

Other federal departments and agencies

Department of Education.

FEMA provides technical and training support to the school safety program funded through Department of Justice (DOJ) and Department of Education (DOE). This program is in response to incidents of school violence.

Training support includes the Multi-Hazard School Safety Course (E-362). The FEMA course is designed to prepare teams (key school personnel plus local law enforcement, fire and rescue, and emergency medical partners) to develop all-hazard emergency plans, with school violence identified as a priority hazard in support of the school safety program. School emergency plans cover other emergencies as well, including major natural, technological and other man-made disasters. The community and family preparedness 2000 annual conference will also include plenary sessions and workshops on the school violence problem

Department of Justice (DOJ) Crisis Response Group

The PTE directorate participates in a focus group sponsored by DOJ's office of Justice programs for input to a proposal for a funded crisis response program with FEMA's crisis response system under the Stafford Act as a model. DOJ is the other principal federal department that funds support for the safe schools initiative, a response to school violence. DOJ's victim assistance program, created to assist crime victims, is a resource in school violence situations and a potential area for community and family preparedness and other outreach cooperation.

Administration on Aging (AoA) of the Department of Health and Human Services (DHHS)

Partnership initiated in 1995. Cooperation supported the development of a program video and reciprocal conference participation in 1995. AoA's program started as a good model of integration of emergency management and support services, and coordination in support of the special needs of the elderly.

American Indians and Alaska Natives tribal Governments

FEMA's partners are the approximately 557 federally recognized tribes across the country. In September of 1998, FEMA Director James Lee Witt signed FEMA's Final Agency Policy on Government-to-Government Relations With American Indian and Alaska Native Tribal Governments. FEMA developed this policy to affirm the agency's understanding, support and pursuit of a government-to-government relationship with all federally recognized tribal nations. This policy is the catalyst that strengthens the agency's relationship with its tribal partners. Since the publication of this policy, FEMA has initiated pilot projects with six tribal nations to develop exemplary preparedness projects that can be adopted by other tribes. The purpose of these pilot projects is to work with a variety of tribal governments on emergency management programs to better prepare them for the hazards they face, to reduce their disaster vulnerabilities, and respond quickly and compassionately when disasters strike. With this practical experience, FEMA may identify significant programmatic issues as well as resource and staffing requirements that will enable the agency to better serve the needs of its tribal

partners.

As a result of this partnership, the most recent volume of the Compendium of Exemplary Practices in Emergency Management (Volume IV) contains an emergency preparedness best practice from the Prairie Island Indian Community located in Welch, Minn.

As the agency encourages all of its partners to look at disaster resistance from a sustainable development perspective, partnering with Native Americans regarding our efforts will be an invaluable asset to both the agency and the tribes; contributes to disaster preparation, reduces potential losses, and builds a stronger emergency management infrastructure not just for our tribal partners, but also for our nation.

The Readiness division established partnerships and a close working relationship with a number of groups and organizations which have been extremely helpful to the division staff and instrumental in facilitating the formulation and implementation of the Comprehensive Exercise Program (CEP) and other division project and program activities such as terrorism related and other exercises, Y2K regional and other related workshops, etc. In fact, FEMA's Y2K preparedness resulted in new partnerships not previously established. Additional efforts are also underway to build upon the working relationship with the Department of Justice and the National Domestic Preparedness Office to better coordinate joint terrorism efforts.

These partnerships and working relationships have been in existence, for the most part, throughout the 1993-2000 time period. Their involvement has occurred naturally over that time period as a direct result of (a) the nature of the division's comprehensive federal/state/local exercise program designed to enhance the overall readiness of the emergency management community to deal effectively with unexpected, all-hazard disasters and emergencies and (b) FEMA's recognition that an effective emergency management program can only be achieved if all segments of the emergency management community are fully engaged and equal partners throughout a joint, coordinated process including planning, training, and exercises. The specific groups and organizations that FEMA has worked with in partnership over the 1993-2000 time period are reiterated below.

- Comprehensive exercise program work group
- Federal Response Plan exercise planners work group
- State exercise officers
- State training officers
- National Emergency Management Association
- International Association of Emergency Managers
- National Congress of American Indians
- American Indian and Alaska Native tribal governments
- Interagency work group on domestic and international counter terrorism exercises subgroup
- Presidential Decision Directive 62 contingency planning and exercise subgroup
- Multi-agency task force on Nunn-Lugar-Domenici exercises
- Emergency Preparedness Canada
- North Atlantic Treaty Organization
- Central United States Earthquake Consortium
- International Association of Fire Chiefs

- Center for Year 2000 Planning (Y2K)
- Global Action Plan (Y2K)

One of the most profound and positive changes that has occurred in the Training division is the focus on partnerships. Over the past seven years, we have nurtured our traditional partnerships with organizations such as the National Emergency Management Association (NEMA) and the International Association of Emergency Managers (IAEM), but we have also worked very aggressively to establish new relationships with other organizations. Using interest based negotiating techniques, we have tried hard to find situations where both FEMA training and the organization both benefit from partnering. The Emergency Education Network (EENET) group has been especially successful in creating partnerships. In fact, the significant expansion of EENET programs that occurred in the past 5 years to a regular weekly schedule would not have been possible without the help of many partners. Below is a list of EENET's partners with the projects that have resulted from these relationships.

Department of Transportation/Office of Pipeline Safety

EENET provides videotapes and videoconferences for on-going public awareness projects.

Pennsylvania Emergency Management Agency (PEMA)

EENET and PEMA have been partnering on many projects over the past few years, but during 2000 the two major projects were exercising and school crisis response. PEMA also operates as a back-up uplink vehicle for EENET broadcasts.

Michael Holigan -- "Your New House" (Discovery Channel)

During 2000 provided segments on new material used in housing and types of tornado-proof rooms and hurricane-resistant walls to prevent damage. EENET also provided them with video footage on flooding and hurricanes for future Discovery Channel programs.

Virginia Beach Fire Department

The staff in Virginia Beach has been providing the "First Responder" segments for the National Alerts programs since they began in 1997. In 2000 under a cooperative agreement, they also developed a six-part hazardous materials and disaster series. All Virginia Beach programs are not only aired on EENET but are also carried over the Virginia Beach Cablevision Co. and the Virginia Tidewater Consortium for Higher Education. This has been a mutually beneficial partnership for everyone since its inception.

Hospice Foundation of America

The Hospice Foundation provided EENET with copies of two previous programs from their "Living with Grief" series for broadcast as a public service. In 2000 EENET actually simulcast a live program from this on-going series of programs.

U.S. Department of Agriculture/Animal Plant Health Inspection Service (USDA/APHIS)

In 1999 EENET produced a 2-day emergency preparedness satellite seminar for APHIS

in cooperation with the Department of Defense. This program was broadcast to the entire Western Hemisphere in both English and Spanish. This was the fourth in the series of APHIS seminars and resulting in USDA/APHIS receiving the coveted Demming Award for federal employee training. USDA was so pleased with the quality of the program, that EENET again produced and broadcast their fifth emergency preparedness seminar on Sept. 13 - 14, 2000.

National Fire Information Council (NFIC)

EENET developed training videos for NFIC and for use in the National Fire Academy courses on NFIRS 5.0. These training tapes were used to promote the new course and as video training modules. These training modules were also used on two EENET programs.

Technical support working group (TSWG)

The TSWG provided 90-minute magazine format programs on weapons of mass destruction (WMD) to be simulcast as part of the EENET program schedule. These programs were entitled "Consequence Management News," "Equipment, and Training" (CoMNET). These programs offered WMD related awareness information to the entire response community.

National alert series segment partner contributors

- Virginia Beach Fire Department, VA
- Montgomery County, MD
- City of Lake Havasu, AZ
- City of Lubbock, TX
- WGAL-TV - Lancaster, PA
- WBAL-TV - Baltimore, MD
- Irondale Alabama Fire Department & TV Alabama, Inc.
- Fire & Rescue Department, Portland, OR
- Dare County Emergency Management - Wilmington, NC
- Maryland Public Television
- Glade Elementary School, Walkersville, MD
- City of Madison, Wisconsin, & Dane County
- University of Maryland
- Knoxville, Tennessee Fire Department & WBIR-TV
- NOAA & National Weather Service
- New York State Electric and Gas
- Portland Fire Department
- Orlando, FL, Fire Department
- Michigan Municipal Risk Management
- Goochland Fire & Rescue, VA
- Seattle, WA, Police Department
- United Safe Boating Institute
- Dow Corning Corporation, Midland, MI
- Women in the Fire Service

- National Ski Patrol

In 1985, Public Law (P.L.) 99-145, Title 14, Part B, Section 1412 directed the Department of Defense (DoD) to dispose of its lethal unitary (pre-mixed) chemical agents and munitions while providing “maximum protection for the environment, the general public and the personnel involved in the destruction of lethal chemical agents and munitions...” While the possibility of a chemical stockpile incident with off-post consequences is remote, the Army recognized that the effects could be catastrophic. In its Final Programmatic Environmental Impact Statement, the Army recognized that one of the ways to protect the public from the effects of an off-post incident was to assist state and local governments in improving their emergency preparedness for such an incident. In response to congressional direction to protect the public during the destruction of the chemical agents, the Army decided to seek funds to support a site-specific emergency planning program for off-post communities located within those ten states that could be impacted by the off-post release of chemicals during storage or destruction. Thus the Chemical Stockpile Emergency Preparedness Program (CSEPP) was established.

