Maine emergency managers is higher than other survey results, captured in Table 10. Maine’s high mean age for emergency managers could be explained by state demographics; Maine ranks first as the state with the largest population segment above the age of 65, closely followed by Florida.²²³

²²³ Christine L. Himes and Lillian Kilduff, “Which U.S. States Have the Oldest Populations?,” *Population Reference Bureau*, March 16, 2019, <https://www.prb.org/resources/which-us-states-are-the-oldest/>.

Table 10. Comparison of Ages

Source	Mode Age	Mean Age
Maine Survey (2021)	60-64	51
Grist Survey – United States (2007)	45-54, 55+ (tied)	46
AMS Survey – United States (2014)	46-55	Not provided
Spearo Survey – Florida (2017)	41-50	Not provided
Bird Survey – Canada (2013)	45-54	46

2. Education, Training, and Certification

Maine emergency managers report advanced levels of training and education, but lack professional certifications. As highlighted in Figure 2, all emergency managers in Maine hold at least a high school diploma. Sixty-eight respondents are college graduates (73.9%). Educational attainment among Maine emergency managers is on par with national statistics; Weaver et. al reported 77.9% of emergency managers nationally hold college degrees.²²⁴ Maine’s survey respondents possess more graduate and doctoral degrees (27.1%) than emergency managers nationally. A national survey of county emergency managers concluded advanced degrees were uncommon among those surveyed and only 13.5% held graduate degrees in any topic.²²⁵ The various survey instruments used by Bird, Grist, Spearo and AMS do not allow for direct comparisons, due to different categories of education used during data collection but all indicate the majority of emergency managers have college degrees.

²²⁴ Weaver et al., “An Overview of a Demographic Study,” 2.

²²⁵ O’Leary and Bingham, *The Collaborative Public Manager*, 79.

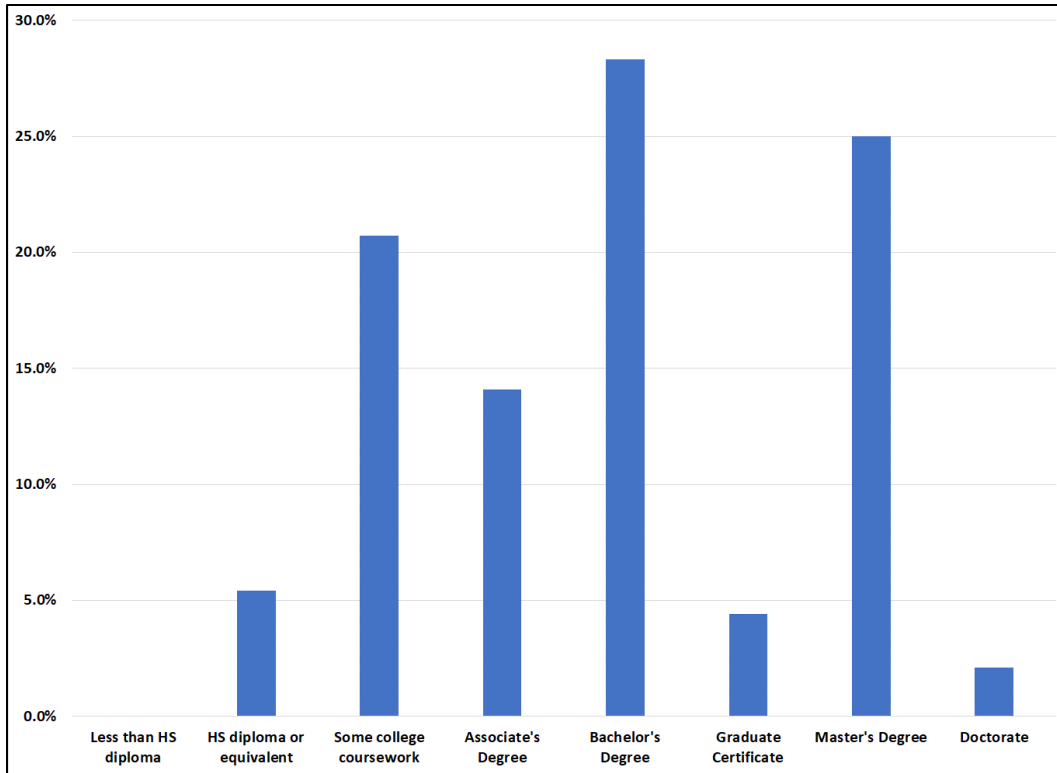


Figure 2. Education of Maine Emergency Managers

Survey respondents indicated training is a high priority in Maine. Eighty-two respondents participated in online FEMA independent study coursework. Seventy emergency managers received training delivered by MEMA and 69 attended a county-led training. Of note, only 20 (21.7%) of those surveyed attended in-residence coursework at the Emergency Management Institute. However, this attendance rate at EMI is slightly higher than a survey by the National Association of Counties (NACO), which concluded only 16.75% of county emergency managers surveyed had attended training at EMI.²²⁶ Four survey respondents disclosed they had not attended training on any emergency management topics. Sixteen survey respondents indicated they had participated in training through other providers; these training providers included the Red Cross, federal agencies such as the Federal Bureau of Investigation or DHS, other state emergency management

²²⁶ National Association of Counties, *Managing Disasters at the County Level*, 22.

agencies, or military training. Emergency managers' training attendance is displayed in Figure 3.

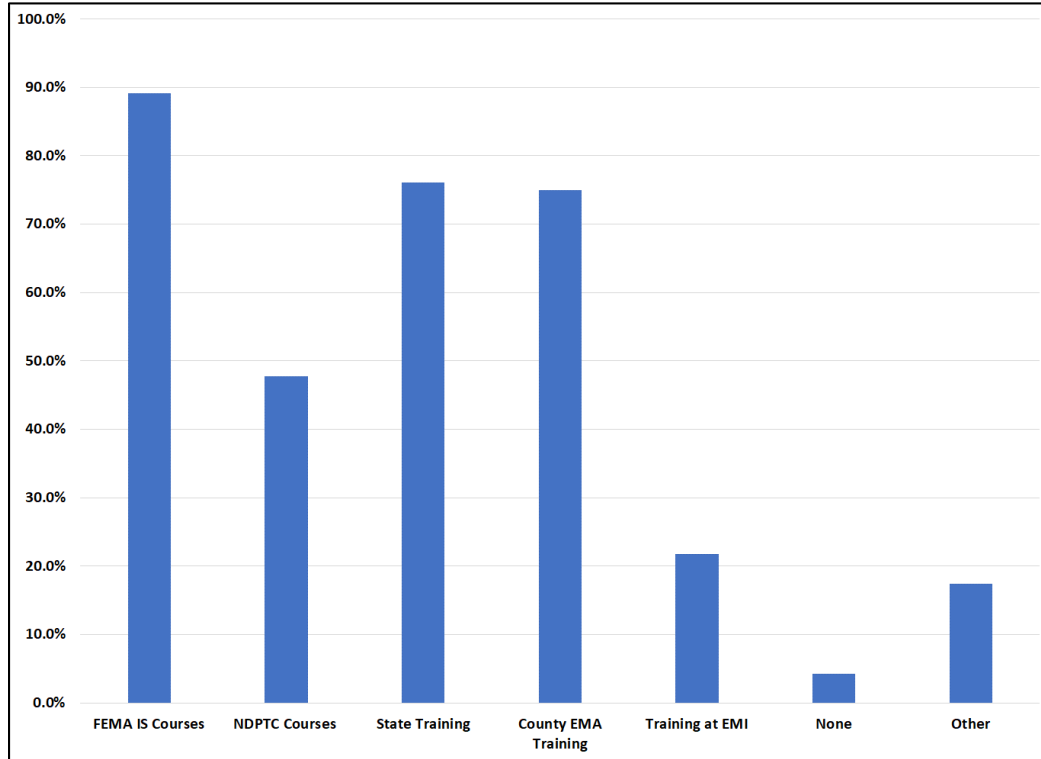


Figure 3. Training of Maine Emergency Managers

Certification is uncommon among Maine's emergency managers (Figure 4). Attainment of the CEM is scarce in Maine (3.6% of respondents). Adoption of Maine's state-specific emergency management certification programs is also low; collectively only 19.8% of respondents had completed one of Maine's certification programs.

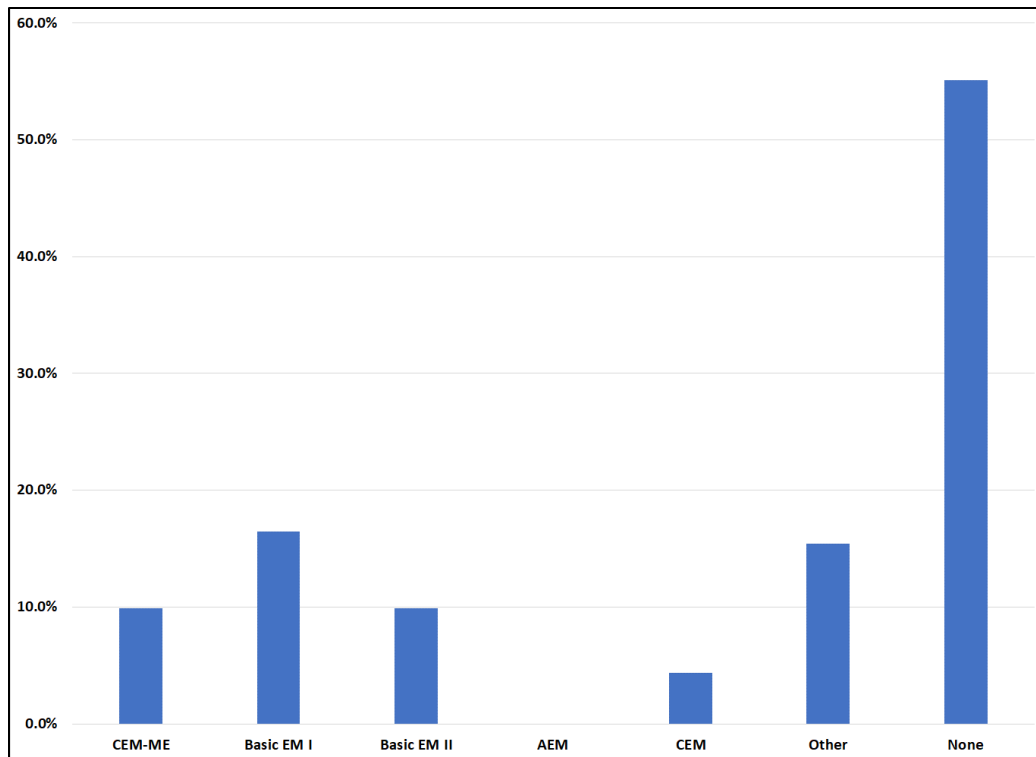


Figure 4. Certification

Maine’s low adoption rate of certifications is jarring when compared to national datasets, as displayed in Table 11. Maine emergency managers completed the CEM at half the rate of their counterparts; NACO reported 7.62% of county emergency managers in the United States attained CEM status as of 2019.²²⁷ Fewer emergency managers in Maine have completed a state certification (19.8%) than their counterparts in Florida (33.9%).²²⁸ NACO reported that 78% of Chief County Emergency Management Officers across the country hold state emergency management certifications.²²⁹ Collectively, the data acquired in the survey points to a dearth of professional certifications earned by emergency managers in Maine.

²²⁷ National Association of Counties, 22.

²²⁸ Spearo, “From Praxis to Profession,” 105.

²²⁹ National Association of Counties, *Managing Disasters at the County Level*, 22.

Table 11. Certification

Source	Neither	State Certification	CEM Certification	State and CEM
Maine Survey (2021)	54.1%	19.8%	0%	3.6%
Grist Survey – United States (2007)	33.3%	29.1%	23.6%	13.9%
Spearo Survey – Florida (2017)	42.6%	33.9%	4.3%	19.1%
Bird Survey – Canada (2013)	58%		7%	

3. Professional Organization Membership

Figure 5 shows Maine emergency managers' low membership rate in professional organizations. Of the minority (26.4% of Maine emergency managers) that belong to professional organizations, 12 cite their membership to MALEM. Three respondents indicated that they belong to the IAEM, suggesting either weak support for or awareness of the national association. Comparison for this question in other geographic areas is not possible as Grist and Bird only solicited IAEM members to participate in their survey, and Spearo did not collect information about professional association membership among Florida's emergency managers.

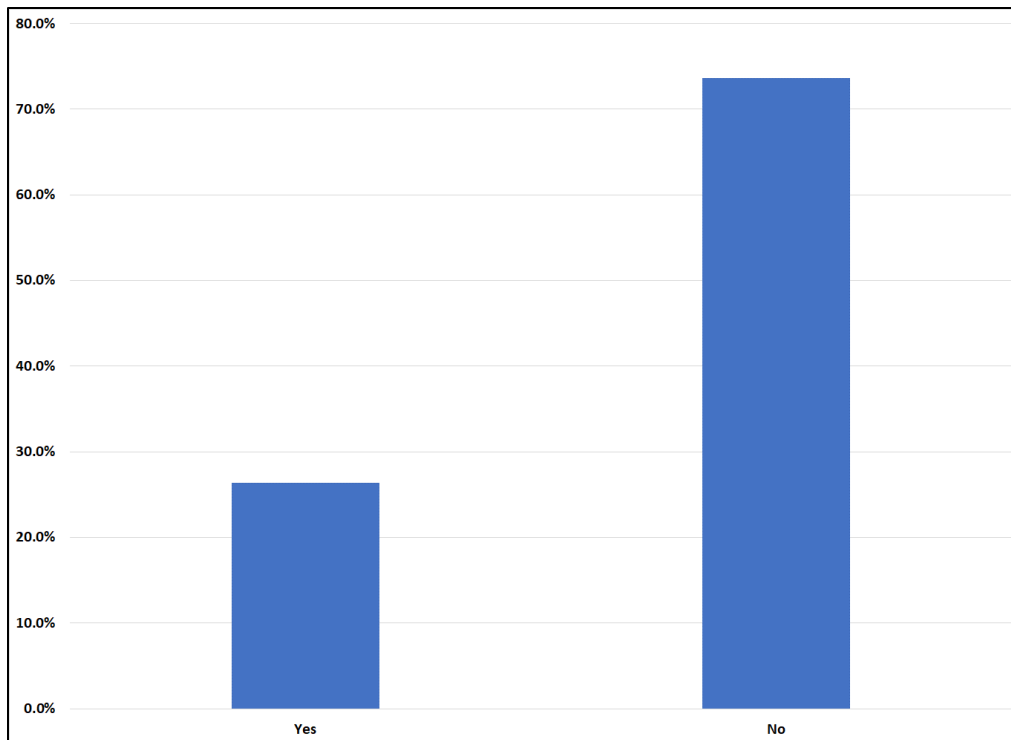


Figure 5. Membership to Professional Organization

4. Years of Experience

Maine emergency managers have less experience in the field than their ages would suggest. Survey results point to an average age of 51, yet with only 12.2 years of experience in the field. The data suggests Maine’s emergency managers did not enter the workforce in this profession; rather it is a second or third career. Angela Molino commented on the second-career trend, explaining: “I think the profession found us. I didn’t grow up wanting to become an emergency manager—that wasn’t a thing back then. But I think that’s becoming a goal now—I want to be involved in emergency management.”²³⁰ Figure 6 displays the years of experience among Maine emergency managers, ranging from 0 to 44 years of experience.

