

Community Lost

The State, Civil Society, and Displaced Survivors of Hurricane Katrina

Neither government programs nor massive charitable efforts responded adequately to the human crisis that was Hurricane Katrina. In this study, the authors use extensive interviews with Katrina evacuees and reports from service providers to identify what helped or hindered the reestablishment of the lives of hurricane survivors who relocated to Austin, Texas. Drawing on social capital and social network theory, the authors assess the complementary, and often conflicting, roles of the Federal Emergency Management Administration (FEMA), other governmental agencies, and a range of nongovernmental organizations in addressing survivors' short- and longer-term needs. Although these organizations came together to assist with immediate emergency needs, even collectively they could not deal with survivors' long-term needs for employment, affordable housing, and personal records necessary to rebuild lives. *Community Lost* provides empirical evidence that civil society organizations cannot substitute for an efficient and benevolent state, which is necessary for society to function.

Ronald J. Angel is Professor of Sociology at the University of Texas, Austin.

Holly Bell is a Research Scientist with the Center for Social Work Research in the School of Social Work at the University of Texas, Austin.

Julie Beausoleil is an Affiliate Research Associate with the Center for Social Work Research in the School of Social Work at the University of Texas, Austin.

Laura Lein is Dean and Katherine Reebel Collegiate Professor of Social Work and Professor of Anthropology at the University of Michigan.

Community Lost

*The State, Civil Society, and Displaced
Survivors of Hurricane Katrina*

RONALD J. ANGEL

University of Texas, Austin

HOLLY BELL

University of Texas, Austin

JULIE BEAUSOLEIL

University of Texas, Austin

LAURA LEIN

University of Michigan



CAMBRIDGE
UNIVERSITY PRESS

Cambridge University Press & Assessment
 978-1-107-00295-1 — Community Lost
 Ronald J. Angel, Holly Bell, Julie Beausoleil, Laura Lein
 Frontmatter
[More Information](#)



CAMBRIDGE
 UNIVERSITY PRESS

Shaftesbury Road, Cambridge CB2 8EA, United Kingdom
 One Liberty Plaza, 20th Floor, New York, NY 10006, USA
 477 Williamstown Road, Port Melbourne, VIC 3207, Australia
 314-321, 3rd Floor, Plot 3, Splendor Forum, Jasola District Centre, New Delhi – 110025, India
 103 Penang Road, #05-06/07, Visioncrest Commercial, Singapore 238467

Cambridge University Press is part of Cambridge University Press & Assessment,
 a department of the University of Cambridge.

We share the University's mission to contribute to society through the pursuit of
 education, learning and research at the highest international levels of excellence.

www.cambridge.org

Information on this title: www.cambridge.org/9781107002951

© Ronald J. Angel, Holly Bell, Julie Beausoleil, and Laura Lein 2012

This publication is in copyright. Subject to statutory exception and to the provisions
 of relevant collective licensing agreements, no reproduction of any part may take
 place without the written permission of Cambridge University Press & Assessment.

First published 2012

First paperback edition 2013

A catalogue record for this publication is available from the British Library

Library of Congress Cataloging-in-Publication data

Community lost : the state, civil society, and displaced survivors of
 hurricane Katrina / Ronald J. Angel ... [et al].

p. cm.

Includes bibliographical references and index.

ISBN 978-1-107-00295-1 (hardback)

1. Hurricane Katrina, 2005. 2. Emergency management – Gulf Coast (U.S.).
 3. Disaster relief – Government policy – Gulf Coast (U.S.). 4. Disaster
 victims – Gulf Coast (U.S.). I. Angel, Ronald. II. Title.

HV55I.4.G85C66 2012

976'.044-dc23 2011032289

ISBN 978-1-107-00295-1 Hardback

ISBN 978-0-521-17616-3 Paperback

Cambridge University Press & Assessment has no responsibility for the persistence
 or accuracy of URLs for external or third-party internet websites referred to in this
 publication and does not guarantee that any content on such websites is, or will
 remain, accurate or appropriate.

Contents

<i>Acknowledgments</i>	<i>page vii</i>
Introduction: In the Shadow of T. H. Marshall – Social Capital, Social Rights, and Sources of Vulnerability among Low-Income and Disadvantaged Groups	i
1 After the Storm: The State, Civil Society, and the Response to Katrina	17
2 An Emerging Methodology for a Crisis Situation	34
3 Life before the Storm: The Old Community	55
4 Evacuation and Arrival in Austin	80
5 The Limited Transportability of Social Capital	100
6 Civil Society, NGOs, and the Grassroots Response	123
7 Housing, Employment, and Identification	150
8 Health Care and the Limitations of Civil Society	172
9 The State, Civil Society, and the Limitations of Social Capital	192
<i>Bibliography</i>	211
<i>Index</i>	235

Acknowledgments

This research was supported in part by the National Science Foundation grant No. 0555113.

The work reported here was accomplished by a large team of researchers, and we are grateful to them. Faculty from several universities who contributed to this project include Dawn Fowler, Roberta Greene, Johnnie Hamilton-Mason, Barbara Jones, Shanti Kulkarni, Elizabeth Mueller, Beth Pomeroy, Loretta Pyles, Michele Rountree, and Cal Streeter. Students, postdoctoral Fellows, and research associates who contributed to the project included Tuti Alawiyah, Michael Balliro, Anna Bauer, Megan Becknell, Melissa Biggs Coupal, Elisa Borah, Rachel Brown, Beth Bruinsma Chang, Sara Elizabeth Campbell, Annette Cerda, Cati Connell, Cristina Coupal, Daniela de los Angeles, Donna Del Bello, Monica Faulkner, Amy Felker, Courtney Fitzgerald, Anjali Fleury, Griselda Flores, Stephanie Gajewski, Angelica Gonzalez, Melissa Haney, John Huggins, Tenisha Hunter-Cleveland, David Johnson, Kristie Kimbell, Rebecca Kuipers, Leslie Landwehr, Ashley Lemell, Monica Lenker, Letti Lopez, Elissa Madden, Pam Malone, Ginger Mayeaux, Emily Miller, Jennifer Karas Montez, Coleen Moreno, Tammy Peacock, Allen Pittman, Lisa Pokorny, Julie Ramirez, Diane Rhodes, Megan Reid, Laura Romsdahl, Ratonia Runnels, Dolores Saenz, Sara Siegel, Amanda Rowe Tillotson, Laura Texera, Bernice Tostado, Emily Wade, Georgeanne Wilkins, Mary Williams, and Emily Ybarra.

We also received considerable assistance from the Center for Social Work Research, the Population Research Center, and the Office for Research Support at the University of Texas at Austin, which made this work possible.

This project would have been impossible without the collaboration and participation of the many service workers who answered our questions, provided documentation, and offered their interpretations. They have our gratitude.

And finally, we appreciate deeply the willingness of so many Katrina survivors to share their stories with us. Their struggles, trauma, and resilience are at the core of this work.