Because the Army had no authorization to give funds directly to states, little experience dealing with state and local emergency management authorities, and possessed no infrastructure to manage the program, it looked for support from other federal agencies. FEMA’s ongoing programs uniquely positioned us to reach out to the state and local governments and assist the Department of Defense in meeting the “maximum protection” mandate. Therefore, FEMA joined the Army in implementing CSEPP through a Memorandum of Understanding (MOU) signed in August 1988. Under terms of the MOU, FEMA has the responsibility and accountability for all aspects of off-post emergency preparedness to include the following:

- Administer off-post CSEPP funds
- Support the states in developing response plans
- Prepare, develop, deliver and evaluate training
- Provide technical assistance
- Develop programs for evaluating off-site readiness capability

Ten states and 40 counties surrounding the eight U. S. Army stockpile sites participate in CSEPP. The 8 states hosting installations with chemical stockpiles are Alabama, Arkansas, Colorado, Indiana, Kentucky, Maryland, Oregon and Utah. Illinois and Washington also participate in the program due to their borders’ proximities to the Indiana and Oregon stockpiles, respectively.

Thirteen counties are in immediate response zones (IRZs), the areas closest to where the chemical agents are stored, generally within approximately six to nine miles radius.

Twenty-four counties are in protective action zones (PAZs), beginning at the outer edge of the IRZs and extending to a radius of approximately six to 31 miles. The remaining three counties are designated as host counties, which lie outside the IRZ and PAZ.

CSEPP is grounded in the partnership approach to problem solving. This spirit of partnership is evident in numerous cooperative activities and planning efforts among the installations, the communities surrounding the stockpile sites and the states. Our definition of “community” is one that cuts across all segments of the population who need to be involved, such as hospitals, schools, local officials and others. Among the

signs of increased cooperation are monthly or quarterly site-specific IPT's bringing together all affected parties at most sites; an approved accident classification system; and dedicated communications linkages between the installations and local government. In addition, we are developing a single automation system for civilian and installation Emergency Operations Centers (EOC). Finally, on- and off-post jurisdictions continue to participate in joint CSEPP training and exercises. Additional information on FEMA's CSEP program is available on the FEMA.GOV website under the Preparedness Training and Exercises directorate.

Similar in concept to CSEPP is the Radiological Emergency Preparedness (REP) program in which offsite planning preparedness is carried out around the nation's commercial nuclear power plants to protect the health and safety of the public in the event of an accident. The REP community meets in different forums ranging from federal Radiological Preparedness Coordinating Committee meetings and Regional Assistance Committee meetings to annual conferences and state and local meetings. The success of the program has been due to the strong federal, state, local, tribal, and industry partnerships that have been established. In 1996 a comprehensive strategic review of the REP program was initiated to streamline the program and make it more effective and efficient and the results are now being implemented.

The emergency food and shelter program, chaired by Preparedness, Training, and Exercises Associate Director Kay C. Goss, includes members on the board representing: the Jewish Federation, Catholic Charities, the Salvation Army, the National Council of Churches, the United Way, and the American Red Cross.

Prior to 1993 the Mt. Weather Police and Fire departments were largely unknown outside of the facility itself. Since that time both departments have achieved certification and have entered into mutual aid association with the local communities. The Fire Department's ability to respond to emergencies outside of Mt. Weather allows the facility to request support from these same local communities if the need arises. The Mt. Weather Police participate in ID programs for children in the local communities, work directly with all local and state law enforcement agencies on response issues, and in return have noted a dramatically increased level of cooperation with FEMA activities, even though removed by 70 miles.

Deregulation

What was your office's role, if any, in helping to get rid of unhelpful regulations within FEMA? How has deregulation efforts at FEMA resulted in the development of new innovations by employees in your office? How did deregulation improve your office's ability to respond more effectively during disasters?

Beginning in 1994, the Preparedness, Training, and Exercises (PTE) directorate reviewed all of its implementation documents and guidance that had been in effect for years in the civil defense era. Some guidance was eliminated, some was revised, and some was replaced with new documents emphasizing all hazards emergency management. This process made the job of the employees more pertinent to the most credible threats facing the nation thus increasing their pride in their jobs and credibility with all of PTE's many

partners. This shift in focus also allowed the PTE directorate to more carefully consider customer needs and respond with more beneficial programs.

Employees were empowered in this transition and leadership and staff used the emphasis on empowerment to look for opportunities to simplify procedures wherever possible. The Training division formed a "red tape committee," to examine all the division's administrative systems and processes and policies to find items that could be adjusted or eliminated. While they did not find many real problems, they were able to simplify correspondence procedures by pushing down authority to sign various documents. For example, authority to approve housing on campus at government expense for instructors in EMI classes, which had previously been the province of branch chiefs, was delegated to course managers.

Another form of getting rid of unhelpful regulation has been PTE's implementation of the plain language initiative, which has resulted in many of the agency's new regulations being written in clear English, not bureaucratic language.

Organizational Culture

How did FEMA's mission shift change the agency's organizational culture? (This question refers to FEMA's shift from a focus on National Preparedness to a focus on Emergency Management.)

The shift also resulted in the agency's move to a comprehensive, risk-based, all-hazards approach in emergency management exercises as outlined in the comprehensive exercise program within the PTE directorate. The Readiness division placed top priority on the importance of and need to partner with the various segments of the emergency management community to facilitate the establishment and implementation of a viable, cost effective, and timely emergency management program. **See the response to Standard Essay Topics 1 and 3 for further, more detailed information.**

As indicated in the Training division's **Standard Essay Topic #1**, the shift from a national preparedness focus to a focus on disaster preparedness and response had a profound effect on both the content and audience for training programs. **See Standard Essay Topic #1 for the details.**

The shift in mission focus from civil defense to all-hazards emergency management made the employees' day to day work much more relevant to actual threats facing the nation. This translated into greater ownership of programs and responsibility, more pride in work, higher credibility with outside customers, and more responsiveness to customers.

The shift from national preparedness to emergency management has led to many indirect changes at the Mt. Weather Management division. The shift has brought increased attendees from about 5,000 in 1992 to nearly 100,000 visitors in 1999. to the conference and training center, has allowed Mt. Weather to sponsor the first family day where many families were able to visit employee work sites for the first time ever, and integrated Mt. Weather more directly into the mainstream.

Training

Describe any new training initiatives or changes in old training offered by your office to employees since 1992.

Since 1992 training opportunities available to employees offered at the Emergency Management Institute (EMI) in Emmitsburg, Md., and the Mt. Weather National Emergency Training Center near Berryville, Va., have increased dramatically. Furthermore, the staff now receives valuable training through participation in exercise activities and under the comprehensive exercise program disaster/emergency response operations. New training initiatives are underway in the terrorism arena. Directorate staff members have also had the opportunity to take computer courses relative to Access, Excel, Powerpoint, etc.

Perhaps the most significant change of all, however, was the shift that began in 1991 for all EMI training away from teaching information to a performance-based approach to training. Instead of teaching EMI students to learn methods of the past, the Training division is committed to helping participants learn how to improve and innovate for the future. In 1997, EMI was awarded the first-ever Edward J. Demming Award for Outstanding federal Training.

This change had major impacts on all parts of the agency's training programs. Included were employee development training where we implemented FEMA-proprietary leadership training for all employees through new programs such as the Leadership Excellence Program for employees in leadership positions; the Professional Excellence Program for mid-level employees, and the Career Enhancement Program for all employees regardless of grade.

Agency training efforts also implemented the enormously successful FEMA Higher Education Project. This program advances the profession of emergency management by encouraging colleges and universities to offer degrees in emergency management. In 1994, when the program was initiated, only two colleges offered such degrees. Presently, 66 colleges and universities are offering degrees, certificates, minors, or areas of concentration in emergency management.

Finally, the period between 1992 and 2000 have seen a tremendous increase in all types of training. Changes in reporting no longer enable us to track training delivery by the states using EMI materials, but we believe that their training activities have experienced a similar growth during this period.

Since 1992 training changes have been in the Mt. Weather fire and police departments. These activities now attend the same certification and training courses as their civilian counterparts.

Directorate and Office Leadership

***(For Department Heads Only)* How did your leadership as director contribute to changes in your office or directorate? What were your primary objectives and how did you attempt to accomplish them? What were your successes?**

President Clinton and I believe very strongly that a key element of disaster management and first response is to establish solid programs with strong emergency preparedness

planning, training and education, exercise, partnership and outreach components. The high costs of disasters in the U. S., averaging somewhere around \$1 billion dollars each week and globally about \$5 billion dollars per week, compels us to implement aggressive emergency preparedness programs. There are no clear answers why it is worse now or why the number of disasters seems to be increasing. Part of it can be attributed to climatological changes, part of it relates to our living in a far more complex society with an increasingly valuable and complicated infrastructure located more in harms way, and part of it relates to the many new threats we now routinely face.

With this as the backdrop, I have done everything possible as associate director to design and implement programs in the Preparedness, Training, and Exercises (PTE) directorate to prepare the nation to meet this emergency preparedness and disaster management challenge head on and to lessen the effects of the hazards and disasters. The need for emergency managers and first responders to have knowledge in many different disciplines is critical for them to be able to effectively respond to today's threats. I have provided and enhanced the tools and capabilities they need. From the very beginning my leadership of the PTE directorate has incorporated as core elements the need to engage in partnerships and cooperative arrangements with as many other individuals and organizations as possible to reach out to and include many different constituents in our programs. This has allowed us to extend both the reach and effectiveness of the programs and to leverage scarce resources. Being from the academic community I know first hand the importance of training and education and I discovered early on that reaching out and fully engaging with others to tackle the challenges we face is one of the best ways to ensure success. Preparedness is truly the cornerstone of emergency management and my divisions and units have been built on the concepts of inclusiveness and partnering.