²³⁰ Angela Molino, Director Androscoggin County EMA, Vice Chair MECDC. Interview conducted on May 25, 2021.

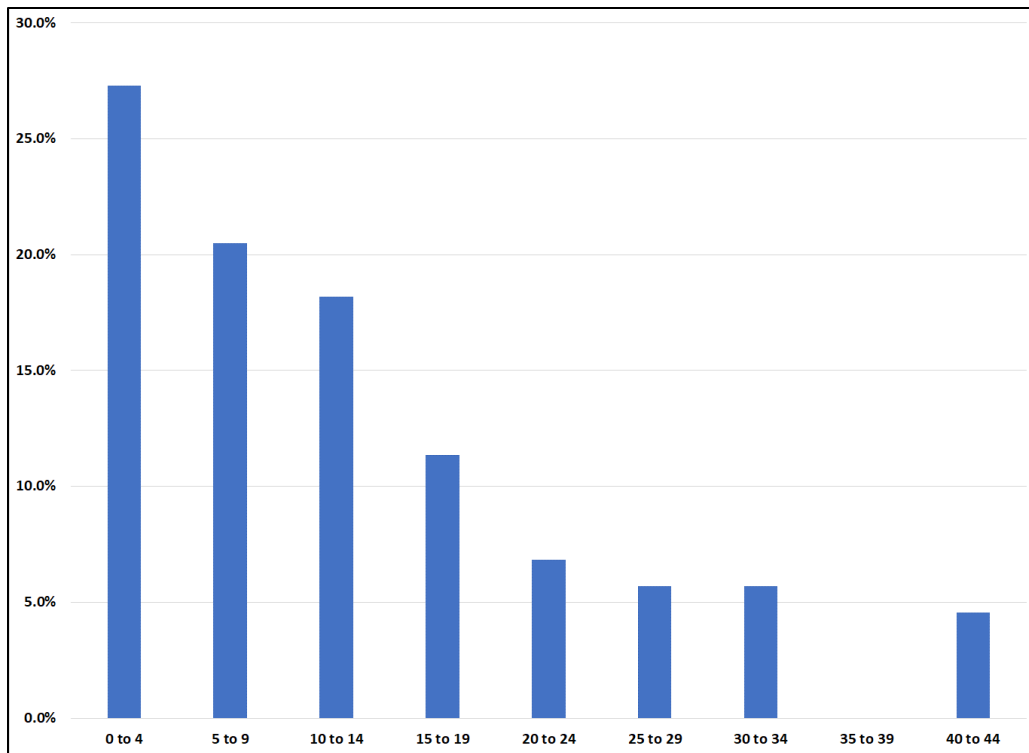


Figure 6. Emergency Management Experience in Any State

Nearly half (47.3%) of Maine emergency managers have less than 10 years of experience (Table 12). Grist reported 29.1% of emergency managers in the United States have less than a decade of experience. Experience levels of Canadian emergency managers are similar to those in Maine; Bird reported 43.9% of Canadian emergency managers worked in the profession less than 10 years. The surge of newcomers to the profession in Maine (27.3% have 0–4 years of experience) is higher than rates in Canada (18.6%) and nationally (11.4%).

Table 12. Years of Experience in Emergency Management

Source	0-4	5-9	10-14	15-19	20-24	25+
Maine Survey (2021)	27.3%	20.5%	18.2%	11.3%	6.8%	15.9%
Grist Survey – United States (2007)	11.4%	17.7%	17.3%	21.1%	14.3%	18.1%
Bird Survey – Canada (2013)	18.6%	25.3%	19.5%	12.8%	7.7%	16.1%

A comparison of responses to questions about experience in state and out of state reveals that overwhelmingly, a majority of survey participants have only practiced in Maine. While 85.2% practiced emergency management in Maine, 14.8% of respondents reported emergency management experience in another state. It is possible Maine’s emergency managers are geographically fixed, and practice within the state for the duration of their careers. Census data compiled by the University of Minnesota Population Center reported that most individuals who are born in Maine, stay in Maine.²³¹ Author Richard Florida’s mobility assessment also reported adults born in Maine typically stay in Maine and that relocation out of the state is positively correlated with educational attainment.²³²

²³¹ Gregor Aisch, Robert Gebeloff, and Kevin Quealy, “Where We Came from and Where We Went, State by State,” *The New York Times*, August 14, 2014.

²³² Richard Florida, “Do You Live in the State Where You Were Born?,” *Bloomberg.Com*, March 5, 2019, <https://www.bloomberg.com/news/articles/2019-03-05/mobile-vs-stuck-who-lives-in-their-u-s-birth-state>.

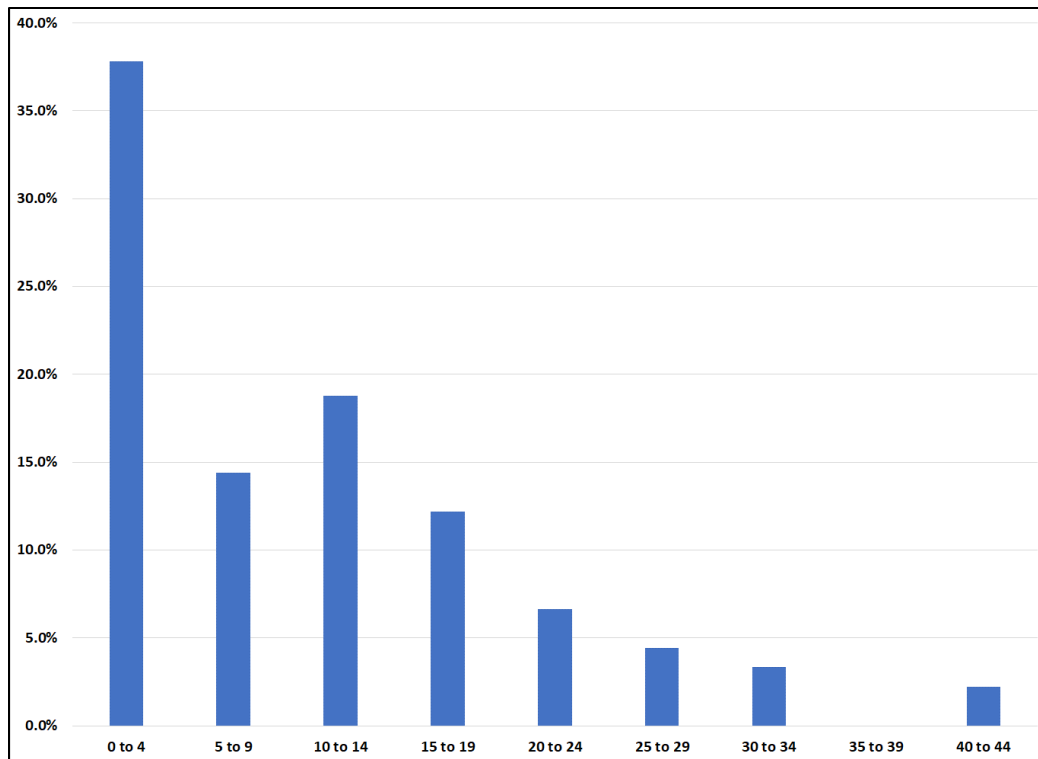


Figure 7. Emergency Management Experience in Maine

5. Representation of the Field in Maine

Survey respondents represented municipal, county, and state levels of emergency management in Maine (Figure 8). Maine has 482 municipalities; municipal emergency managers comprised the largest group of respondents (46 individuals). However, municipal emergency managers participated at a lower response rate than desired (9.3%). The researcher emailed 52 county emergency managers to participate in this survey and 27 participated, yielding a response rate of 51.9%. State emergency managers participated at a high rate (64.2%); 18 respondents reported working for a state agency and MEMA has 28 employees.²³³

²³³ Maine Emergency Management Agency, “MEMA Staff.”

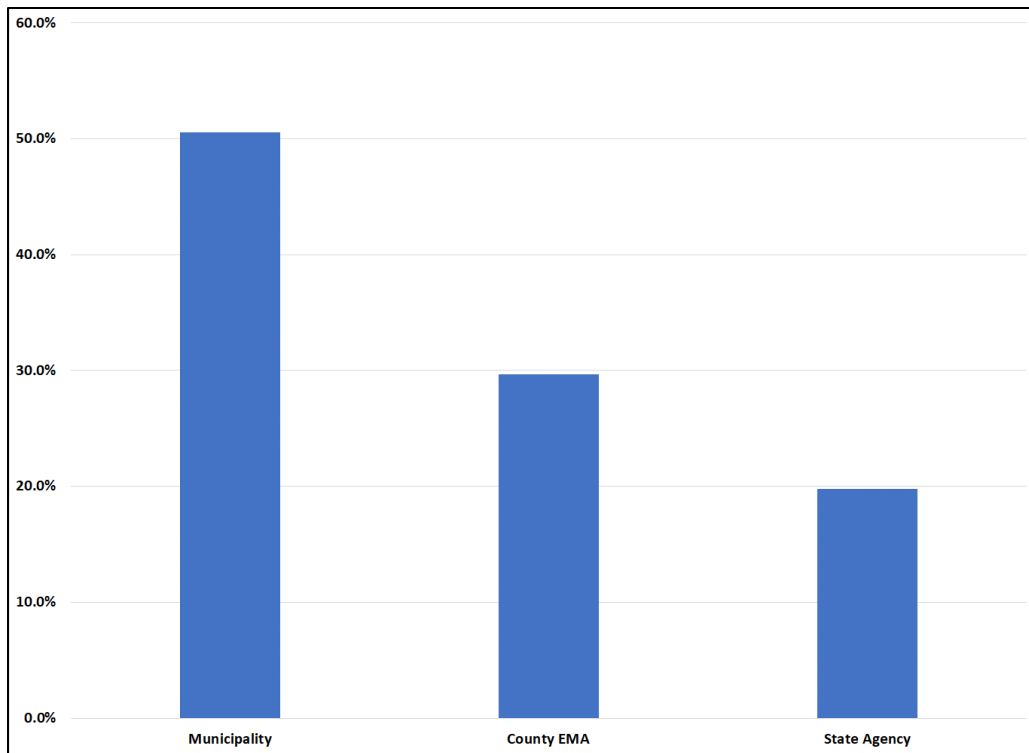


Figure 8. Type of Organization

Seventy-six respondents provided the county of employment (Figure 9) which paints a picture of survey participation. Participation by county is also depicted in a heat map in Annex D. Sixteen respondents skipped this question, so it is possible that all counties were represented.

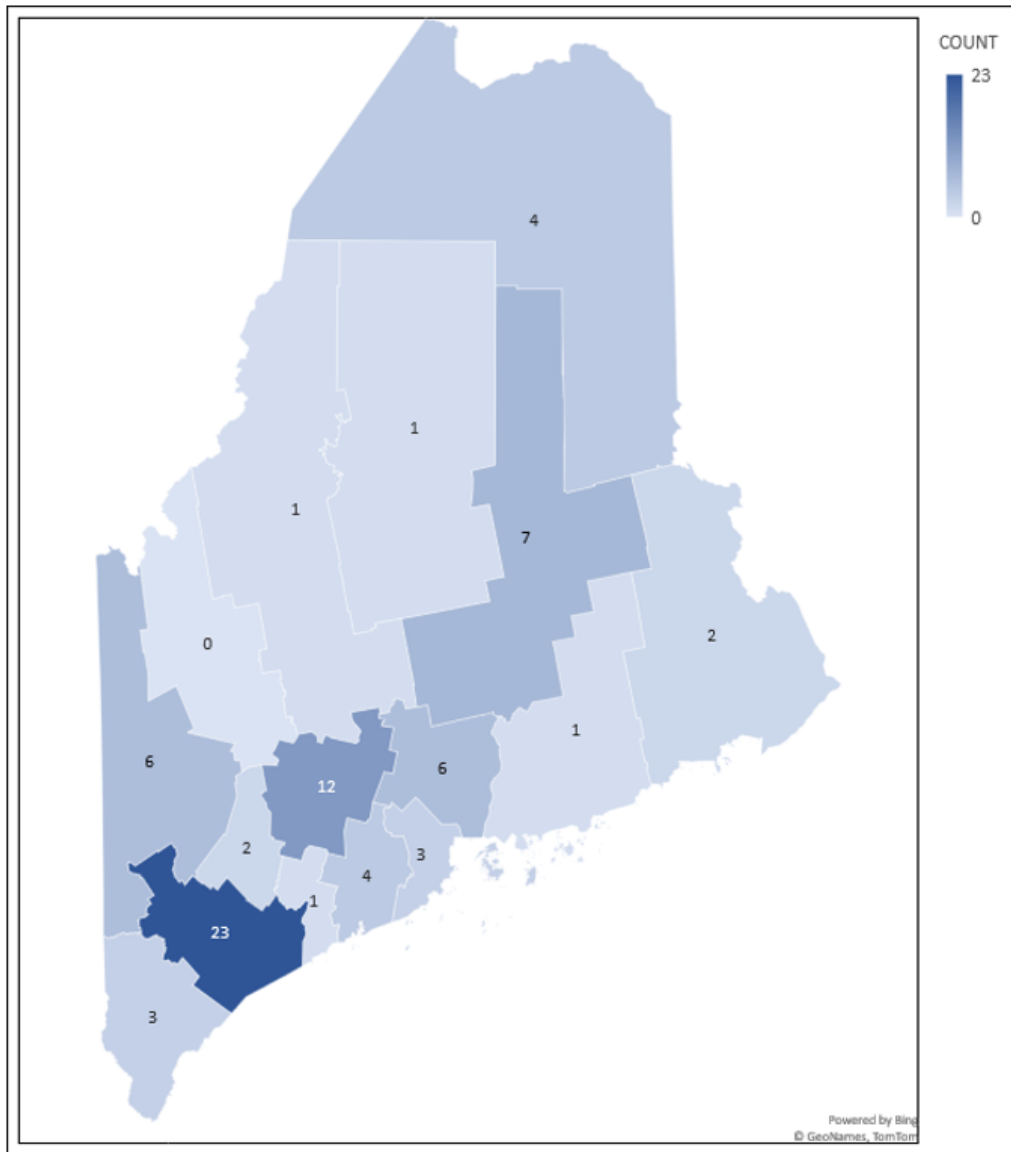


Figure 9. County of Employment

6. Employment Status

Maine emergency managers reported low annual salaries and the need to balance multiple responsibilities. Annual salaries less than \$20,999 are most common for Maine emergency managers (Figure 10). One hypothesis to explain the appearance of low annual salaries is that respondents may have provided the value of their stipend as an emergency manager, and may also receive a separate salary in a second unreported job (such as a fire chief). Survey responses indicated a median salary of \$40,000-\$49,999. The median salary

for emergency managers is lower than the state's median salary in any other job (\$57,918).²³⁴ The median salary for Maine's emergency managers is well below estimates from the BLS Jobs and Pay Report from 2020, which cites \$62,600 as the median wage for emergency management directors in Maine.²³⁵ The discrepancy in salary between the survey results and BLS may be attributed to job titles, as the Jobs and Pay report focused on those with the title of "emergency management director."²³⁶ Maine's median emergency management director salary was the second lowest in New England.²³⁷

Respondents commented on Maine wages multiple times in the survey's open response section. One respondent commented that rural communities in Maine cannot afford to pay for the emergency manager's position, perhaps a constraint of public-sector budgets. Another emergency manager with 10 years of experience and a master's degree commented on low salaries, stating "recognition of professionalism and appropriate compensation go hand in hand." A respondent who recently entered the profession stated, "counties and municipalities do not seem very open to compensating EMA [emergency management agency] staff at levels equal to those in the private sector," which raises concerns about staff retention. Low salaries may result from a lack of understanding of the role and its scope. One emergency manager indicated challenges with justifying the expense (possibly to their administrator, elected officials, or the public). Another emergency managers at the municipal level suggested, "at the municipal level, lack of awareness of what emergency management does on a daily basis makes it fairly difficult to compensate the positions." Darren Woods also raised a point on the need to educate policy-makers on the role of the emergency manager, suggesting that budgetary constraints stem from a lack of documentation. Woods observed that emergency managers struggle to document, report, and build a case for their budgetary needs.²³⁸ Comments on salary (and

²³⁴ Census Bureau, "QuickFacts Maine," United States Census Bureau, July 1, 2019, <https://www.census.gov/quickfacts/fact/table/ME/HSG010219>.

²³⁵ Bureau of Labor Statistics, "Emergency Management Directors."

²³⁶ Bureau of Labor Statistics.

²³⁷ Bureau of Labor Statistics.

²³⁸ Darren Woods, Aroostook County Emergency Management Agency Director and Chair of the Maine County Directors Council. Interview Conducted on May 17, 2021.

budgets) from professionals suggest that there is room for improvement in explaining and advocating for the role of the emergency manager.

Discussions with state leaders in emergency management suggest that pay is a significant challenge. MEMA Director Peter Rogers discussed salary challenges experienced at the state level: “I looked at the folks coming on board... And I think we can’t keep them because we can’t pay them.”²³⁹ His Deputy Director, Joe Legee, also observed that pay is a challenge.²⁴⁰ Joe acknowledged that in several instances, MEMA identified a great candidate to fill a vacancy but pay precluded the applicant from accepting the position, which “has been a deterrent at times. Just not having the funding necessary to hire the level of skill and experience that we’re looking for.” Salaries for public-sector emergency managers in Maine hinder growth and advancement of the profession.

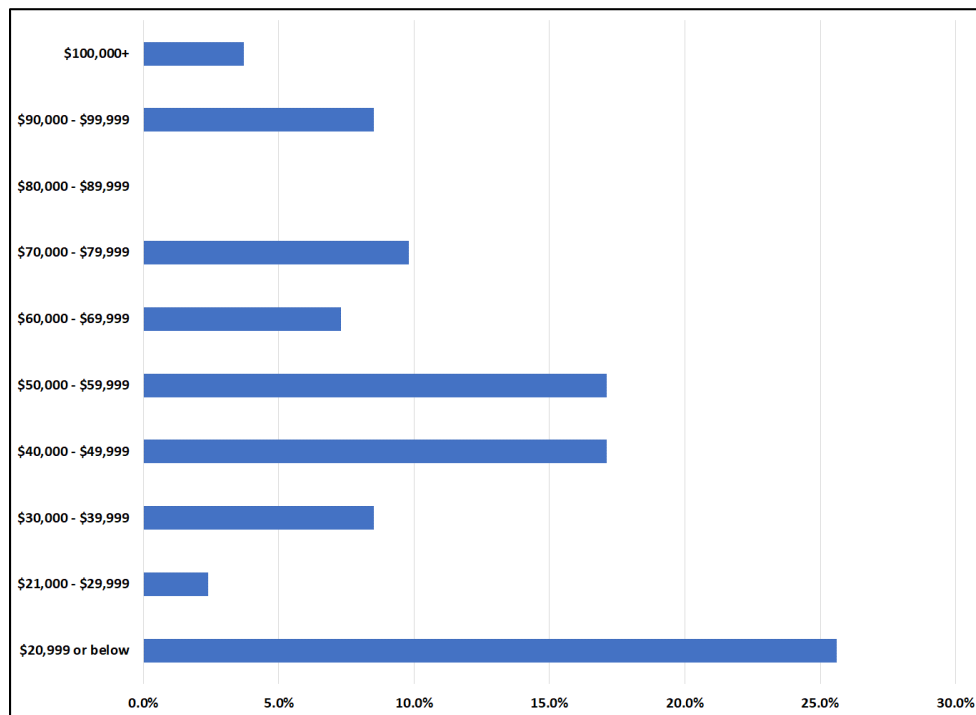


Figure 10. Salary

²³⁹ Peter Rogers, MEMA Director. Interview conducted on June 1, 2021.

²⁴⁰ Joe Legee, MEMA Deputy Director. Interview conducted on May 27, 2021.

Fifty-seven respondents indicated they work in emergency management full-time (Figure 11). Even though the majority (62.6%) are employed full-time, a sizeable portion of respondents are part-time emergency managers (26.4%). Finally, 11% of Maine emergency managers are volunteers. Professionalization could pose challenges for part-time individuals because of their time constraints. Volunteers may face financial hurdles in attending continuing education or participating in other professional development activities.

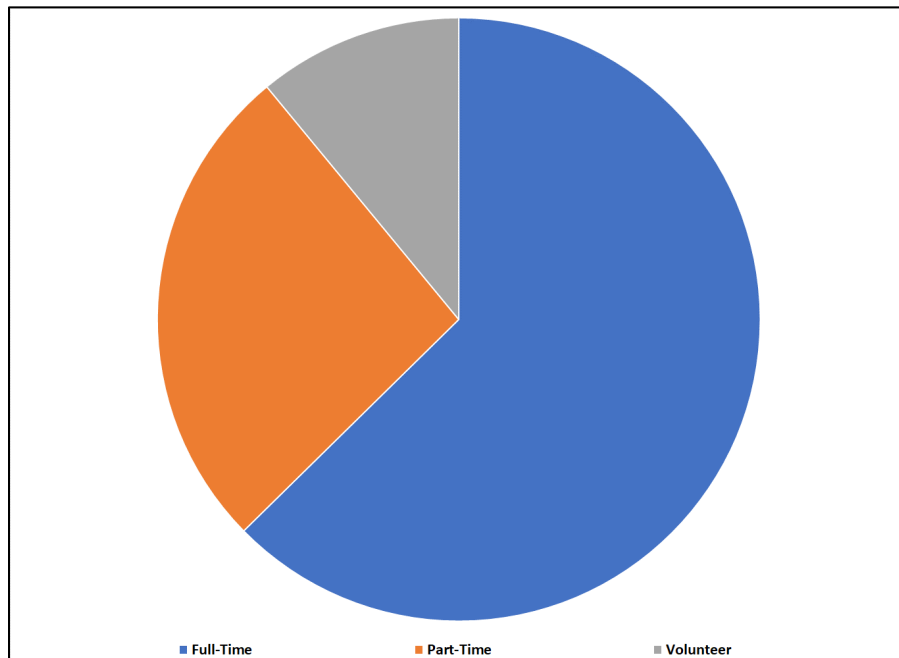


Figure 11. Job Status

Figure 12 demonstrates a much discussed, but not yet documented characteristic of emergency managers in Maine. Half (49.5%) of Maine emergency managers balance their emergency management duties with other professional responsibilities. For example, the municipal emergency manager may also serve as the fire chief. Comprehensive emergency management programs are time-intensive to build and maintain, which places significant pressure on emergency managers holding multiple jobs. A municipal emergency manager in Cumberland County remarked, “Maine is still very rural and EMA [emergency management agency] directors are sometimes wearing 2 and maybe even 5 hats and the

EMA portion is the lowest concern.” *Emergency Management: Principles and Practice for Local Government* described the perilous situation ensuing “when the emergency manager wears two hats.”²⁴¹ When a Texas industrial facility caught fire, the city’s fire chief (the only paid firefighter, and the local emergency manager) was tasked to carry out nine emergency management activities concurrently, ranging from fire suppression and scene safety to evacuation of residents.²⁴² The scholars argue, “clearly, emergency management is not a responsibility easily assumed by one person or a half a person.”²⁴³ Recognizing that changing the status quo poses difficulties, a municipal emergency manager in Cumberland County reflected that it will take “time and a shift in thinking” for Maine to recognize that the role of the emergency manager is not a secondary duty to be added to an individual’s job description.

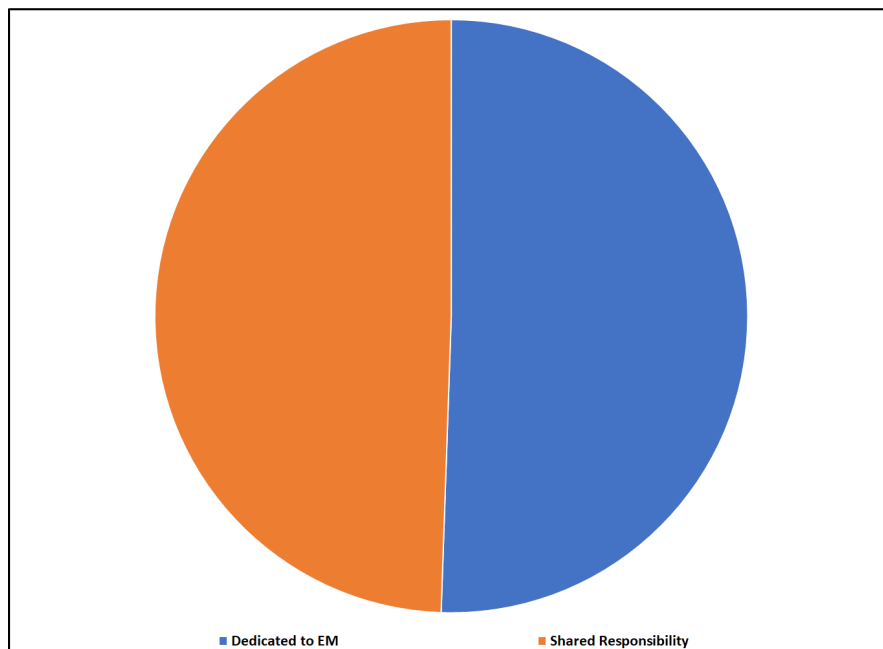


Figure 12. Role Dedicated to Emergency Management

²⁴¹ Thomas E. Drabek and Gerard J. Hoetmer, *Emergency Management: Principles and Practice for Local Government* (Washington, DC: International City Management Association, 1991), 267.

²⁴² Drabek and Hoetmer, 267.

²⁴³ Drabek and Hoetmer, 268.

B. SURVEY RESULTS

This section summarizes Maine EMS' responses across seven categories of attitudinal professionalism: professional organization as a major reference, belief in continuing competence, belief in self-regulation factor, sense of calling, autonomy, belief in service to the public and the general state of emergency management's professionalization in Maine.²⁴⁴ The researcher converted survey responses from a five-point Likert scale (strongly disagree, disagree, neutral, agree, strongly agree) to a five-point numeric scale (strongly agree=5; strongly disagree=1). Data analysis leveraged quantitative and qualitative approaches. Analysis of the survey results included both descriptive statistics, analysis of variance (ANOVA), and comparison of means across demographic categories using JMP Pro 15. Additionally, evaluation of internal consistency across each of the seven categories and subsequent Cronbach's alpha calculations align with previous studies. In addition, JMP Pro 15 calculated Cronbach's alphas for all seven categories of this survey, available in Annex B. Analysis of the survey's open-ended responses and interviews followed a traditional coding process discussed by Merriam and Tisdell and included multiple readings and development of a posteriori coding structures across all seven categories.²⁴⁵

1. Professional Organization as a Major Reference

Maine emergency managers believe in the potential for professional organizations to serve as a cornerstone of the profession. The mean of all responses for this category was positive ($M = 4.15$), which suggests support for professional organizations overall. Additionally, three of the demographic comparisons produced statistically significant differences in their responses. Specifically, variations in education, employment status, and salary influenced respondent perspectives on professionalism. A discussion of each follows sequentially, and Table 13 provides a summary.