Our success in recent years in emergency preparedness and disaster management at FEMA has been due in large part to the many close partnerships we have established. I'm such a strong proponent of this that I'm known as FEMA's partnership preacher. Disaster management is big business and an important factor in the global economy. The rising costs and frequency of disasters worldwide and instant press coverage have placed emergency management on everybody's radar screen. The upside of this is that there is a much better understanding of and recognition of the key role that emergency managers and first responders play in ensuring everyone's well being. Economic growth, environmental changes, technological advances, and new threats have created tough challenges for society and for the emergency management profession. The definition of disaster now encompasses much more than it used to. Population growth has placed more people in harm's way. I have approached my job with one central goal in focus---delivering my programs to ensure that the nation's emergency management system is truly comprehensive and turned into the best system that it can be and that those who work in it have the skills and tools they need to make it successful in providing maximum protection to the population from all types of disasters and hazards.

Training and education must be a commitment of management in order to maintain and upgrade not only the performance capabilities of emergency managers, but also their professionalism. I have placed great emphasis on training and education and have made the Emergency Management Institute (EMI) the centerpiece of PTE programs and a place where I can bring together knowledge from a wide variety of sources and make that

knowledge available to students in a convenient way---a center of learning where thousands of experts come together and make contributions to the emergency management field. EMI has become an information powerhouse where students can access and consolidate a virtually unlimited range of information and knowledge in the area of emergency management and first response. The fruits of these efforts have been improved capabilities, recognition, and professionalism of emergency managers, translating into greater safety for and protection of our citizens. I have designed training programs that teach people how to do things, not just to know things, and focused on teaching the skills needed to accomplish the actual tasks required in disaster and first response situations. This is the approach we have used and it has been very successful.

At EMI we offer training curriculums in preparedness; mitigation; response and recovery; simulation and exercises; and management and professional development. Our programs are primarily delivered in the master trainer series; professional development series; higher education program, and master exercise practitioner program. We place great emphasis on enhancing the professionalism of emergency managers and first responders.

Our Emergency Education Network (EENET), a satellite television broadcasting system, is another extremely valuable training and education resource that allows us to reach large audiences simultaneously. We started with 9 EENET programs in 1995 and last year we produced 55 programs, reducing the cost from about \$52,000 per program in 1995 to just over \$11,000 in 1999. Since 1996, with all of the EENET program improvements, we received dozens of awards, including first place "Telly" awards and two classic "Tellys," awarded for the best programming over the past 20 years. The Tellys are like the Academy Awards of video production. We also received 10 Communicator Awards in 1999 for EENET programming. The expansion of EENET to weekly programming is possible because of our many new partnerships with organizations like:

1. Department of Transportation/Office of Pipeline Safety;
2. Home and Garden Television Network (mitigation programs);
3. Hospice Foundation of America (programs on loss and grief);
4. U.S. Department of Agriculture/Animal, Plant Health Inspection Service.
5. And dozens of government and private entities.

Our independent study courses also allow us to reach large numbers of students and will continue to play an important role in the future. Independent study course enrollments and completions jumped from 31,396 enrollments and 20,772 completions in 1993 to 59,433 enrollments and 46,646 completions last year.

We have been very successful in implementing a higher education project and now all 50 states are active in providing higher education courses in emergency management. Formal emergency management degree programs have been established in 48 states either at the certificate, associate, bachelor, masters, or Ph.D. level. Program participation continues to grow and 67 colleges now participate:

- 23 schools offer certificates, diplomas or a minor in emergency management
- 12 offer associate's degrees
- 11 offer bachelor's degrees

- 16 offer master's degrees
- 5 offer doctoral degrees

At least 22 additional colleges or universities are in the process of developing programs or looking into our program. As part of this initiative, we developed prototype bachelors-level courses, a prototype associate of arts degree curriculum, and 10 college level courses in emergency management-related topics that we can hand off to colleges for their use.

We are reaching out to and communicating emergency preparedness information with the nation's school systems and pursuing the incorporation of emergency preparedness materials into school curriculums. We started with the suburban Bowie, Md., school system and the state of Maryland in this initiative and just recently completed a successful yearlong pilot test in which we incorporated emergency preparedness materials into the Bowie school curriculum. Our goal is to expand this program into other Maryland schools and eventually into schools throughout the nation. A similar rural pilot project was launched in the Yell County, Ark., schools.

I have fostered the development of a comprehensive exercise program taking advantage of current technology to the maximum extent possible to test and evaluate the adequacy of plans and the capabilities of emergency managers to implement those plans to protect the public in the face of disasters. Several of the large hurricane, earthquake, and terrorism exercise activities in the Exercises/Readiness division proved to be very beneficial and provided direct benefits to the states involved and in many cases subsequently helped them manage real world emergencies and disasters. A good example is RESPONSE 98, the hurricane exercise in New England in 1998. The planning for the exercise actually helped local jurisdictions when they had to respond to the real world ice storm.

One of our major preparedness accomplishments is the implementation of the Capability Assessment for Readiness (CAR), the self-assessment tool states can use to measure their operational capability to carry out mitigation, preparedness, response, and recovery functions. We have conducted two CAR assessments, which have confirmed that our investment in the emergency management infrastructure is paying off. State, local, and Indian tribal government capability to respond to and handle disasters continues to improve. We have worked hard with the National Emergency Management Association (NEMA) to make the state CAR process and instrument world class and have come a long way.

CAR has been revised and enhanced. It now more accurately reflects the ingredients that comprise a state level emergency management system and factors in the National Fire Protection Association Emergency Management Standards (NFPA-1600). It is also being used as the foundation for the National Emergency Management Association's emergency management accreditation program. All states, territories and insular areas have completed two state CARs. Local and tribal CAR instruments and processes are also being developed, using lessons learned and products from the state CARs.

We convened five technology transfer workshops to bring together federal, state and local emergency management officials; representatives from the fire service and law enforcement communities; and representatives from research labs to discuss and exchange information on new technologies that can be applied to improving emergency

management and first response capabilities. Several technologies have been identified in the workshops that will provide direct benefits, for example: aqueous foams developed by the Sandia National Laboratories to decontaminate chemical and biological weapons agents and can be rapidly deployed, work in minutes, and do not generate toxic byproducts; a disaster warning and communications system developed by the Mitre Corporation, and used by Alaska in remote areas of the state; and a system to improve search and rescue for downed pilots and survivors of boating accidents developed by the National Search and Rescue community. This system can give the position of a downed aircraft or a disabled ship to within 10 meters, helping to save lives and money in search and rescue operations. Our goal is to identify technologies and ways to commercialize products and services to meet emergency management and first responder requirements effectively, rapidly, and inexpensively.

We have worked hard to increase outreach in all of our programs. As an example, we are coordinating with the minority emergency preparedness and information project (EPIP), a public/private partnership established to provide outreach to minority communities in emergency preparedness. EPIP provides a vehicle for national organizations, historically black colleges and other stakeholders to learn about the importance of emergency preparedness and incorporate these principles into community action. We have increased our outreach to tribal communities and are actively implementing FEMA's new American Indian and Alaska Native tribal government policy and aggressively reaching out to and coordinating with Native-American organizations across the country. We designated tribal liaison officers in each FEMA Region and I serve as the national level representative. We are doing everything possible to help the tribes strengthen their emergency preparedness and have incorporated tribal policy principles into existing policies and programs to the maximum extent possible. For example we:

9. Included the tribes in the Radiological Emergency Preparedness program strategic review;
10. Conducted training for FEMA's tribal liaison officers on the unique and relevant issues related to working with tribes;
11. Published a new policy on how tribal government public assistance funding will be administered directly from FEMA to tribal governments when they choose to act as their own grantee;
12. Designated the Eastern Band of the Cherokee as the first tribal *Project Impact* community;
13. Conducted the first tribal integrated emergency management course for the Gila River Pima-Maricopa Indian Community in Arizona;
14. Coordinated with the Bureau of Indian Affairs to develop a Memorandum of Understanding affirming working cooperatively with the tribes to foster preparedness, mitigation, response, and recovery;
15. Increased discussions with tribal colleges to bring more of them into our higher education program; and
16. Moved forward with tribal pilot projects to implement our policy.

We are also placing much greater emphasis on hazardous materials and have launched a national campaign to expand our Comprehensive Hazmat Emergency Response –

Capability Assessment Program (CHER-CAP), throughout the nation on a pilot project basis. CHER-CAP is a low-cost, locally based, FEMA assisted program, consisting of planning, training, and exercising designed to improve first responder capabilities to handle major HAZMAT incidents. It provides sound technical HAZMAT assistance to local communities and represents an interdisciplinary, interagency, intergovernmental and government-industry partnership endeavor at its best -- drawing on the resources and expertise of every element of the HAZMAT community to enhance HAZMAT preparedness.

CHER-CAP helps break down communications barriers so organizational issues that hamper preparing for significant HAZMAT incidents can be solved. The process concludes with a mass casualties exercise to help the community prepare for a HAZMAT incident or even the consequences of a terrorist incident. CHER-CAP reinforces preparedness for all hazards by drawing together all of the key players from the public and private sectors in a local response. CHER-CAP gives responders from fire, law enforcement, emergency medical services, hospitals, public works, health, environment, industry and volunteer organizations—a forum to plan, train and work together, demonstrating skills and discovering areas where improvements can be made in preparedness and response capabilities.