²⁴⁴ Hall, "Professionalization and Bureaucratization."

²⁴⁵ Sharan B. Merriam and Elizabeth J. Tisdell, *Qualitative Research: A Guide to Design and Implementation*, 4th ed. (San Francisco: Jossey-Bass, 2015), 199, ProQuest Ebook Central.

Emergency managers with a college education report stronger support for professional organizations than do emergency managers without a college education. The survey respondents with a college degree had a higher mean than their counterparts without a degree ($M_{AA-DOC} = 4.26$; $M_{HS-SC} = 3.81$). The relationship between a college degree and a stronger sense of importance in professional membership may imply that educated professionals find greater value in membership activities such as networking, legislative advocacy, and academic conferences.

Full-time emergency managers are also stronger supporters of professional organizations than part-time emergency managers. The full-time emergency managers have a higher mean ($M_{FT} = 4.30$) than their peers working part time ($M_{PT} = 3.81$). Part-time emergency managers may perceive their role to be a job, rather than a profession, and thus professional activities such as networking or attending association meetings are of little importance.

Finally, emergency managers with annual salaries above \$50,000 have more favorable views on professional organizations than do those with annual salaries under \$50,000. The EMs with higher salaries responded with the greatest level of support for professional organizations ($M_{>\$50k} = 4.39$), while their colleagues making less than \$50,000 annually ($M_{<\$50k} = 3.95$) were less enthusiastic. The differences in perception of professional organizations by demographic salary groups is likely related to the variance reported across employment groups (part-time vs. full-time). It is logical that the categories of education, employment and salary all indicated the same trend: emergency managers with more education are typically employed on a full-time basis and therefore have higher annual salaries.

The lack of participation in professional organizations in Maine, coupled with a lower sense of importance on professional associations by emergency managers without degrees suggests that emergency managers in certain demographic groups do not feel included in professional organizations, or do not see the value in participating. Furthermore, survey findings document that, while emergency managers in Maine believe in professional organizations, the vast majority are not members of any associations.

Professional organizations for emergency managers should consider these findings in their membership recruitment and retention activities.

Table 13. Professional Organization Descriptive Statistics and *ANOVA*

Element	Subgroup	<i>n</i>	<i>M</i>	<i>SD</i>	<i>df</i>	<i>t</i>	<i>F</i>	<i>p</i> *
Sample		92	4.15	0.59				
Education	AA-DOC	68	4.26	0.58	1	-3.44	11.81	.001
	HS-SC	24	3.81	0.48				
Employment	FT	57	4.30	0.60	1	-3.46	11.95	.001
	PT	24	3.81	0.53				
Salary	<\$50K	44	3.95	0.59	1	3.45	11.93	.001
	>\$50K	38	4.39	0.56				

Note. *95% Confidence interval used for calculating *p* values.

2. Belief in Continuing Competence

Emergency managers in Maine demonstrate a strong commitment to continuing competence. The mean value for the attitudinal characteristic of continuing competence ($M = 4.01$) suggests agreement that training and development should continue throughout a professional's career. On the topic of continuing competence, MEMA Director Peter Rogers shared, "the better educated force that we have, the better we're going to be as a team. The more we get on board as a team [the more] we're going to have a lot of folks maybe change their mind and want to start getting professional development."²⁴⁶ Table 14 provides the descriptive statistics for the sample and summarizes the statistically significant variances in the belief in continuing competence across demographic subgroups of age, education, employment and salary.

Emergency managers younger than age 45 reported a stronger belief in continuing competence ($M_{<45} = 4.19$) than emergency managers above age 45 ($M_{>45} = 3.92$). This

²⁴⁶ Peter Rogers, MEMA Director. Interview conducted on June 1, 2021.

demographic difference suggests junior emergency managers have a greater commitment to honing their craft than emergency managers who are more senior in their careers ($p = .040$). While Spearo's study of emergency managers did not find a relationship between age and professionalism, Wynd's survey data demonstrated older nurses held stronger (positive) beliefs about professionalism.²⁴⁷

Earning a college degree impacts outlook on continuing competence. Respondents with a college degree reported a stronger belief in continuing competence ($M_{AA-DOC} = 4.10$) than emergency managers without a college education ($M_{HS-SC} = 3.71$). In Maine, the emergency managers who completed college coursework are advocates for further training in the profession ($p = .004$).

Full-time emergency managers support continuing competence, which indicates they believe their work is a profession. Emergency managers who work in the profession full-time indicated that continuing education was more important to them ($M_{FT} = 4.16$) than it was to emergency managers who work part time ($M_{PT} = 3.73$). A county emergency manager with 30 years of experience suggested, "even local volunteer EMs [emergency managers] can professionalize by being involved in continuing education;" however, the disparity in responses on continuing competence between full and part-time emergency managers suggests additional work is needed to increase opportunities and buy-in and reduce barriers.

Emergency managers with lower annual salaries reported less commitment to professional development. Respondents earning higher annual salaries ($M_{>\$50k} = 4.26$) held more favorable views on continuing competence than respondents earning less ($M_{<\$50k} = 3.82$). It is logical based on the demographics subgroups for employment and salary to demonstrate the same trends; typically, a worker of full-time status earns higher wages than part-time employees.

²⁴⁷ Spearo, "From Praxis to Profession," 107; Wynd, "Current Factors Contributing to Professionalism in Nursing," 256.

Table 14. Continuing Competence Descriptive Statistics and *ANOVA*

Element	Subgroup	<i>n</i>	<i>M</i>	<i>SD</i>	<i>df</i>	<i>t</i>	<i>F</i>	<i>p</i> *
Sample		92	4.01	0.58				
Age	<45	29	4.19	0.44	1	-2.04	4.17	.040
	>45	54	3.92	0.62				
Education	AA-DOC	68	4.10	0.56	1	-2.99	8.97	.004
	HS-SC	24	3.71	0.54				
Employment	FT	57	4.16	0.54	1	-3.31	11.02	.001
	PT	24	3.73	0.53				
Salary	<\$50K	44	3.82	0.55	1	3.80	14.42	.001
	>\$50K	38	4.26	0.48				

Note. *95% Confidence interval used for calculating *p* values.

3. Belief in Self-Regulation Factor

Members of a mature profession engage in self-regulation to govern its membership. In totality, emergency managers are neutral ($M = 3.33$) as to whether there is a sense of self-regulation in Maine. This sentiment was consistent across demographics such as age, education, and salary. However, respondents from different levels of government in Maine (county, municipal, and state) varied in their mean responses (Table 15). State emergency managers reported a slightly higher belief in self-regulation ($M_{STATE} = 3.57$) than county emergency managers ($M_{COUNTY} = 3.18$) and municipal emergency managers ($M_{MUNICIPAL} = 3.32$).

Maine emergency managers possess limited understanding of each other's capabilities. Helping to explain the neutral quantitative results, a respondent who had recently moved to Maine commented, "Maine communities, as a whole, seem to want to keep things separate." His focus centered on the difficulties with finding training records, after-action reports from regional exercises, and a general lack of collaboration across agencies. Summarizing his perspectives on assessing state-wide competence, he noted, "if

there is an incident in my area, I can clearly say I am unsure what my local neighboring EMAs' capacities are...the idea of sharing information and training is lost.” While it is challenging to pinpoint exactly why emergency managers in Maine feel neutral toward self-regulation, the remoteness of many communities within the state and multiple levels of emergency management structures (municipal, county, and state) exacerbate the ability to assess the competence of peers and the strength of their programs. Table 15 summarizes the difference ($p = .108$) in sense of self-regulation by municipal, county and state survey respondents.

Table 15. Self-Regulation Descriptive Statistics and *ANOVA*

Element	Subgroup	<i>n</i>	<i>M</i>	<i>SD</i>	<i>df</i>	<i>t</i>	<i>F</i>	<i>p</i> *
Sample		92	3.33	0.61				
Jurisdiction	County		3.18	0.66	2		2.28	.108
	Municipal	91	3.32	0.57				
	State		3.57	0.61				

Note. *95% Confidence interval used for calculating *p* values.

4. Sense of Calling

In general, Maine EMs are dedicated to the work and find it gratifying. The mean value ($M = 3.95$) indicates a slightly positive sense of calling among emergency managers across the state. Emergency managers at various levels of government responded differently in their sense of calling to the profession. Those employed at the state level reported the strongest sense of calling ($M_{STATE} = 4.32$) as compared to their peers at the county ($M_{COUNTY} = 3.75$) and municipal levels of government ($M_{MUNICIPAL} = 3.93$). Table 16 highlights the statistically significant difference ($p = .001$) between the state and country responses along with the descriptive statistics for the sample.

Darren Woods, Chair of the MEMCDC, described his sense of calling to emergency management. Telling stories in which he secured training or equipment for rural firefighters

in his jurisdiction, Woods reflected that he “felt like Santa Claus,” and that his work in emergency management, “really brought [him] joy.” In this story, Woods focused on intrinsic motivations: the rewarding feeling of completing the task, and the belief that his work contributed to greater good in the community.

Hall surveyed professionals in various occupations in the late 1960s using the Professionalism Inventory and demonstrated individuals in the same line of work can vary greatly in their sense of calling.²⁴⁸ Variance in sense of calling across agencies may explain the different scores for this attitudinal attribute by emergency managers at the municipal, county and state levels of emergency management in Maine. Table 16 includes the statistically significant ($p = .001$) variance in sense of calling by county, municipal and state emergency managers.

Table 16. Sense of Calling Descriptive Statistics and *ANOVA*

Element	Subgroup	<i>n</i>	<i>M</i>	<i>SD</i>	<i>df</i>	<i>t</i>	<i>F</i>	<i>p</i> *
Sample		92	3.95	0.52				
Jurisdiction	County	27	3.75	0.57	2		7.56	.001
	Municipal	46	3.93	0.46				
	State	18	4.32	0.41				

Note. *95% Confidence interval used for calculating p values.

5. Autonomy

Emergency managers sense a neutral degree of autonomy in the profession. The mean ($M = 3.29$) indicates that Maine emergency managers neither agree nor disagree that they have a sense of control in their day-to-day tasks and decision-making. There are differences in mean responses in demographic sub-groupings by gender, professional

²⁴⁸ Hall, “Professionalization and Bureaucratization,” 98.

organization membership, certification, and salary. Analysis of this variation across demographic groups follows sequentially and Table 17 highlights the associated data.

Women reported a lesser sense of autonomy than men. Female survey respondents indicated less autonomy in their daily work ($M_{FEMALE} = 3.13$) than male respondents ($M_{MEN} = 3.39$), perhaps a consequence of emergency management being a male-dominated profession ($p = .080$). Although not statistically significant, the variance in an emergency manager's sense of autonomy by gender is unusual when compared to other professions. Spearo's survey of emergency managers reported gender and professionalism were not related, and Carlan's survey of police officers reported negligible difference in autonomy between male and female respondents.²⁴⁹ The variance in autonomy by gender may suggest a cultural problem within emergency management in Maine, where female emergency managers sense their decisions are subject to review more often than their male colleagues. This survey data does not support definitive claims about a relationship between gender and sense of autonomy among emergency managers, which presents an area for future research on this topic.

Members of professional organizations and respondents with certifications both reported a greater degree of autonomy. The statistically significant difference ($p = .002$) between organizational members ($M_{YES} = 3.58$) and non-members ($M_{NO} = 3.19$) may suggest members of professional organizations perceive their membership as an opportunity to lead the profession and impact change, whereas non-members may perceive that the profession is beyond their realm of control. A similar pattern also emerged for emergency managers who held certifications, and who in turn reported a greater sense of autonomy ($M_{YES} = 3.48$) than did peers without certifications ($M_{NO} = 3.21$). Certifications represent achievement and status within a profession. Emergency managers holding certifications may be perceived as knowledgeable and credible, and thus have greater latitude and flexibility in their decision-making from their administrators. Collectively, aspects of professionalism (professional organization membership and certification) support autonomy.

²⁴⁹ Spearo, "From Praxis to Profession," 104; Philip E. Carlan and John A. Lewis, "Dissecting Police Professionalism: A Comparison of Predictors Within Five Professionalism Subsets," *Police Quarterly* 12, no. 4 (December 1, 2009): 376, <https://doi.org/10.1177/1098611109348469>.

Finally, salary (higher status within an organization) and autonomy are inversely related. Respondents with salaries above \$50,000 annually indicated a lesser degree of autonomy ($M_{>\$50k} = 3.11$) than did their peers making less money ($M_{<\$50k} = 3.41$). One theory is that emergency managers with higher salaries might be agency directors and are beholden to administrators and elected officials. A similar study of the profession of policing using Hall's scale concluded as officer rank increased, autonomy scores decreased.²⁵⁰ Carlan suggested that, as police officers rise in administrative ranks, "their decisions are more likely to be questioned," thus diminishing their sense of autonomy in daily work.²⁵¹ Carlan's theory applies to emergency managers in Maine; as professionals increase their salary, they report less autonomy in their daily work. Demographic groups reported varying degrees of autonomy by gender, professional organization membership, certification and salary, summarized in Table 17.

Table 17. Autonomy Descriptive Statistics and *ANOVA*

Element	Subgroup	<i>n</i>	<i>M</i>	<i>SD</i>	<i>df</i>	<i>t</i>	<i>F</i>	<i>p</i> *
Sample		92	3.29	0.68				
Gender	Female	32	3.13	0.64	1	1.78	3.17	.080
	Male	59	3.39	0.68				
EM Organization Member	Yes	24	3.58	0.14	1	2.45	5.99	.002
	No	67	3.19	0.09				
Certifications	Yes	31	3.48	0.12	1	1.82	3.33	.070
	No	60	3.21	0.09				
Salary	>\$50K	38	3.11	0.10	1	1.96	3.82	.050
	<\$50K	44	3.41	0.11				

Note. *95% Confidence interval used for calculating *p* values.

²⁵⁰ Carlan and Lewis, "Dissecting Police Professionalism," 377.

²⁵¹ Carlan and Lewis, 381.

6. Belief in Service to the Public

Emergency managers in Maine reported neutral attitudes towards public service through their work. Mean responses ($M = 3.09$) indicate respondents did not strongly agree or disagree on the role of emergency management as a public service. Demographic attributes of age and years of experience impacted respondents' belief in public service. Table 18 provides the results surrounding service to the public.

As age increases, so does the sense of public service among Maine emergency managers. Emergency managers older than 45 reported a greater sense of service to the public ($M_{>45} = 3.32$) than their younger colleagues ($M_{<45} = 2.79$). A survey of police officers reported no difference in sense of public service by age; however, in the profession of nursing, age was significantly correlated with a sense of public service.²⁵²

The sense of public service increases with an individual's length of service in emergency management. Individuals with more than 10 years of experience feel their work is of great service to their community ($M_{>10 \text{ YEARS}} = 3.25$), whereas junior emergency managers held slightly negative beliefs toward public service ($M_{<10 \text{ YEARS}} = 2.96$). The parallel trends between age and years of experience are to be expected, as older emergency managers tend to have more years of experience.

Several emergency managers commented on strong belief in public service during interviews or in survey open responses. One survey respondent shared strong beliefs that emergency management is "critical to the safety of Maine residents, especially our at-risk populations." A second survey respondent wrote that professionalization is, "critical to us successfully advancing and meeting public needs," framing the evolution of emergency management as a necessary means to provide constituent services. Finally, MEMA leadership also commented on the respondents' belief in public service, adding that the desire to help people "is the most common thing that I hear across our staff (and prospective staff). They have a desire for public service and that's why they're looking to enter the field."²⁵³ Collectively, the qualitative comments point to a strong sense of public service

²⁵² Carlan and Lewis, 376; Wynd, "Current Factors Contributing to Professionalism in Nursing," 256.

²⁵³ Joe Legee, Deputy Director MEMA. Interview conducted on May 27, 2021.

among Maine EMs that was not demonstrated in the survey's quantitative data. Table 18 summarizes the descriptive statistics and variance in sense of public service by age and years of experience.

Table 18. Public Service Descriptive Statistics and *ANOVA*

Element	Subgroup	<i>n</i>	<i>M</i>	<i>SD</i>	<i>df</i>	<i>t</i>	<i>F</i>	<i>p</i> *
Sample		92	3.09	0.73				
Age	<45	29	2.79	0.13	1	2.66	7.06	.001
	>45	54	3.32	1				
EM Experience	<10 years	52	2.96	0.69	1	1.89	3.6	.060
	>10 years	36	3.25	0.76				

Note. *95% Confidence interval used for calculating *p* values.

7. Comparison of Results against Florida

This section compares the mean, standard deviation and Cronbach's alphas of the attitudinal survey of professionalism in Maine and Florida. Overall, the attitudinal category means, standard deviations and Cronbach alphas were comparable in the data sets from Maine and Florida (Table 19). This suggests that the survey instrument is reliable and could be applied to assess professionalism in other jurisdictions.

Table 19. Comparison of Maine and Florida's Attitudinal Professionalism

	Maine			Florida ²⁵⁴		
	<i>M</i>	<i>SD</i>	<i>α</i>	<i>M</i>	<i>SD</i>	<i>α</i>
Professional Organization	4.15	0.59	.622	3.94	0.55	.631
Continued Competence	4.01	0.58	.832	4.13	0.58	.811

²⁵⁴ Spearo, "From Praxis to Profession," 101.

	Maine			Florida ²⁵⁴		
Self-Regulation	3.33	0.61	.673	3.47	0.75	.762
Sense of Calling	3.95	0.52	.701	3.68	0.68	.712
Autonomy	3.29	0.68	.726	3.45	0.73	.632
Belief in Public Service	3.09	0.73	.688	3.84	0.73	.678

8. Professionalization of Emergency Management in Maine

Practitioners believe emergency management is a professional occupation and demonstrated a willingness to evolve and advance the profession. Overall, the mean response to this question set was slightly negative ($M = 2.75$) because of the lack of consensus about the state of professionalization and the group of respondents answering “undecided” to this question set. Attitudes toward professionalization in Maine also varied in demographic subgroups by years of experience (Table 20).

Emergency managers newer to the profession demonstrated a greater willingness to professionalize. As summarized in Table 20, respondents with less than 10 years of experience supported professionalization in Maine to a greater degree ($M_{<10 \text{ YEARS}} = 2.86$) than their counterparts who have practiced in the field more than 10 years ($M_{>10 \text{ YEARS}} = 2.61$). Whether the emergency manager had worked in emergency management in Maine ($p = .002$), or in another state ($p = .007$), this finding was consistent (Table 20). The variation in responses between novice and experienced emergency managers indicates a cultural shift brought on by newcomers in the profession.

Table 20. Maine Professionalism Descriptive Statistics and *ANOVA*

Element	Subgroup	<i>n</i>	<i>M</i>	<i>SD</i>	<i>df</i>	<i>t</i>	<i>F</i>	<i>p</i> *
Sample		91	2.75	0.42				
EM Experience	<10 years	52	2.86	0.31	1	-2.75	7.56	.007
	>10 years	35	2.61	0.54				
Maine EM Experience	<10 years	56	2.86	0.3	1	-3.14	9.88	.002
	>10 years	33	2.58	0.54				

Note. *95% Confidence interval used for calculating *p* values.

Maine emergency managers believe their occupation is a professional one. Respondents indicated emergency management is a professional occupation (82.6% of respondents, *n* = 76) rather than a skill occupation (17.4%, *n* = 16). Mainers report a stronger belief that emergency management is a professional occupation than practitioners in Canada (Figure 13).²⁵⁵ Grist first used this question during his 2007 study of IAEM across the United States. Grist's respondents overwhelmingly indicated emergency management is a professional occupation (95.8%) rather than a skill occupation (5.7%).²⁵⁶ Notably, Grist surveyed members of a professional association with a larger sample size, whereas Maine's survey included emergency managers in a geographic area. However, the variation in responses from Grist's national data set and survey results in Maine may indicate a lesser degree of professionalization within the state.

²⁵⁵ Bird, "The Face of the Profession," 77.

²⁵⁶ Grist, "The Changing Paradigm of Emergency Management," 97.

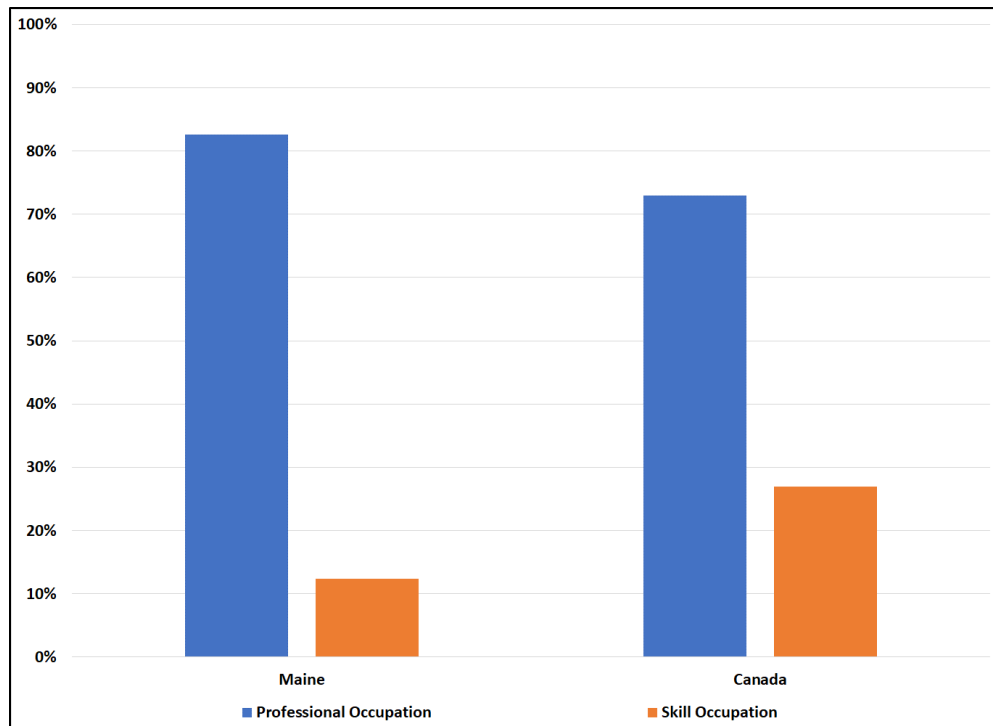


Figure 13. Emergency Management as a Profession or Skill

Maine did not achieve consensus in the survey whether emergency management is professionalizing or not. Responses to this survey question in Maine were split; 53.9% of respondents report that professionalization is underway, but the remaining emergency managers disagree (17.6%) or remain undecided (28.6%). These results are comparable to the findings by Bird about professionalization in Canada (Figure 14). Emergency management practitioners in Maine are divided on whether professionalization is occurring. This division may indicate regional differences in professionalization, or that common terminology on professionalization is lacking. Figure 14 depicts opinions on whether emergency management is professionalizing in Maine and Canada.

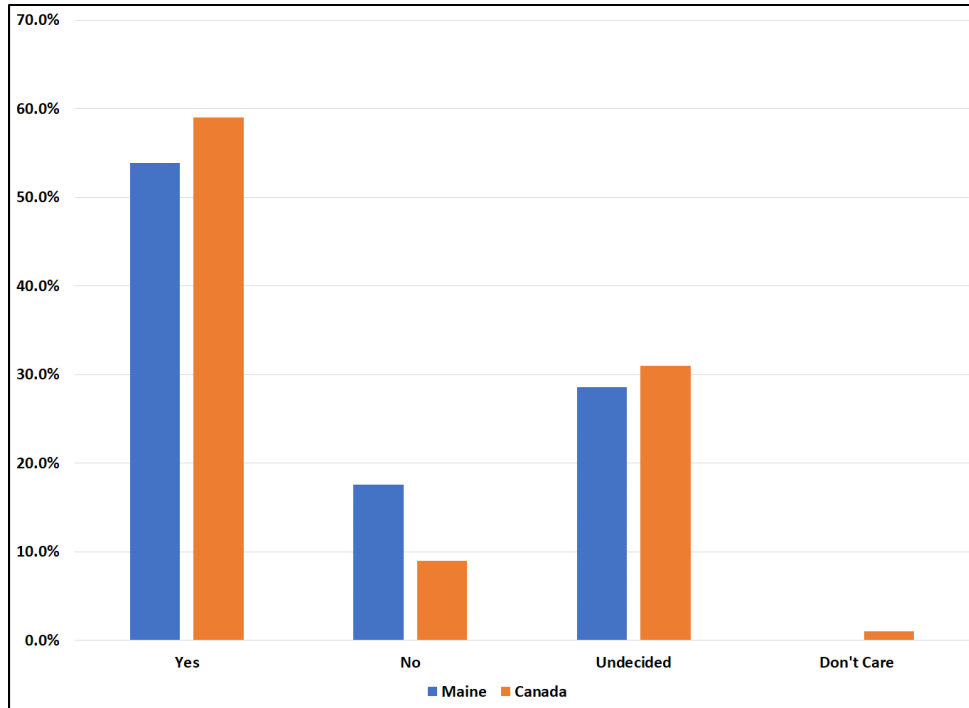


Figure 14. Is Emergency Management Professionalizing?

Overall, a majority of survey respondents indicated emergency management should professionalize (74.7%). A minority of emergency managers do not think professionalization is necessary (6.6%). A sizeable group of emergency managers (18.7%) are undecided whether emergency management should professionalize in Maine. Survey respondents may be hesitant to ascribe to professionalization without knowing the requirements and any impacts on their job. Responses to this question were consistent with Bird's results from Canadian emergency managers (Figure 15). The similarity in responses across Maine and Canada reveal a sentiment that transcends geography and is prevalent in the profession at large: most emergency managers believe professionalization should occur, a minority of practitioners are against this change, and a segment of practitioners need more information to inform their decision on this topic.

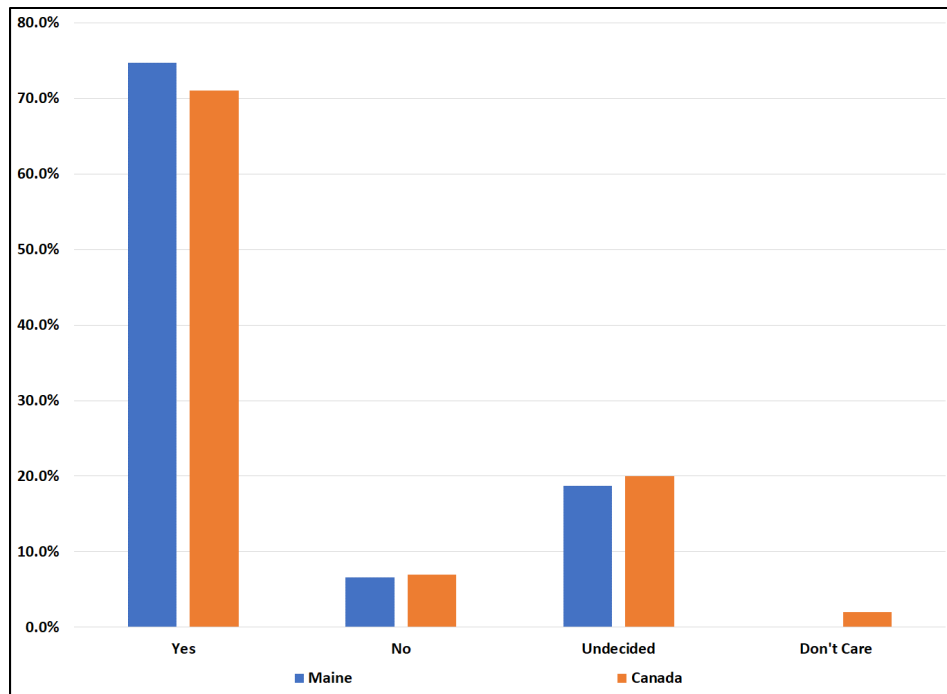


Figure 15. Should Emergency Management Professionalize?