CHER-CAP adds a technological hazards component to the natural disaster resistance that is provided by Project Impact. The first CHER-CAP under the expanded initiative was completed on June 21, 2000, in a local emergency planning committee (LEPC) in Rhode Island. During the Rhode Island CHER-CAP, three local HAZMAT teams responded together for the first time in the exercise, the LEPC plan was updated, and improvements needed in communications and incident command were identified. A few days after the Rhode Island LEPC CHER-CAP exercise, the program was put to a real test. There was a major jet fuel spill in the area and as luck would have it, a car drove through and ignited the jet fuel causing a major fire. The local Rhode Island officials were able to successfully manage the incident and attributed this in large part to their participation in the CHER-CAP process and exercise. Twelve states, and the District of Columbia, will commence CHER-CAP activities during FY 2000. The regional offices project that around 40 additional CHER-CAP projects will be undertaken in FY 2001. CHER-CAP can play an important role in terrorism preparedness activities.

To more fully support terrorism preparedness, I placed the radiological, chemical stockpile, and hazardous materials programs, including CHER-CAP, all together in one division. We established a terrorism preparedness task force in the Preparedness directorate with representatives from each division and unit. I convened two workshops of FEMA's regional terrorism preparedness coordinators to help strategize a future course of action in the terrorism preparedness program and plan more in the future. We have considered lessons learned from all of our programs in developing our terrorism preparedness program. The information from the Chemical Stockpile Emergency Preparedness Program (CSEPP), Radiological Emergency Preparedness (REP) program, and CHER-CAP and the grass roots approach of these programs have been especially helpful. To provide guidance to our state and local partners, we produced an attachment to our planning guide, "Guide for All Hazard Emergency Operations Planning." The attachment provides unique counter-terrorism planning guidance to help state, local, and

tribal jurisdictions plan for weapons of mass destruction incidents. We deliver a number of terrorism-related training courses for state and local emergency management personnel and first responders, most notably the senior officials course and the integrated emergency management course. We also participate in and provide assistance in exercises.

I have published a "Compendium of Exemplary Practices in Emergency Management" every year since 1996. The compendiums offer fresh examples of efficient and effective emergency management practices and describe creative public and private sector emergency management initiatives. A panel of experts representing the emergency management and fire service communities, including the National Emergency Management Association (NEMA), the International Association of Emergency Managers (IAEM), the International Association of Fire Chiefs (IAFC), and the International Association of Firefighters assisted in preparing the Compendiums. The success of this document is due in a large part to our partners who unselfishly invest their time and energy in compiling and reviewing the materials to make it a meaningful tool that our state and local emergency partners can use to improve their own operations.

To implement the programs of the PTE directorate I reorganized the directorate in February 1999. There were few changes in the Training division or in the Mt. Weather Management division but three new divisions were established to improve program delivery: readiness; partnerships and outreach; and chemical and radiological preparedness, including the HAZMAT program. This realigned the missions, functions, and personnel among three former divisions: Exercises, state and local preparedness, and resources preparedness and capabilities, along with the regulatory services and coordination unit. The exercises program was strongly linked with the Capability Assessment for Readiness staff to constitute the Readiness division. This reorganization enabled us to better serve our emergency management partners.

All of my actions in leading the programs of the PTE directorate have been targeted toward integrating the functional areas of planning, training, exercises, partnerships, and outreach in a manner that will maximize emergency management capabilities and programs. I realize that in order to "raise the standard" of emergency management, these functional areas must not stand-alone and must be fully integrated to complement each other.

Future Direction

(For Department Heads Only) How do you see your office/directorate evolving in the next ten years?

We stand at the beginning of a new future where we can use the programs of the Preparedness, Training, and Exercises directorate and knowledge, backed up by solid science, as the best weapon to prepare for responding to disasters. Over the next ten years I envision that the core programs of the directorate will evolve into even more sophisticated programs that will receive increased recognition for the important role they play in forming the foundation of emergency management. Undoubtedly, the agency's mitigation models and programs will also continue to grow in importance, but the need

for strong preparedness capabilities will always exist. Advances in technology and science will play an important role in helping to improve delivery of the services provided by the PTE directorate. Trends over the last few years show an increase in the frequency and severity of disasters and emergencies and projections are that this trend will continue. PTE directorate programs must continue to evolve to stay on top of this challenge and to be able to provide information on and access to cutting edge programs, methods, and resources that will support development of the skills, knowledge, and capabilities needed by the emergency management and first response communities to ensure protection of the public. It is important to not let our guard down.

The success of the PTE directorate's programs has been due in large part to aggressive outreach activities and partnerships with many different constituents. I expect this to continue and to even increase in the future. Education and training programs will of necessity be expanded and new programs will be developed to help emergency managers and first responders hone existing skills and develop new skills. Further development of partnerships in emergency management training and education will increase the availability of and access to new sources of information and knowledge in emergency management and first response, making the potential to enhance capabilities virtually unlimited. We've come a long way in training in the last few years, but we also recognize that we also have a long way to go. The challenge of how to extend our training to reach more people and how to cover more topics will always exist and this is why it will be critical to continue the search for new technologies, methods, and partnerships.

More than 300,000 students are registered each year for FEMA courses, but the potential training audience exceeds 2.6 million students and this number is expected to increase. To meet this demand, it will be necessary to turn to other approaches to deliver the training. There will be continued emphasis on expanding the number of independent study courses, either through traditional paper-based systems, or through greater use of the Internet, Compact Discs, training videos, the Emergency Education Network, and other systems. There will be greater reliance on our partners to assist us in delivering training programs. The Internet will play an increasingly important role in training in the future because it can simplify training and make it more accessible to greater numbers of students. I expect to see more interactive and virtual training using computers.

Building the higher education project and degree programs with colleges and universities around the country will remain a top priority and heavy emphasis will be placed on signing up historically black, Hispanic and tribal colleges. At the same time, incorporating emergency preparedness materials into school curriculums across the nation will cultivate the concepts of emergency preparedness and disaster resistance into the population at an early age, creating generations of disaster-savvy children. Another benefit of incorporating these concepts into school curriculums is that the children learn it and then take it home and pass it on to their families. In addition, through increased outreach at the community level, I expect the general population to more fully embrace the need for sound emergency preparedness measures.

The successful technology transfer workshops will continue to bring together emergency managers and first responders. These workshops will play a critical role in the future by continuing to provide the opportunity for emergency managers and first responders to have access to the latest and best technologies in the nation, technologies that will improve emergency preparedness skills and capabilities. Exercises will continue to be a

mainstay in testing emergency response plans and preparing emergency managers for disaster response. As in training, technology must also play an important role in making exercises more effective and efficient. In the future, I expect to see exercises and seminars that take advantage of more creative and innovative techniques, such as those offered by computer modeling and simulations, and virtual reality. Corrective action program support systems must be improved so that they do a better job of capturing lessons learned from real world events and exercises. Improving this feedback mechanism is important to ensuring that the lessons learned are appropriately factored into the emergency management cycle to ensure better emergency planning and preparedness.

In the next ten years the profession of emergency management will reach new heights and this will be due in large part to our efforts at the Emergency Management Institute and through our Higher Education Project, school curriculum initiative, and other programs. We will become more involved with other nations around the world because they have so much to learn from us and we can learn so much from them. International activities will emerge as a much more important component of the mission of the agency and I believe we will be called upon much more frequently in the future to share the expertise we have worked so hard to develop. The profession of emergency management is enjoying more credibility and respect than ever before because of the recognition of its important role in saving lives, protecting property, and preserving the economy. I expect in the next ten years that this respect and credibility will continue to grow because of the efforts not only of the Preparedness, Training, and Exercises directorate, but also of all of the directorates and programs of FEMA.

Disaster Operations

Describe your office's role on the EST. Summarize an experience your office had working on the EST during one major disaster or emergency since 1992. What exactly did you do and what kinds of challenges did you encounter? Be specific and aim to leave the reader with a good understanding of what function your office fills on the EST, as well as the challenges you face.

The Preparedness, Training, and Exercises directorate has always been well represented on the Emergency Support Teams (EST) in a variety of roles ranging from EST director to Operations Section Chief for Emergency Support Function-5 (ESF) to filling various positions at all other levels on the Team. As an example, four of the Readiness Division staff members serve on the three EST teams (one on each team) as Information Processing System Plan Coordinators (2), Financial and Administrative Specialist (1), and Mission Assignment Coordinator (1).

Prior to 1994, the Training Division had no operational role in disaster operations although individual staff members worked on both the Emergency Support Team (EST) and Emergency Response Teams (ERT). In 1994, during the response to the Northridge Earthquake, the Training division sent staff to the disaster field office to establish the first Disaster Field Training Office (DFTO). Staff from the Emergency Management Institute (EMI) along with the Regional Training Manager from Region X assisted program

offices to deliver disaster training to the hundreds of temporary disaster workers the agency hired. The system proved to be very effective since it allowed staff to be trained quickly and to utilize their new skills immediately. Based on the success of this and subsequent efforts, the DFTO became institutionalized and is now an integral part of disaster operations.