Seventy-eight percent of respondents in Maine believe that emergency management can achieve status as a profession, a small minority do not believe the evolution is possible (5.5%), and a consistent group of practitioners are undecided (16.5%) and perhaps need more information to inform their decision. While emergency managers are unsure about whether professionalization is occurring (Figure 14), most practitioners agree that it should occur (Figure 15) and it is possible (Figure 16). Results for this question were consistent across respondent pools in Maine and Canada.

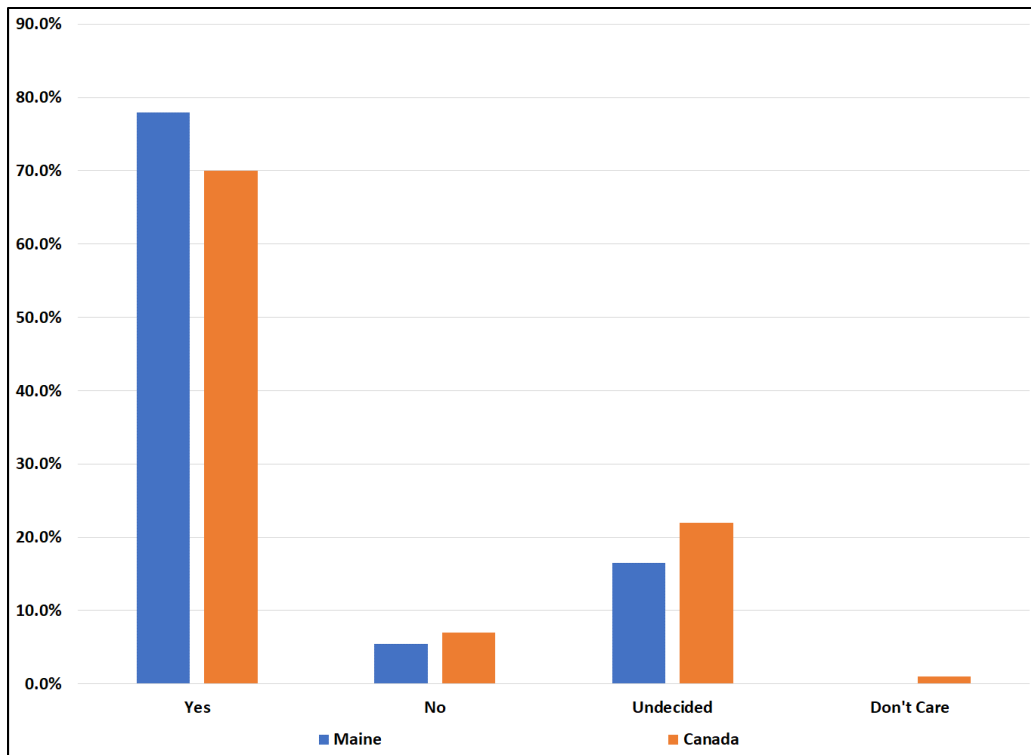


Figure 16. Can Emergency Management Professionalize?

Emergency managers in Maine want to professionalize. An overwhelming 89% of respondents in Maine indicated they support professionalization, and only 3.3% oppose it (7.7% remain undecided). This finding is surprising, considering that consensus was not achieved on whether professionalization is occurring in Maine (Figure 14), and a substantial group of practitioners answered they were undecided whether professionalization should and can occur (Figures 15–16). Responses to this question were consistent in Maine and Canada, suggesting that overall, emergency management practitioners support professionalization (Figure 17).

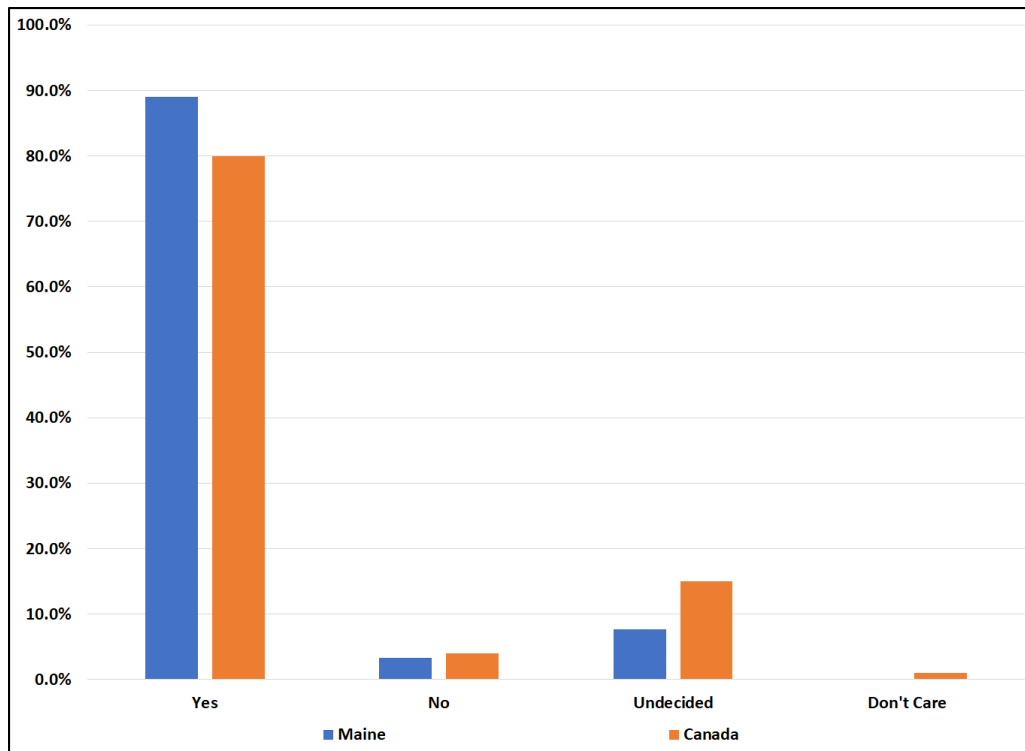


Figure 17. Support for Professionalization

9. Overall Correlations across Categories

In summary, this section analyzed professionalism of emergency managers across six categories of attitudinal attributes, and a seventh category measuring willingness to professionalize in Maine. JMP Pro 15 also calculated the relationship between the seven themes, summarized in Table 21. Three pairings of attitudinal factors have statistical relationships.²⁵⁷ First, a belief in continuing competence is strongly correlated ($r = .61$) to consideration of the professional organization as a major referent of the profession. Maine emergency managers who support continuing competence also support professional organizations. Second, high regard for professional organizations has a weak correlation ($r = .34$) towards professionalization. Individuals who believe in professional associations are more receptive to professionalization. Third, a belief in continuing competence has a

²⁵⁷ James D. Evans, *Straightforward Statistics for the Behavioral Sciences* (Pacific Grove: Brooks/Cole Publishing Company, 1996). Evans categorized correlations (r-values) from .20-.39 as weak, .40-.59 as moderate, and .60-.79 as strong.

moderate correlation ($r = .53$) to a positive attitude toward professionalization in Maine. Respondents who see the need for continuous training and education support professionalization of emergency management, to learn and advance as professionals in order to run effective emergency management programs.

Table 21. Pearson's Correlation Coefficients

Measure	1	2	3	4	5	6	7
Professional Organization	—						
Continuing Competence	.61**	—					
Self-Regulation	.02	-.01	—				
Sense of Calling	.18	.15	.30**	—			
Autonomy	.19	.09	.05	.05	—		
Public Service	.25*	.07	.10	.30**	.02	—	
Maine Professionalism	.34**	.53**	-.06	.10	-.01	.06	—

Note. * $p < .05$. ** $p < .01$.

C. SUMMARY

The survey data provides the first snapshot of the demographics of public-sector emergency managers in the state of Maine. The survey instrument leveraged the Professionalism Inventory to assess the degree of attitudinal professionalization of emergency management in Maine. Table 19 compares the mean responses of attitudinal professionalism in Maine against Florida. Emergency managers in Maine hold professional organizations in high regard and believe in continuing competence and report a sense of calling to their work (Table 19). However, survey responses indicate a low degree of autonomy and self-regulation in the profession (Table 19). Maine emergency managers reported neutral belief in their work as a service to the public (Table 19), and slightly

negative attitudes toward professionalization (Table 20). Table 21 in Annex B summarizes the internal consistency of each survey question within the seven categories. This chapter provides context to the nuances of attitudes toward professionalization in an effort to better guide future policies and efforts to advance the profession.

D. LIMITATIONS AND DELIMITATIONS

Research limitations included the COVID-19 pandemic and the survey's elective nature and distribution channels. First, emergency managers who participated in this survey endured a long response to the COVID-19 pandemic. The marathon duration of the emergency management response to the pandemic could have negatively impacted emergency managers and their perceptions of their profession and their locus of control in it. In addition, the COVID-19 pandemic likely limited the responses to this survey due to competing priorities. Second, participation in this survey was voluntary. Emergency managers who feel strongly about professionalization may choose to partake in research, and emergency managers who are skeptical of professionalization may decline participation. Finally, the survey distribution was realistic and pragmatic in order to collect sentiments during a pandemic, but could have overlooked certain emergency managers. For example, distribution of this survey to municipal emergency managers was contingent on the respective county emergency management agency director forwarding the solicitation email. For a myriad of reasons (full email inbox, spam filters, vacation/leave), a county director may have delayed or skipped forwarding the survey solicitation to their municipal emergency managers and thus limiting the respondent pool.

The two main delimitations were the high response rate for state emergency managers and low participation barriers for emergency managers. State emergency managers participated in this research at a higher rate than county and municipal emergency managers. The high state participation in the survey (n=18) provides a glimpse into attitudinal perceptions of professionalization in MEMA. The survey's length, online format and month-long collection period reduced common barriers to participation (access and time).

V. FINDINGS AND RECOMMENDATIONS

This thesis assesses the degree of professionalization of emergency management in Maine to determine how to improve it. Research design focused on Wilensky's structural framework and Hall's updated cultural framework, existing models for assessing professionalization in an occupation. Leveraging these frameworks, a survey of Maine emergency managers and interviews with key leaders helped to discern the degree of professionalization in Maine. This research provides insight into current challenges and opportunities facing emergency managers, such as the availability of full-time jobs, training, ethics, and more. This chapter includes recommendations for the state of Maine to enhance professionalism in emergency management. In addition, this chapter details implications for practitioners and areas for future research.

A. DISCUSSION OF FINDINGS

Assessing several metrics—full-time jobs, training/school of practice, professional association, legislative efforts, and code of ethics—of Maine's emergency management field reveals that it has not achieved structural professionalization. Training/schools of practice and professional associations do demonstrate growth in the profession of emergency management in Maine. However, full-time emergency management jobs and legislative efforts are lacking, and a practitioners have not embraced a code of ethics. Using the structural framework, it appears that emergency management in Maine has not professionalized yet but is moving in that direction (training/school of practice and professional associations).

Applying Hall's cultural framework to a survey of emergency managers in Maine provided an opportunity to better understand how practitioners feel about their occupation and the concept of professionalization. Survey respondents reported that professional associations are a major referent of their work and that they hold strong beliefs in the importance of continuing competence, two cultural indicators of professionalization. Participants in the survey reported a slightly positive sense of calling to their work in emergency management. Maine emergency managers held neutral beliefs about a sense of

self-regulation in the profession, their degree of autonomy, and public service. Within the cultural framework, Maine emergency managers reported some indicators of professionalization and highlighted areas for improvement, discussed in Chapter 4. While emergency management has not achieved professional status in Maine in the cultural framework, survey respondents believe that emergency management in Maine can professionalize and they support those efforts.

Collectively, analysis through the structural and cultural lenses indicate that emergency management has not professionalized in Maine. This research provides history and context to the discussion of professionalism of emergency managers in the state. The survey's demographic results and discussion of variances across the seven attitudinal indicators of professionalism inform recommendations for how to advance the profession while maintaining a balance between education and experience in a rural state.

B. RECOMMENDATIONS FOR MAINE

This thesis provides practical recommendations to advance and strengthen the profession of emergency management in Maine. These recommendations require generational work that will take several years from suggestion to implementation.

1. Educating Officials on the Role of Emergency Management

Advancing the profession of emergency management in Maine requires buy-in from administrators and elected officials to understand and value the role of the emergency manager. At the municipal and county levels of government in Maine, administrators and elected officials are critical to the success of emergency management programs, from hiring the emergency managers to setting funding levels for activities in mitigation, preparedness, response and recovery. At the highest levels of state government, elected officials enact policies to steer emergency management and distribute funding to support it. Results from surveys and interviews indicate that emergency managers do not believe that administrators or elected officials understand or appreciate their profession.

The Maine Municipal Association (MMA), Maine County Directors Council, and MEMA should collectively provide education to administrators and elected officials about

the role and importance of emergency management in Maine in securing and maintaining the safety of its residents and visitors. This recommendation requires a multi-pronged approach: presenting information at the annual MMA conference, including emergency management considerations in general online webinars hosted by MMA, and providing training to newly elected officials. FEMA has established and published resources to brief elected officials on the role of emergency management, which could be adapted for use in Maine.