The Preparedness, Training, and Exercises directorate staffed the Emergency Support Function-5 (ESF) Blue Team with both the day shift and night shift directors that helped ensure seamless coordination and transitions from daytime to nighttime operations for several hurricane disasters. One of the primary challenges was to stay on top of the enormous amounts of information flowing back and forth and to quickly make it available to those needing it to make decisions. There is always constant pressure to keep the White House and Congressional delegations informed. In one hurricane disaster response, the PTE EST director participated with the director in a conference call with all of the state Emergency Management directors in states located in the projected path of the storm. This is a good example of the proactive and forward-leaning approach of the director in disaster response.

Optional Essay

Significant Development/Change, 1992-2000

TITLE/NAME OF CHANGE

Development and Implementation of the Capability Assessment for Readiness (CAR)

DESCRIPTION OF THE CHANGE

A primary mission of FEMA is to provide technical assistance and assist states and local jurisdictions in building an emergency management capability. In order that those states/locals progress in that capability building process, they must assess their respective levels of readiness across the whole spectrum of hazards. The agency formerly had developed/distributed several different of assessment tools, most of which had serious flaws. Among the flaws in previous assessment tools were: 1) many were too cumbersome to administer; 2) many addressed specific hazards rather than emergency management capabilities, or functions; 3) some were "top down" in their orientation - toward capabilities of a national rather than of a state/local interest; and, 4) save but one assessment tool, none placed any emphasis on the strategic, long range implications of assessment findings.

In FY 1997, the agency undertook development of a new assessment tool that would seek to identify capability deficits and be easy to use. From inception, the CAR was also to be developed to be inclusive of state and federal perspectives and to be useful in the longer term rather than be just a momentary "snapshot in time" of capabilities. It was decided, the CAR should assess the relative capability of states to perform emergency management functions (states were using functional planning concepts long before FEMA). Those functions would be applicable in daily events as well as emergency events of any hazard, rather a capability to manage a particular hazard, such as floods. In cooperation with the National Emergency Management Association (NEMA), the

International Association of Emergency Managers (IAEM), the State Floodplain Manager's Association, plus partnering with selected regions, such as Region IV and its state partner, North Carolina, the initial Capability Assessment for Readiness (CAR) was developed and field-tested. During those initial tests and during the first full year of CAR implementation, considerable documentation was made toward revisions to better the CAR instrument. That instrument was fielded in FY 2000, and states have recently completed their CAR assessments. Overall, states indicate that the CAR is perhaps the best assessment tool FEMA has ever provided, and the agency is now working with those same partners above to develop a local CAR, due in FY 2001.

POSITIVE ASPECTS OF THE CHANGE

The CAR is now well established in the states and supported by the regions who are "in the trenches" everyday with the state partners. Its most positive aspects (and positive due to this change) are:

- Easy to administer (self-administered by the states, with technical assistance by FEMA staff as requested by states),
- It is computer based for ease of use and manipulation of data following completion of the assessment,
- The CAR is based on and seeks to assess capabilities in known and accepted emergency management functions, rather than looking narrowly at abilities to manage effects of a particular hazard,
- By the inclusion of external partners in the development of the CAR, its perspective is oriented toward the state (and local) perspective and is better suited to state/local needs than former assessment tools,
- External partners and the general public who are interested in their states' capabilities may review the CAR data easily because in its development, CAR was designed to be shared with the public;

Because it addresses basic functions, its ease of use, the emphasis that FEMA has placed on its use and the different underlying perspective, CAR results are readily usable in setting long range goals and objectives. In fact, with FEMA emphasis and states' initiation, CAR data is now being used in formal processes to identify deficiencies in emergency management systems, strategic planning to correct those deficiencies and in annual grant/assistance proposals to FEMA and other federal agencies which contribute to the building of an all hazards emergency management capability.

IMPACTS OF THE CAPABILITY ASSESSMENT FOR READINESS

The positive impacts due to the use of the CAR are numerous. One result of using the CAR has been the development of a local CAR, strictly for local jurisdictions. The local CAR is to be deployed in FY 2001.

Another impact has been a change in thinking at the state and federal (FEMA) levels about the importance of tying assessment results to forward-thinking, more future-oriented goals and objectives which concentrate on a progressive, multi-year development of emergency management capabilities. That type of thinking is already

appeared in most states' grant proposals for FY 2000, and is expected to a greater degree in FY 2001.

A very positive impact of the CAR is that it gives external constituents, the administration, the Congress, state officials as well as our partners in the general public and private sector a "picture" of the status of emergency management across the nation. By looking at national data and trends, public and other support can better be obtained for special emphases. And, use of CAR data is helpful in determining what the taxpayer is "getting" for their tax dollars spent to build emergency management capabilities.

Region IV has used the CAR for an informal, internal look at selected functional areas found in the CAR. Subsequently, that assessment was used to improve aspects of our internal operating processes and procedures. Region IV staff from PT-SL also served as advisors to the CAR development group at FEMA headquarters.

Finally, the CAR has some potential future uses. CAR data could be used, for example, to "target" certain states for accelerated technical assistance and/or incentive grants. With some modifications, it could be used in international outreach efforts by the agency, and by the private sector.

Results-Oriented Incentives

How has your office adapted new ways of motivating employees and improving program performance? Specifically, which methods of reward or accountability practices have been implemented? Cite specific criticism and praise that prompted such changes in your office, if applicable.

In 1996, FEMA Region V began using the employee performance system (FEMA Manual 3700.2/May 1996). This new system created a developmental climate by encouraging growth, opportunity, and challenge to all FEMA employees. PTE's regional employees are the directorate's greatest asset and the cornerstone of the agency's renewal program. The new employee performance system motivates employees because it provides a structured way in which employees are counseled quarterly. These quarterly discussions are beneficial both for the supervisor and the employee because it provides an opportunity to discuss the employee performance and it allows time for employees to improve during the year prior to the final rating. This system is an improvement over the past rating system, in which quarterly meetings were not required.

In 1997, FEMA Region V began using the FEMA reward and recognition system (FEMA Manual 3600.1/March 1997). This new reward and recognition system created a significant change in the way the employees are nominated and receive awards. The major change is that the new system allows for any employee to nominate any other employee for an award. In the past, only supervisors could nominate employees for awards. By allowing staff to recognize other staff or supervisors for awards, the award process has become more inclusive and fair, thereby increasing employee morale.

[Robyn: The following is the same essay topic covered by the directorate above, but below is the submission from the regional PTE divisions. Helen].

Use of Technological Innovations

Describe how your office has employed the use of new technology since 1992. Also, describe ways in which old technology has been used in a new way, if applicable. How have these technological innovations affected your office's performance?

Since 1992, Preparedness, Training and Exercises has made great strides in the use of technology to improve our efficiency. Some of these uses of technology are listed below:

Use of the Internet—the Internet has revolutionized the way FEMA gets information out to the public. It provides a constant and consistent message of preparedness, mitigation, response and recovery 24 hrs a day/365 days a year to the world. The FEMA website gets thousands of hits per day and has received many awards for its thoroughness. FEMA Region V has an updated section on www.fema.gov under "regional offices" which provides the public our organizational structure, contacts, and descriptions of our programs.

Use of the FEMA Region V intranet page

Our office recently created an internal intranet page to assist in the dissemination of information to regional staff. This intranet page provides non-public information to regional staff on upcoming events, internal policies, and procedures, and activities. Although not completed, our intranet page has much potential.

Use of Microsoft Office/Standardization of software

The decision to use Microsoft Office as our main software package was an excellent decision. Better yet, the decision to ensure that the agency as a whole was using the same software allows for information to be exchanged more easily.

E-mail addresses for all FEMA employees

All Region V employees in 1996 received internet e-mail addresses. This was necessary and has proved to be one of the most important technological developments for FEMA staff in Region V. Now, communication is possible with anyone who has an e-mail address. This access has allowed for inter-agency communication and exchanging of electronic information like never before. As a coordinating agency, this development was essential to PTE's mission.

Use of projection system in training room.

PTE's new training room has overhead projectors that can project anything that can be viewed on a computer screen connected to the projectors. In addition, the projectors can project video from a VCR that is connected to the projectors. The installation of these projectors has made our training activities and regional meetings much more effective.

Use of cell phones and pagers

The region has purchased and assigned cell phones to key staff that have a disaster response responsibility. These cell phones and pages have allowed for greater efficiency between our staff.

Implementation of the Emergency Alert System (EAS)

The EAS replaced the Emergency Broadcast System (EBS) in 1996. The EAS is a digital system that allows for more specific areas to be warned than with the EBS. In addition, the EAS has the capability to work in tandem with various consumer electronic devices whereby an EAS message can alert such a device even if it is turned off. Although such devices have not been marketed yet, the potential for this added warning capability still exists.

Partnerships

What groups, organizations, companies or contractors are you now working with outside of FEMA. Summarize these partnerships and cite when and why each partnership began and how the working relationships have evolved. Provide insights about the partnerships in terms of how they have assisted your office in carrying out its functions and/or how they have contributed to FEMA's overall mission.

Our region has many contacts with outside organizations. One has been highlighted here: Since 1996, the region has been attempting to outreach to the business community because our region feels that emergency management and businesses share a common goal of preparing for, mitigating against, responding to and recovering from disasters and emergencies. The regional office has felt for some time that communication between emergency management and businesses was lacking. In response to this concern, our office has outreach to groups such as the *Disaster Recovery Journal*, Public and Private Businesses, Inc., the Business Resumption Planners Association, and the Contingency Planners of Ohio. In meetings and discussions with these groups, regional staff have learned the concerns that businesses have, and we have assisted them where possible. One example of a partnership that developed due to such contacts is the partnership between Bank One and FEMA under our Project Impact initiative. A regional employee spoke at and attended a meeting of Public and Private Businesses, Inc. (PPBI) in 1997. At that meeting the regional employee made a contact with a disaster planner at Bank One. Subsequently, the regional employee asked this person if she would represent Bank One and the banking industry on our Region V *Project Impact* multi-organizational task force (an task force that acts like a resource board for our Region V *Project Impact* communities). The Bank One executive accepted and has had a working relationship with FEMA Region V for two years now and has assisted us in approaching businesses for potential *Project Impact* participation.

Disaster Operations

Describe your office's role on the EST. Summarize an experience your office had working on the EST during one major disaster or emergency since 1992. What exactly did you do and what kinds of challenges did you encounter? Be specific and aim to leave the reader with a good understanding of what function your office fills on the EST, as well as the challenges you face.

In past years, selected staff has been assigned to fill positions on the emergency support team (EST) during major large-scale disasters – mainly hurricanes and earthquakes. Following Hurricane Andrew in 1992, 3 Region V PTE staff were assigned management positions on the EST at FEMA headquarters. Assignments lasted 21 days. Employees were fully integrated into the EST process as team members in a seamless operation. Staff performance was exceptional and headquarters staff commended their actions. The experience proved extremely valuable for regional staff in that they gained a new insight into agency operations. Those lessons learned were brought back to the region and integrated into regional operations plans and procedures. The overall experience ultimately increased the capability of the region to respond to disasters.

Training

Describe any new training initiatives or changes in old training offered by your office to employees since 1992.

Preparedness, Training and Exercises (PTE) has devoted significant staff resources for developing an employee training program that allows us work with all staff in meeting required training, job related training, career development needs and other courses that support administrative requirements. To be proficient, work managers, supervisors and staff were consulted on the types of courses that need to be taken to develop employee expertise in their assigned work area. A number of courses related to job performance either offered at EMI or at USDA were recommended as core courses to be completed by the employee. This also includes the basic USDA supervisory course for new supervisors.

Also, PTE developed a spread sheet to track any and all training that staff have taken over the past seven to 8 years and this allows us to work with employees to ensure job related training or career development courses are completed. It also allows us to identify special skills employees may have resulting from classroom or on-the-job training that can help us when staffing a disaster or emergency need.

The employee development program consists of a regional plan, recommended courses by program area and a comprehensive tracking system all designed to help employees with skills and knowledge to improve or build on job performance or career development. Also, we developed and implement what we are calling in service training for Region V staff. Each month we have a topic (the schedule is developed for the entire year) that is aimed at cross training of staff, awareness of programs and functions of other departments or items of interested related to employee safety or matters related to personnel or administration.

The above activities are in keeping with the director's interests in developing a highly skilled workforce.

Mission Shift to an All-Hazards Disaster Response

Describe how your office's mission and functions have evolved since FEMA changed its focus to an all-hazards disaster response. Describe the evolution of your division's mission and functions from 1992-2000.

At the time of FEMA Director James Lee Witt's appointment in 1993, the pre-disaster grant program was consolidated into an instrument called the Comprehensive Cooperative Agreement (CCA). The CCA was in theory a cooperative arrangement that entailed substantial involvement from the federal government. In practice, FEMA prescribed a series of activities, which the states were expected to complete. There was an option for states to tailor the work program to meet their individual needs. In reality, however, there was little change in the FEMA program. Results were reported on a headquarters produced database. The CCA acted as an umbrella for a potpourri of federal programs ranging from earthquake mitigation to civil defense hardware programs such as siren systems to hazardous materials preparedness. Each program had its own requirements for outputs as products and its own restrictions on funding uses. As a result there was a proliferation of planning, training and exercise efforts that overlapped. Mitigation and preparedness efforts often conflicted. State efforts to develop comprehensive capabilities were often frustrated due to single purpose funding sources that supported the parts of an emergency management program but not the whole. State and local programs were primarily a preparedness effort funded by the Civil Defense Act, which funded only national defense initiatives. Natural disaster preparedness initiatives such as damage surveys, debris removal and recovery procedures were not funded. Director Witt's initial priority was to overhaul the pre-disaster grant process. The response shortcomings in Hurricane Hugo and Andrew demonstrated that the preparedness system was in major need of improvement. Concurrently, there was a general movement in government to make the federal government grant process more entrepreneurial and more responsive to grantees by focusing more on outcomes. The two major impetuses were the National Performance Review initiated by the vice president. NPR emphasized a focus on outcomes rather than the output oriented traditional method of grants management. The Government Results and Performance Act (GPRA) states that grantees should emphasize strategic planning to focus in on their true core business instead of producing plausible lists of activities that lack direction and may or may not produce expected benefits to taxpayers or customers. The first effort to reform the CCA was the Comprehensive Cooperative Agreement and Performance Partnership Agreement (PPA), which functioned from fiscal year 1995 through 1999. The PPA emphasized strategic planning by structuring activity into mission, goals and objectives. The PPA was an informal agreement to operate on a 5-year basis to allow better long range planning and the completion of major projects. Numerous programs were consolidated into two programs, the state and local assistance program for preparedness and the mitigation assistance program for mitigation, each with

one set of requirements and regulations. Results at the state level have been quite startling. The documentation and paperwork required by FEMA have been reduced dramatically. States have become much more independent in their ability to plan, train and exercise. All three of these major preparedness functions have shown consolidation in previously disparate and often overlapping efforts. Arizona was chosen as a model state to further develop strategic planning as it applies to emergency management. All states have reworked their state emergency operations plans to include to the latest developments in planning. Examples include the adoption of the Federal Response Plan concept of a logistics orientation to a statewide and agency wide response, as well as the use of the incident command system in response operations. Each state in Region IX has made major progress in developing a streamlined emergency management system, tailored to their specific needs based on jurisdiction specific hazard analysis, vulnerability assessment and risk.

The fiscal year 2000 saw the emergence of the Emergency Management Performance Grant (EMPG) as a replacement for the PPA. The director felt that the PPA was still too restrictive because of the inherent nature of a cooperative agreement, which provided FEMA the opportunity to be involved actively with the state in the development of final state work program. By moving to a grant FEMA adopts a more traditional and effective role of monitor our fiduciary responsibility to the public, yet letting the state run the program as they see fit. All of these efforts represent an enormous release of positive energy into pre-disaster emergency management activity. RIX states have made substantial strides in self-management to develop a comprehensive, risk-based, all-hazard emergency management capability. A great deal of this capability has involved the development of public and private partners that seven years ago were not even on the horizon. For example, to combat their substantial wild-land fire threat, Nevada emergency management has taken the lead in developing a coalition federal, state and local fire and land management agencies that have pooled their resources to plan, train and exercise for a joint effort to mitigate and respond to wild-land fires.

Management Reorganization

Describe how your office's senior management was reorganized in 1993. Have major changes in your office's management structure occurred since then? If so, what was changed and why was it changed?

In 1991 the division was known as the Emergency Management and National Preparedness Programs division. The title reflected responsibilities borne out of the Civil Defense Act for state and federal preparedness capabilities. Core elements of the state comprehensive agreement included regional staffing for planning, training, exercise, communications, emergency operations centers and radiological instrumentation as well as corresponding capabilities at the state and local level. The funding purpose was primarily single purpose, that of response to nuclear attack.

With the Cold War winding down, FEMA Director James Lee Witt coming on board and several national initiatives, such as the National Performance Review and the Government Results and Performance Act, major changes were clearly in the offing. The Civil Defense Act was folded into The Stafford Act as Title VI. Initially, the division

oversaw preparedness and response. During the two years that the division oversaw response efforts, we were involved primarily or in conjunction with other regions, numerous response efforts in the Pacific, including Cyclone Val, Hurricane Omar, Hurricane Iniki, Typhoon Gay and the Northridge Earthquake. Preparedness took on an all-hazard approach, bringing in HazMat and REP into the planning, training and exercises arena. In the ensuing years, many new program initiatives have been brought into Preparedness, Training and Exercises, including: arson and counter-terrorism hazard specific program strategies and capabilities, strategic planning at the state level and subsequently the Capability Assessment for Readiness to provide baseline performance measurement support; bringing the Federal Response Plan and the incident command system concepts into state planning; continued effort to develop a comprehensive exercise program; a broad expansion of training offerings to include a full menu of mitigation and counter-terrorism courses; and responsibility for staffing and developing the capability of the Regional Operations Center. Freeing up the state's from a burden of multiple layers of federal requirements and the encouragement to think strategically have been the impetus for a vast improvement in state responsibility for developing self-sufficient emergency management capability. The evolving change in direction resulted in streamlining the structure of division from directional of that of a stakeholder with state and local partners.

Customer Service Improvements

How has your office implemented FEMA's customer service policy? Please cite specific examples of research and/or surveys conducted by your office related to customer service. Also, cite specific changes that were made in the way your office does business as a result of the research and surveys that were done. Finally, give examples of specific improvements in the way your office has serviced its customers since 1992.