2. Financial Support for Higher Education

Maine hosts several emergency management higher education programs, but they are not popular with practitioners. Emergency managers reported median salaries below the state average, and a strong belief in the importance of continuing competence. Maine should institute a tuition assistance program to appeal to the desire among emergency managers to enhance their knowledge, thereby providing extrinsic incentives for their work. Using a similar model to Maine's National Guard tuition assistance program, students entering the profession or seasoned practitioners could apply for state-funded tuition assistance to pursue higher education through an emergency-management related degree program. In return for receiving financial support to pursue the degree, emergency managers would agree to serve in emergency management in Maine for a specific time commitment. A secondary benefit of the tuition assistance program is that it would provide a hiring incentive in a competitive labor market.

3. Align Content in Emergency Management Education and Training

Analysis of the curriculum for Maine's emergency management degree programs revealed a lack of consistency in content and rigor. Emergency management higher education programs in Maine should align curriculum with existing content frameworks, such as the "Next Generation of Core Competencies for Emergency Management

Professionals” and the “Principles of Emergency Management,” both widely adopted in the profession.²⁵⁸

A review of the requisite training courses for the MBEM I and II reveals a lack of a guiding framework for course competencies. To enhance the MBEM certifications and provide students with basic competencies in emergency management skillsets, the MEMCDC should redesign the requisite training to align with Blanchard’s ten competencies (from a practitioner’s standpoint), and adapt them for the context of Maine.²⁵⁹

4. Define the Role of the Emergency Manager in Maine

A review of Maine state statute and emergency management guidance documents indicates that there is room for improvement in defining the role of the emergency manager in Maine. The state can advance the profession of emergency management by defining the role and responsibilities of municipal and county emergency managers in statute. State legislators, practitioners, and scholars should work together to create this definition. Flexibility in policy will be key; however, the profession needs common terminology and expectations for emergency managers to achieve professionalization.

5. Baseline Training for Emergency Managers

Chapter II discusses the availability of emergency management training programs nationwide and online, yet Maine has not developed a comprehensive training program for practitioners. Municipal emergency managers should complete the BEM II training program within one year of appointment, with the support of their county emergency management agency in course delivery and program administration. County and state

²⁵⁸ Shirley Feldmann-Jensen et al., “The Next Generation Core Competencies for Emergency Management,” *Journal of Emergency Management* 17, no. 1 (January 1, 2019): 17, <https://doi.org/10.5055/jem.2019.0393>; Wayne Blanchard et al., *Principles of Emergency Management Supplement*.

²⁵⁹ Blanchard’s ten competencies are as follows: “Comprehensive Emergency Management Framework or Philosophy, Leadership and Team Building, Management, Networking and Coordination, Integrated Emergency Management, Emergency Management Functions, Political/Bureaucratic/Social Contexts, Technical Systems and Standards, Social Vulnerability Reduction Approach, Experience.” (Page 1).

emergency managers should complete the Basic Emergency Management Academy through EMI within two years of hire (unless they possess an emergency management degree, which would fulfill this requirement).²⁶⁰ Emergency managers in Maine reported a strong commitment to continuing competence; considering and addressing barriers to training access could reduce hesitancy toward this initiative. Maine should define these training requirements in state statute and monitor completion through coordination by county EMAs and the state training officer at MEMA.

6. Adopting a Code of Ethics

Maine has not adopted a code of ethics for emergency management practice in the state. MALEM, the Maine County Directors Council and MEMA should jointly adopt the “Code of Ethics and Professional Conduct for Emergency Management Professionals” for practitioners in Maine.²⁶¹ The recommendation for Maine to adopt a code of ethics in emergency management does not suggest that emergency managers are unethical. Rather, adopting and ascribing to a code of ethics advances emergency management towards status as a bona fide profession, increases its legitimacy, and protects emergency managers from political pressures. Adoption of the code should be accompanied by forums for practitioners to engage in discourse on the topic of ethical emergency management to socialize the concept in Maine.

7. Focus Missions and Increase Coordination between Professional Organizations

MALEM and the County Directors Council are the professional organizations at the forefront of emergency management in Maine. The presence of two professional emergency management organizations is unique to Maine. The organizations’ missions and activities are not clearly defined, and result in overlaps and gaps in responsibilities.

²⁶⁰ County EMAs and MEMA should delineate emergency management staff from administrative staff. Emergency management staff should complete this training requirement because they perform support roles across mitigation, preparedness, response and recovery. Administrative staff do not perform emergency management functions alone, and their participation in the training program is voluntary.

²⁶¹ Sandy Smith and Shirley Feldmann-Jensen, “Ethics Special Interest Group,” FEMA Higher Education Program, n.d., <https://training.fema.gov/hiedu/specialinterest/eemsig.aspx>.

Interview respondents confirmed there is a lack of clarity (even among senior emergency management leaders) in what each organization's focus is. To increase the impact of the organizations and reduce confusion among practitioners, it is recommended MALEM and the Council discuss their delineation of duties and increase coordination moving forward.

8. Increase Professional Organization Membership

The survey of Maine emergency managers documented strong support for professional organizations yet low membership rates. First, MALEM should codify its membership benefits and streamline organizational processes (such as membership registration, annual voting, etc.). MALEM should conduct outreach to municipal, county and state practitioners to increase its membership and solicit input on priorities and activities moving forward. While Maine's geography has proven to be a challenge for a state-wide association in years past, online forums and virtual meeting environments could overcome that barrier and increase participation in the future.

9. Implement a State-wide Internship Program

Survey responses suggest many Maine emergency managers are nearing retirement age, and on a parallel track, several Maine universities have established emergency management degree programs. To establish an incoming cadre of job applicants and provide emergency management students with field experience, Maine should establish a state-wide emergency management internship program. This internship program could be administered by the state and executed at the county and municipal levels. This program would provide state-wide capacity to complete emergency management plans, assessments, or training on a given topic across the state. Once interns receive baseline training on the topic, they would receive a work assignment in a county or municipal office of emergency management to execute the project.

C. AREAS FOR FUTURE RESEARCH

This thesis provides a baseline understanding of professionalization of emergency management in Maine and the demographics of public-sector emergency managers in the state. However, additional research is necessary to assess advancement or regression on

the professional continuum. MALEM should survey emergency managers incrementally to validate or disprove the results of this thesis and track changes in the profession over time. In addition, future surveys of Maine emergency managers should target and focus on responses from municipal emergency managers, who were under-represented in this research.

Future researchers should evaluate professionalization in emergency management leveraging different frameworks. While this thesis considered structural and cultural frameworks, it did not use the human resource frame, the political frame, or the symbolic frame studied by organizational scholars.²⁶² Professionalization is a complex process that cannot be assessed from a single perspective or framework, and analysis through new frameworks will only enhance academic discussion.

D. CONCLUSION

Emergency management in Maine has not achieved professional status structurally or culturally as reported by practitioners in this research's state-wide survey. Overall, practitioners support efforts to advance the profession of emergency management in Maine, and nine recommendations are provided for the state of Maine. Disasters are increasing in frequency, scope and scale; meanwhile infrastructure and populations are becoming more vulnerable. Emergency managers will be faced with insurmountable calamities in the decades ahead; emergency managers must be educated and trained for the task, and the public and policy-makers must support and value their efforts to protect people, property and the environment from disasters. Through professionalization, emergency managers can ensure the appropriate supports (full-time jobs, training schools, professional organizations, legislative efforts, code of ethics) are in place to support the next generation of practitioners.

²⁶² Lee G. Bolman and Terrence E. Deal, *Reframing Organizations: Artistry, Choice and Leadership*, 5th Edition (San Francisco: Jossey-Bass, 2013).

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APPENDIX A. SURVEY INSTRUMENT

Exploring Professionalization of Emergency Management in Maine

Introduction. You are invited to participate in a research study entitled “Are We There Yet? Exploring Professionalization of Emergency Management in the State of Maine.” The purpose of the research is to investigate the degree of professionalization of emergency management in Maine. By building on existing professionalization-related research and conceptual frameworks, this research aspires to identify recommendations to further advance the status of the professionalization of emergency management in Maine.

- 1) Participation is voluntary. The alternative to participating is to not participate.
- 2) It is estimated that this survey will take participants 15 minutes to complete.
- 3) There are no reasonably foreseeable risks or discomforts to participating this survey. You may exit this survey at any time.
- 4) There are no direct benefits to participation. An indirect benefit of participation is the contribution towards enhancing the professionalization of emergency management in Maine.

Procedures.

- If you consent to participate in this research, you will be directed to the survey questions. Should you decline to participate in this research, you will not be directed to the survey questions.
- It is estimated that up to 350 emergency managers at the local, county, and state levels in Maine may participate in this survey.
- No compensation will be provided.

Location. The survey will take place online.

Confidentiality & Privacy Act. Any information that is obtained during this study will be kept confidential to the full extent permitted by law. All efforts, within reason, will be made to keep your personal information in your research record confidential but total confidentiality cannot be guaranteed. Your information collected as part of the research, even if identifiers are removed, will not be used or distributed for future research studies. Survey data will be stored on Naval Postgraduate School

servers and Qualtrics and will be accessed and maintained by Emily Kaster and Dr. Shannon Brown.

Points of Contact. If you have any questions or comments about the research, or you experience an injury or have questions about any discomforts that you experience while taking part in this study please contact the Principal Investigator, Dr. Shannon Brown, 650–387-1361, sabrown1@nps.edu. Questions about your rights as a research subject or any other concerns may be addressed to the Navy Postgraduate School IRB Chair, Dr. Larry Shattuck, 831–656-2473, lqshattu@nps.edu.

Statement of Consent. I have read the information provided above. I have been given the opportunity to ask questions and all the questions have been answered to my satisfaction. I have been provided a copy of this form for my records and I agree to participate in this study. I understand that by agreeing to participate in this research and signing this form, I do not waive any of my legal rights.

- ☐ I consent to participate in the research. (1)
- ☐ I do not consent to participate in the research. (2)

Sampling For the purpose of monitoring the survey sampling methodology, could you please identify how you received this invitation to participate?

Part I: Demographic Questions

Q1 Gender

- ☐ Male (1)
 - ☐ Female (2)
 - ☐ Non-binary / third gender (3)
 - ☐ Prefer not to say (4)
-



Q2 Age

Q3 What is the highest level of formal education that you have attained?

- ☐ Less than high school diploma (1)
- ☐ Secondary (high school) diploma or equivalent (2)
- ☐ Some college coursework (3)
- ☐ Associate's degree (4)
- ☐ Bachelor's degree (5)
- ☐ Graduate certificate (6)
- ☐ Master's degree (7)
- ☐ Doctorate (8)

Q4 Please select any of the following emergency management trainings that you have attended.

- ☐ FEMA Independent Study (IS) courses online (1)
- ☐ National Disaster Preparedness Consortium Courses (TEEX, CDP, NDPTC, etc.) Online or In-Person (2)
- ☐ Training provided by the Maine Emergency Management Agency (3)
- ☐ Training provided by a County Emergency Management Agency (4)
- ☐ In-residence course at the Emergency Management Institute (5)
- ☐ None (6)
- ☐ Other (please specify) (7)

Display This Question:

*If Please select any of the following emergency management trainings that you have attended.
= Other (please specify)*

Q4 follow up Please specify which other emergency management trainings that you have attended (in general).

Q5 Please select any of the following professional Emergency Management Certifications you possess.

☐ Certified Emergency Manager - Maine (CEM-ME), credentialed by the Maine County Directors Council (1)

☐ Basic Emergency Manager I, credentialed by the Maine County Directors Council (2)

☐ Basic Emergency Manager II, credentialed by the Maine County Directors Council (3)

☐ Associate Emergency Manager (AEM), credentialed by the International Association of Emergency Managers (4)

☐ Certified Emergency Manager (CEM), credentialed by the International Association of Emergency Managers (5)

☐ Other specialized certifications (6)

☐ None (7)

Display This Question:

If Please select any of the following professional Emergency Management Certifications you possess. = Other specialized certifications

Q5 follow-up Please describe the other specialized emergency management certifications that you possess (such as: Master Public Information Officer, Master Exercise Practitioner, Master Continuity Practitioner, Certified Floodplain Manager, etc.).

Q6 Are you an active member of any professional emergency management organizations? (For example, the International Association of Emergency Managers)

☐ Yes (1)

☐ No (2)

Display This Question:

If Are you an active member of any professional emergency management organizations? (For example, th... = Yes

Q6 follow-up Please list the professional emergency management organizations that you belong to.



Q7 How many years of experience do you have working in emergency management? Please respond with a number.



Q8 How many years of experience do you have working in emergency management **in Maine**? Please respond with a number.

Q9 What type of Emergency Management Organization are you are currently employed by?

- ☐ Municipality (1)
 - ☐ County Emergency Management Agency (2)
 - ☐ State Agency (3)
-

Q10 (Optional question) Please select the county in which you are employed. This question is optional. This information will produce additional context (urban or rural) and a more detailed picture of geographic diversity represented in this survey. It may be presented in a generalized mapping format, without exact location names in order to provide a visual representation of the survey data. If you prefer not to answer, please leave blank and proceed to the next question.

▼ Androscoggin (1) ... York (16)

Q11 What is your current employment status in emergency management?

- ☐ Volunteer (1)
 - ☐ Part-time (2)
 - ☐ Full-time (3)
-

Q12 Annual Salary

▼ \$20,999 or below (1) ... \$100,000 or more (10)

Q13 Is your current position dedicated only to emergency management or is it a shared responsibility with another function?

- ☐ Dedicated to emergency management only (1)
- ☐ Shared responsibility with another function(s) within my organization (2)

Part II: Attitudinal Professionalism Please carefully read and select the statement which best describes your personal attitude towards emergency management in Maine.