The FEMA customer service policy has been widely implemented within the region's Preparedness, Training and Exercise division from its inception. The regional training manager (RTM), an integral part of the PTE management team, has been the voluntary customer service coordinator from the beginning of the program. He and his team of contractor trained customer service facilitators trained the personnel of Region IX and countless permanent full-time and disaster assistance employees at disaster field offices throughout the continental United States and Pacific trust islands. They eagerly look forward to the rolling out of the revised FEMA one-day customer service training initiative in the fall of 2000. As a result of the numerous after course evaluations from the AECR course, customer service procedures in the division were somewhat modified to allow for better access to the divisions hazardous materials training video library. Specifically, the hours of operation were lengthened to accommodate our external customers of educators and professional firefighters.

Cost Reduction

Give examples of your office's efforts to reduce costs from 1993 to 2000. Highlight specific successful efforts and be specific about where costs were actually reduced.

The Preparedness, Training and Exercises division in concert with the management team review and make recommendations to improve processes to achieve cost savings. These are not tracked.

The division has spent considerable time and effort to ensure that available computer technology is utilized to the maximum extent possible within the division and in Regional Operations Center operations. Savings achieved have not been tracked.

Results-Oriented Incentives

How has your office adapted new ways of motivating employees and improving program performance? Specifically, which methods of reward or accountability practices have been implemented? Cite specific criticism and praise that prompted such changes in your office, if applicable.

The awards system within Region IX has been very effective since it was de-coupled from the employee performance system. The Preparedness, Training and Exercise division of FEMA Region IX is very involved in the awards and recognition process within the region. Two members of the PTE staff have been voluntary members of the region's awards recognition team (ART) since its inception. Within the division itself, the director utilizes all the tools made available to her to recognize PTE employees for superior performance. Time off awards and certificates of appreciation are used where appropriate and warranted. Awards worthy of recognition at a higher level and/or monetary awards are forwarded to the ART for review and their recommendations are further submitted to the regional director for an approval decision.

Use of Technological Innovations

Describe how your office has employed the use of new technology since 1992. Also describe ways in which old technology has been used in a new way, if applicable. How have these technological innovations affected your office's performance.

In 1990, the Preparedness, Training and Exercises division tracked state funding through the computerized activity results list (CARL) program on modem connected to a headquarters dedicated computer. David Weinstock and PTE staff devised a way to collect data on the regional Emergency Operating Centers (EOC) s. He created a form, which summarized the requirements given in CPG 1-3, which enabled the data to be forwarded to the state for complete distribution to jurisdictions. This enabled the division to have an almost complete database of the EOCs for the region, in Dbase III.

In 1994, FEMA and EPA established the HAZMAT library in PTE, this has been refined utilizing the Advanced Revelation Data Base program.

In 1997, PTE staff member David Weinstock became the Geographic Information System (GIS) staff for Region IX after training in the disaster field office at Mather Field,

Calif. This training provided the basis for potential involvement in the HAZUS program, a GIS adjunct program, sponsored by FEMA headquarters.

In 1998, during the Winter Flood, DR-1155-CA, David Weinstock created the first FEMA e-mail mailing list for distribution of incident reports. He developed the first Region IX 'mailbox' for a ROC director, which enabled the ROC staff to read incoming data. He also developed the concept of dedicated computers for different data retrievals in the ROC.

Ongoing efforts continue as the ROC develops utilizing current technology.

Partnerships

What groups, organizations, companies or contractors are you now working with outside of FEMA. Summarize these partnerships and cite when and why each partnership began and how the working relationships have evolved. Provide insights about the partnerships in terms of how they have assisted your office in carrying out its functions and/or how they have contributed to FEMA's overall mission.

The FEMA counter terrorism program has seen an evolution of support from its federal partners Department of Health and Human Services (PHS), Environmental Protection Agency, Department of Justice, FBI and Department of Defense. The relationships between the agencies and departments have evolved into a focused supportive partnership, each acknowledging the necessity of a united and cohesive focus in planning, training and exercise objectives for an interdependent program.

Counter terrorism training support from PTE has been enhanced by training programs of its state training institution counterparts. The states have come forward with innovative training programs that they have shared throughout the region, resulting in a unified and standardized training curriculum that highlights the emergency management expertise of FEMA PTE efforts.

In 1990, FEMA Region IX embarked on an initiative to establish a forum where emergency responders can share information and experiences, acquire necessary training and certification, interact with experts in their field, and gain new techniques and methodologies in responding to chemical spills. Today, this forum is known internationally as "The continuing challenge – hazardous materials emergency workshop." The workshop is a result of the regions' collaboration and partnership not only with governmental entities but also with industry, non-profit organizations, higher education institutions, and the public. There are approximately 95 instructors that give their time to share knowledge and experience.

California developed the Response Information Management System (RIMS), which is a statewide computer system used to coordinate and manage the state's response to disaster and emergencies. It links the State Operations Center, the State Warning Center, the state law enforcement, fire, counties, cities, state agencies and federal agencies, including the Emergency Support Functions (ESFs). California has provided easy access to RIMS and

has provided training to FEMA and the ESFs. Immediate access to state situation and incident reports and requests for resources is available which in turn enables the federal response agencies to provide an enhanced level of response.

The University of Davis Extension has partnered with FEMA by coordinating training efforts in environmental health with FEMA's hazardous materials and emergency management programs to the Pacific Island jurisdictions.

PTE has participated in *Project Impact* from its inception. Three of the division staff are *Project Impact* coordinators for the communities of San Bernadino and Riverside, Calif., and Tempe and Yuma, Ariz. Two of the three coordinators are also state liaisons. *Project Impact* has served to expand the range of partners normally found in emergency management. For example, IBM has offered to do a full-scale risk assessment of all businesses within any community for a nominal fee. US West has offered a huge discount on a reverse "911" system to Yuma. state liaisons have found numerous ways to partner more effectively with our traditional state partners by working with state coordinators to work directly with communities on the implementation of a FEMA program and to observe indirectly how other FEMA programs are implemented.

Deregulation

What was your office's role, if any, in helping to get rid of unhelpful regulations within FEMA? How has deregulation efforts at FEMA resulted in the development of new innovations by employees in your office? How did deregulation improve your office's ability to respond more effectively during disasters?

PTE participates as a collaborative team member within the regional structure to review and make recommendations on proposed regulation changes i.e., administrative issues, disaster issues as well as specific PTE proposed changes.

The primary impact has been in the disaster regulation changes which have resulted in the ability to provide more timely and efficient delivery of services to disaster victims. The most recent primary impact is the evolution of partnering agreements that have provided new methodologies to work with our state and local partners as well as our *Project Impact* partners.

Organizational Culture

How did FEMA's mission shift change the agency's organizational culture? (This question refers to FEMA's shift from a focus on National Preparedness to a focus on Emergency Management.)

In 1992, the Preparedness, Training and Exercises (PTE) directorate was known as Emergency Management and National Preparedness Programs (EMNPP). The first half of the title referred to civil defense funded programs for regional jurisdictions to develop passive civil defense capabilities. The second half of the title referred to federal programs for national defense; these programs had a secret classification. The organizational culture was bureaucratic and technical. Headquarters directed work program elements. The division had a substantial staff with the expertise for overseeing

hardware projects such as Emergency Operations Centers and sirens. Expertise included architecture, engineering, sirens, radio communications, telecommunications, and radiology.

Since the inception of PTE, the civil defense programs for planning, training and exercising have expanded to include all-hazards. Other technical programs such as hazardous materials and offsite radiological preparedness for power plants have been brought into the division. Post disaster training in disaster field offices has been brought into the division. New programs such as counter-terrorism and emphasis on tribal training in hazardous materials have evolved. The region has worked with the fire community in the West and Pacific Rim to sponsor the continuing challenge workshop, held annually the week of Labor Day.

Consequently, most planning, training and exercise activities have been brought into the division creating an environment that is all-hazard and coordinates to the extent possible all programs delivered to jurisdictions within the region.

Training

Describe any new training initiatives or changes in old training offered by your office to employees since 1992.

Region IX's Preparedness, Training and Exercises (PTE) division has been a leader in the development of and participation in FEMA training programs.

The integrated emergency management course (IEMC), FEMA's flag ship course formerly was conducted within the communities about twice a year. Beginning in 1996, a concerted effort was made to encourage state support and participation. Since then, Region IX has presented five IEMC courses per year; delivered a terrorism-based scenario IEMC for the Government of Guam in preparation for the IX South Pacific Games, the regional equivalent of the international Olympics; and in 2000 facilitated the delivery of the first ever IEMC for Native Americans, the Gila River Pima-Maricopa Indian Community.

Another major milestone will be reached in 2001 when the first-ever International IEMC is conducted for the U. S. Territory of American Samoa and for Western Samoa. Region IX will assist in the preparation and execution phases of the course.

The disaster field training organization (DFTO) was born in Region IX out of the need for quality, on-site training following the 1994 Northridge earthquake. Personnel from the Emergency Management Institute in Emmitsburg, Md., and the Region IX training office, laid the framework for what has become one of the mainstays of FEMA training. During the response to the 1998 California floods (DR-1203-CA), The Region IX DFTO cadre set a training record by conducting classes for more than 1,000 individuals in a three-week period. This record stands today.

Recognizing the need for high-quality, cost-effective computer training for its Disaster Closeout Center and permanent full time staff, the Region IX training office set up an in-house computer training laboratory using equipment from the Disaster Information Systems Clearinghouse (DISC). This lab has saved countless thousands of training dollars using a Region IX DFTO cadre member who prepared the entire curriculum and conducted the training sessions.

Director Witt's Leadership

Describe Director Witt's direct involvement with your division or sub-office during and after the major reorganizations took place. How has he been directly involved during major disasters or events since then? How has he been directly involved during non-disaster periods? Please provide specific examples.