P2, Q1 I believe it is important to systematically read professional literature.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q2 Other professions are actually more vital to society than mine.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q3 My fellow professionals have a pretty good idea about each other's competencies.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q4 People in this profession have a real calling for their work.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q5 I can make my own decisions in regard to what work is to be done.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q6 I can maintain an acceptable standard of practice without continuing education programs.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q7 I regularly attend professional meetings at the local level.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q8 I think that my profession, more than any other, is essential for society.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q 9 A problem in this profession is that no one really knows what their colleagues are doing.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q10 The dedication of people in this field is gratifying.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q11 I have autonomy at work to make decisions on emergency management matters.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q 12 Continuing education such as self-study or seminars is essential for my work.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q13 I believe that professional organizations should be supported.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q14 The importance of my profession is sometimes over stressed.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q 15 Emergency Management personnel really have no way of judging each other's competence.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q 16 People in this field have a high level of dedication to their occupation.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q 17 My own professional decisions are subject to review.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q18 My daily practice is all the continuing education I need.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q19 The professional organization doesn't really do much for the average member.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q20 Some other occupations are more important to society than mine.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q21 There is not much opportunity to judge how another person does his/her work.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q22 Most people would stay in the profession even if their income were reduced.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q23 I am my own boss in almost every work-related situation.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q24 Continuing education is of little important to my practice.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q25 I don't think it's important to read professional literature too often.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q26 If ever an occupation is indispensable, it is this one.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q27 My colleagues know how well we all do our work.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q28 There are very few people who really don't believe in their work.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q29 Most of my decisions are reviewed by other people.

- ☐ Strongly agree (1)
 - ☐ Agree (2)
 - ☐ Neutral (3)
 - ☐ Disagree (4)
 - ☐ Strongly disagree (5)
-

P2, Q30 My practice would suffer if I did not attend continuing education programs.

- ☐ Strongly agree (1)
- ☐ Agree (2)
- ☐ Neutral (3)
- ☐ Disagree (4)
- ☐ Strongly disagree (5)

Part III: Professionalization of Emergency Management in Maine

Professionalization is defined by Oxford Languages as “the action or process of giving an occupation, activity, or group professional qualities, typically by increasing training or raising required qualifications.”

P3, Q1 Do you consider emergency management a professional occupation or a skill occupation?

- ☐ Professional occupation (1)
 - ☐ Skill occupation (2)
-

P3, Q2 Do you believe that emergency management in Maine **is** professionalizing?

- ☐ Yes (1)
 - ☐ No (2)
 - ☐ Undecided (3)
 - ☐ I don't care (4)
-

P3, Q3 Do you believe that emergency management in Maine **should** professionalize?

- ☐ Yes (1)
 - ☐ No (2)
 - ☐ Undecided (3)
 - ☐ I don't care (4)
-

P3, Q4 Do you believe that emergency management in Maine **can** professionalize?

- ☐ Yes (1)
 - ☐ No (2)
 - ☐ Undecided (3)
 - ☐ I don't care (4)
-

P3, Q5 Do you support efforts to define emergency management as a bona fide profession in Maine?

- ☐ Yes (1)
 - ☐ No (2)
 - ☐ Undecided (3)
 - ☐ I don't care (4)
-

P3, Q6 Are there any additional comments on the professionalization of emergency management in Maine that you wish to share?

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APPENDIX B. CRONBACH ALPHAS

Survey Factor Correlations and Alphas

Factor and Item	Corrected Item Total Correlation	Cronbach's Alpha All Questions	Cronbach's Alpha Final
<i>Professional Organizations</i>		.46	.62
Attend professional meetings.	.15		Removed
Read professional literature.	.15		Removed
Should be supported.	.37		
Don't do much for members.	.09		Removed
Not important to read professional literature.	.57		
<i>Continuing Competence</i>		.83	.83
I can maintain standards without continuing ed.	.57		
Continuing education is essential.	.63		
My daily practice is all I need.	.64		
Little important to my practice.	.75		
My practice would suffer if I did not attend.	.65		
<i>Self-Regulation</i>		.66	.67
Professionals know other's competency.	.43		
No one knows what colleagues are doing.	.30		Removed
No way to judge other's competence.	.45		
Not many opportunities to assess competence.	.44		
Colleagues know how well we do our work.	.48		
<i>Sense of Calling</i>		.62	.70
People would stay in profession if income reduced.	.14		Removed
People in profession have a calling for their work.	.39		
Dedication of field is gratifying.	.50		
People have high level of dedication to occupation.	.47		
Few people who don't believe in their work.	.43		
<i>Autonomy</i>		.65	.73
Decisions subject to review.	.00		Removed
I make decisions on what work is to be done.	.53		
I have autonomy at work.	.47		
I am my own boss in work-related situations.	.52		
Most of my decisions are reviewed by others.	.48		
<i>Belief in Service to the Public</i>		.53	.69
Profession is essential for society.	.41		
Other occupations are more important than mine.	.41		
Importance of my profession is over-stressed.	.19		Removed
Other professions more vital to society.	.39		
This profession is indispensable.	.16		Removed

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APPENDIX C. SURVEY OPEN RESPONSE SUBMISSIONS

1. As needed as professionalization is in the State, there will be alot of push back on actually doing it!
2. recognition of professionalism and appropriate compensation go hand in hand
3. I believe some standard of professional accreditation (outside of FEMA ICS certificates) is necessary to show not only an ability to meet a uniform standard but also to lend credence to what we are espousing.
4. Rural towns can not afford a professionalized emergency manager. The local fire chief is often the EM and has enough other things on her plate to keep her busy without trying to gain additional credentials.
5. Even local volunteer EMs can professionalize; by being involved in continuing education.
6. The vast majority of local EM Directors are Fire or Police Chiefs. By nature, this leads to emergency management taking a back seat to their primary role. Emergency management isn't entirely ignored, but is a much lower priority than law enforcement or fire fighting. Also, since the occurrence of large scale disasters in Maine is infrequent, emergency management often doesn't get the necessary financial support to develop/exercise effective plans, purchase and maintain supplies and equipment, or maintain staffing sufficient to respond to or recover from disasters.
7. This is a tough issue as many EMA directors in rural Maine are volunteers as those communities can't justify paying for the position. In my many years I found some who wanted to professionalize this profession [were] self serving and not always committed to delivery of service but self serving. Believe there is a balance between need for volunteers and [need] for EM to be better educated.

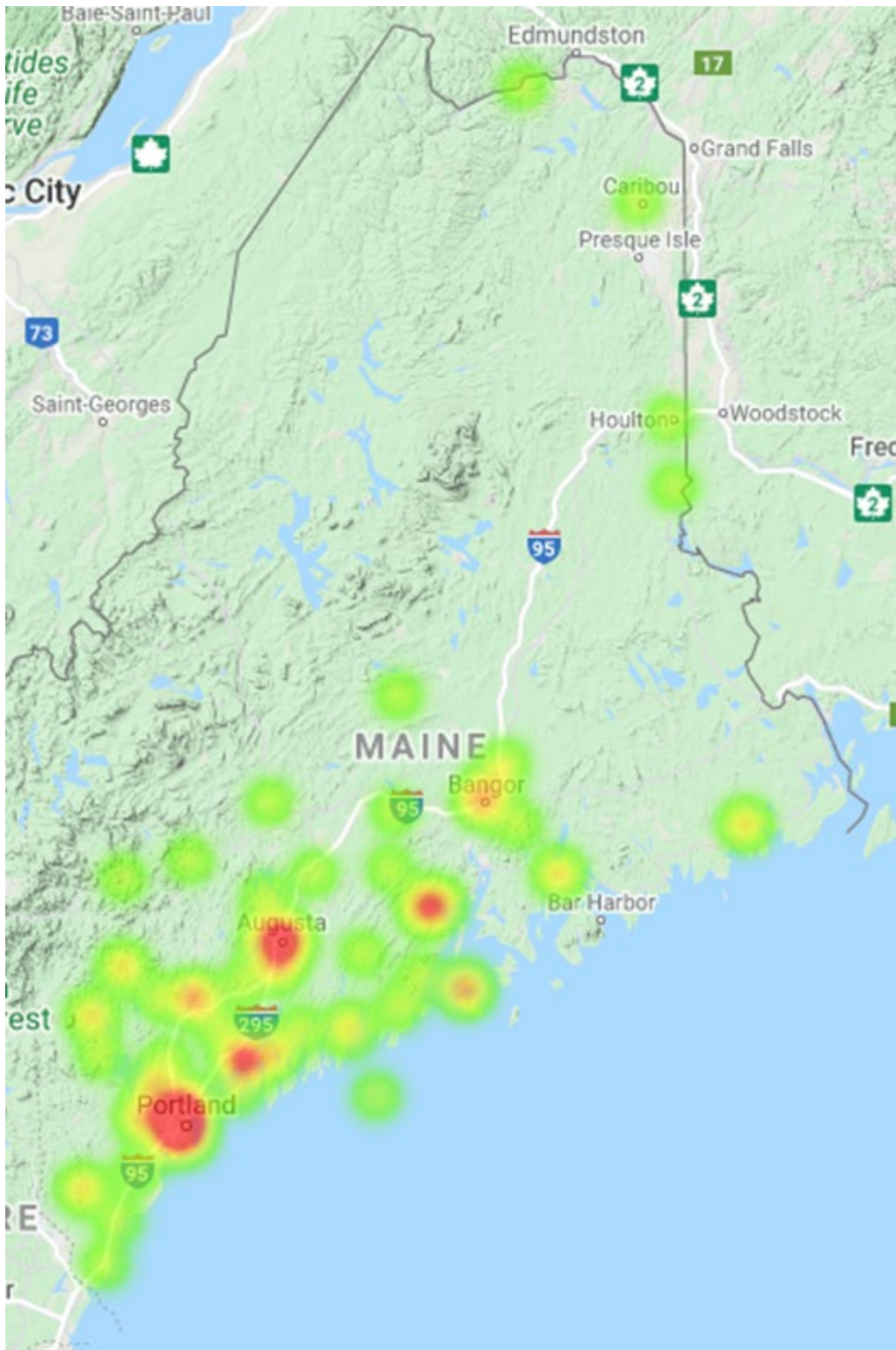
8. Maine's treatment of Emergency Management is new to me. I recently relocated from [state] which has been a change. Maine communities, as a whole, seem to want to keep things separate. I keep hearing "So we have control over it." This is a conversation topic weekly. I cannot not find records of joint trainings, AARs of regional exercises, or even a simple tabletop discussion. I am hoping that further professionalization of the Emergency Management Field for Maine really opens the door for joint efforts. If there is an incident in my area I can clearly say I am unsure what my local neighboring EMAs capacities are. The idea of sharing information and training is lost.
9. EM should continue to recruit, hire and retain persons of diverse professional backgrounds, but also work to ensure those persons are professionally motivated, evaluated and accountable. It is not a profession for persons interested in being "retired on active-duty."
10. Most citizens have no idea what emergency management does or is.
11. Assuming the second question eludes to EM becoming more professionalized as time goes on?
12. Leadership should be required study for the professional
13. A board of reviewers is needed
14. I think EM should be highly professionalized at the county level and above (as well as within Maine's larger municipalities), but should be skill-based at the town level. If it were to be professionalized across the board, Maine would struggle to recruit and retain sufficient numbers to fill the local level EMA positions.
15. At municipal level, lack of awareness of what emergency management does on a daily basis makes it difficult to fairly compensate the positions.
16. I believe professionalization is important, but in such a rural state it will be difficult to make it mandatory. A hybrid approach that allows for and

recognizes professional certifications but also allows for wide volunteerism will likely be the most effective model in my opinion.

17. EM in Maine has come a LONG LONG way since I began work as a FF in 1989
18. We should better prepare for succession planning
19. Maine is still very rural and EMA directors are sometimes wearing 2 maybe even 5 hats and the EMA portion is the lowest concern. Also Maine has very few “events” so most plans are set and forget until needed if even needed.
20. It will take time and a shift in thinking so that it is not a job responsibility that is just added on to another pre-existing job responsibility
21. Access to professional organizations, standards committees, and whole community membership groups on emergency management topics are critical to us successfully advancing and meeting public needs.
22. With professionalization comes increase expectations and thus salaries. Counties and municipalities do not seem very open to compensating EMA staff at levels equal to those in private sector. This appears to be a lack of understanding by local officials as to what EMA does and could do. With turnover of elected officials, there is rarely time or opportunity to impart this knowledge on incoming decision makers.
23. No additional questions. I look forward to the results and interpretation of the data collected.
24. Critical to the safety of Maine residents, especially our at- risk populations
25. As a National Guardsman activated to support COVID, I am not a true “emergency manager,” but I can tell you that everyone I’ve seen at the state level has a true passion for the work, and they regard emergency management as a profession. I believe continuing education IS important for emergency managers, but not for the temporary, very specific work that I do in the field.

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APPENDIX D. HEAT MAP OF SURVEY RESPONSES



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APPENDIX E. INTERVIEW QUESTIONS

1. General Questions

1. What does the term “professionalization” mean to you as an emergency manager?
2. Discuss any changes that you have observed in the professional standing of emergency managers after Maine’s 2008 legislation on emergency management.
3. Please describe your familiarity with the following emergency management certifications specific to Maine: CEM-ME, Basic Emergency Manager I and II.
4. Describe your perceptions of these emergency management certifications as scales to measure professionalism.
5. What professional attributes do you hope to see among Maine’s next generation of emergency managers?
6. What do you see as major barriers for emergency management to professionalize in Maine?

2. Structural Model Questions

1. *Full time jobs:* What have you observed about the existence of full-time emergency management jobs in Maine? Why do you think that is the case?
2. *Training School:* Discuss training schools (or an equivalent) that emergency managers in Maine attend.
3. *Professional Association:* Describe any collaboration that you have had with emergency management professional associations in Maine.
4. *Legal Provisions:* Discuss any legal provisions for emergency management jobs in Maine. For example, any legal protections to ensure

that not every individual can call themselves an emergency manager, or a legal definition of competence such as a specific license or certification.

5. *Code of Ethics*: Discuss any code of conduct or ethics among emergency managers in Maine that you are aware of. If not, what might be the benefits to developing one?
6. On a scale of 1 (being the lowest) and 10 (being the highest), what is the level of professionalism of emergency managers in Maine?

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