FEMA Director James Lee Witt visited the Region IX shortly after he became director to meet and speak with the regional office staff and provide insight into his vision and workload priorities.

Division staff has worked more directly with the director on his visits to disaster field offices (DFOs) established as a result of Hurricane Iniki, the Oakland Hills (Calif.) Fire, Northridge earthquake, and the Winter Storms of '95, '97 and '98. As a result of these visits, the staff has been able to more fully appreciate the director's commitment to disaster responsiveness and customer assistance in a caring and timely manner. The staff has a much better appreciation of the director's view of the role of the state and the nature of the partnership which still continues to evolve. The director's personal values were directly reflected in the extensive amount of time he took to listen to the concerns of victims in an individual basis and to ensure that immediate yet realistic assistance was provided to each of the victims.

Disaster Operations

Describe your office's role on the EST. Summarize an experience your office had working on the EST during one major disaster or emergency since 1992. What exactly did you do and what kinds of challenges did you encounter? Be specific and aim to leave the reader with a good understanding of what function your office fills on the EST, as well as the challenges you face.

The Preparedness, Training and Exercises division has no experience during this period. The key to effective emergency management is rapid, well planned response as a result of systematic and deliberate preparation. The Preparedness, Training and Exercises (PTE) division in FEMA Region IX coordinates emergency preparedness and response training, exercises and planning at the federal, state and local levels. These activities ensure that when disaster strikes, emergency managers will be able to provide the best response possible.

Reorganized in 1993 to combine outreach and technical preparedness programs, PTE is involved in a wide variety of projects with its partners. Region IX partners are a diverse group including four states, five territories, other federal agencies, private industry, Native American tribes and other groups.

Innovation and Partnerships Grants

Region IX provides emergency management performance grants (EMPG) for training and exercises to support a multitude of preparedness efforts. Among other costs, the grants pay for up to 50 percent of the salaries and expenses of all emergency managers at

the state and local level. In the past several years, these various funding programs were streamlined to allow states and Pacific territories greater flexibility in the use of the funds based on their specific needs.

Region IX customers and PTE staff facilitated development of a Capability Assessment for Readiness" (CAR) instrument to be used by states to identify strengths and weaknesses in their emergency management programs. Region IX states and territories recently completed these documents and are using them as a guide for their respective strategic plans, which in turn will dictate priorities for future EMPGs. The state and territorial representatives welcome this new performance-based approach as significantly better than the old way of simply completing pre-mandated tasks that may or may not be useful to them.

As a result, Region IX states have made substantial strides in self-management to develop a comprehensive, risk-based, all-hazard emergency management capability. A great deal of this capability involved the development of public and private partners that seven years ago were not even on the horizon. For example, to combat their substantial wild-land fire threat, Nevada emergency management has taken the lead in developing a coalition federal, state and local fire and land management agencies to plan, train, mitigate, and respond to wild land fires.

Terrorism Consequence Management Program

The increasing threat of terrorism has been recognized and FEMA has significantly increased its presence in this arena. Region IX has recently consolidated its counter-terrorism planning and preparedness assistance with the addition of a new full-time PTE position.

PTE staff recently assisted states and territories in the development of specific response planning to deal with the terrorist threat and have assisted the states and local jurisdictions in maintaining some of the most aggressive terrorism exercise schedules in the nation. The states of Arizona, California, Hawaii and Nevada and the Pacific jurisdictions of American Samoa, Guam and CNMI are developing individual terrorism consequence management programs. The states have developed new or refined terrorism response plans or annexes to plans. Consequence management training curricula have been established for public officials, first responders and emergency management personnel. Exercises with terrorism scenarios have been conducted in all the states to test first responder and emergency management coordination. FEMA Region IX PTE staff continues to support state and local jurisdictions as well as other federal agencies in the execution of these exercises.

With regional encouragement, vulnerability studies and threat analyses focused on terrorism have been completed and are being used in site specific and area wide response plans. Cyber-terrorism is also being addressed through conferences and specialized training throughout the region. Region IX PTE staff have helped the Pacific jurisdictions (American Samoa, Guam and CNMI) recognize their unique vulnerability to terrorism. These jurisdictions are now in the process of filling new terrorism program positions, coordinating program projects, and setting long-term goals. Additionally, they will conduct terrorism specific threat analyses/vulnerability studies and will be given training to improve their ability to prepare for the threat.

FEMA Region IX staff participated in the first West Coast, large-scale weapons of mass destruction exercise. Called Westwind 99, it was conducted by the FBI in Los Angeles, Calif., in February 1999. The multi-agency exercise was one of the largest domestic preparedness exercises ever, and the FBI after-action report included many “lessons learned.”

Hazardous Materials Program

The Hazardous Materials program was created under the Superfund Amendment Reauthorization Act (SARA), which requires that first responders be trained to deal with chemical spills and accidents.

Innovation and Partnership

In 1990, FEMA Region IX set out to establish a forum where emergency responders can share information and experiences, get training and certification, interact with experts in their field, and gain new techniques and methodologies in responding to chemical spills. The continuing challenge – hazardous materials emergency workshop is an internationally recognized event. The workshop is a result of the regions’ collaboration and partnership, not only with governmental entities, but also with industry, non-profit organizations, higher education institutions and the public. Approximately 95 workshop instructors give their time and share knowledge and experience. Tuition assistance is offered to rural volunteer first responders who normally do not have training funds or technical advances, yet face the risk of chemical exposure. Attendance has grown from only 200 people to more than a thousand today. In recognition of one of the co-founders, “The Continuing Challenge Award for Lifetime Achievement” was named after William Patterson, who for 50 years served as “the fire service missionary to the world.” Patterson retired from FEMA Region IX in 1995. He was the Santa Barbara fire chief before joining the agency.

Recognizing the need to provide better information and training to such a diverse region, PTE established a library. Starting only with a compilation of case studies documenting responses to chemical accidents, it is now the largest library in the agency. The library contains a variety of material related to hazardous materials in media such as video, audio, film slides and print. The library also has several transcripts and training packages in Spanish.

The regional response team (RRT) plays a major role in coordinating and identifying resources for planning, training and exercises relating to oil spills, hazardous material accidents and the clean-up of these mishaps. It is responsible for identifying response protocols and providing a coordinated response capability in the event of a release or spill that poses a threat to the environment or to human health and welfare. The RRT is a partnership between more than a dozen federal agencies (such as the U.S. Coast Guard and the Environmental Protection Agency), the states and local communities. The RRT also has established an alliance with the South Pacific Regional Environment Program (SPREP) to extend emergency management and environmental programs to the South Pacific islands outside of the Region IX jurisdiction. The SPREP, in conjunction with Canada, the International Maritime Organization, and the RRT, will perform outreach and extend educational opportunities to smaller and less affluent countries.

Although the emphasis has been on training hazardous-material first responders only, i.e. fire fighters, it was recognized that these people are part of a bigger public service community. Realizing this, training has been offered to other entities that respond to HAZMAT spills, including police, medical, public works and safety, and transportation departments.

Radiological Emergency Preparedness

Region IX PTE staff administer the Radiological Emergency Preparedness (REP) program. In addition to coordinating and maintaining federal Response capabilities for the region in the event of a nuclear accident, REP staff assist and evaluate offsite response organizations in their capability to respond to such an event at any of three active nuclear power plants in the region.

Regional REP staff have been involved in the first strategic review of the REP program since its inception and have embarked on a significant outreach program to Region IX stakeholders. This outreach led to a streamlining of the program with a results-oriented, rather than task-oriented, approach that has been well received in the region. With regional encouragement, offsite organizations have increased the complexity of REP exercises by using "mini-scenarios" and other enhancements that make these events more challenging and meaningful. Additionally, both Arizona and California are actively seeking the participation of tribal nations located within the 50-mile ingestion zone of the power plant sites.

Training

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Links

FEMA PTE website: www.fema.gov/pte/prep.htm

U.S. National Response Team: www.nrt.org/

Center for Earth Research and Information: www.ceri.memphis.edu/

State and Local Emergency Management Data User's Group: www.salemdug.org

Nuclear Regulatory Agency: www.nrc.gov/

Sources: Dorothy Lacey, Tom Ridgeway and Tessa Badua-Larsen

Writer: John Treanor and Janet Lowe

Special Essays

Describe the growth in training programs at EMI and the role that training has played in staff and cadre development.

Prior to the FEMA reorganization in 1993, the Emergency Management Institute (EMI) dealt almost exclusively in state and local emergency management training. Starting in 1994 EMI was assigned a new mission to support staff and cadre development for disaster assignments. EMI adopted performance-based training as the preferred approach to training development and delivery and focused on the formulation of training plans that directly supported cadre needs. The response and recovery and mitigation curriculums were expanded in order to encompass the total training requirement of disaster workers and to increase training opportunities for them. The Disaster Field Training Organization (DFTO) was created as the agency's training arm in disaster field offices. Independent study, using traditional "paper-based" courses as well as computer- and web-based training greatly expanded the options for target audiences.

Today, the training curriculums in disaster response and recovery and mitigation include over 50 courses and more are planned in fiscal year 2001. Currently, ten of sixteen independent study courses offered by EMI directly support disaster cadres and staff development. By the end of fiscal year 1999 over 47,000 disaster workers had participated in DFTO training offerings over the first five years of its existence. Truly, the entire focus of EMI's training program has shifted to direct support of disaster cadres and staff over the past six years.

The definition of disaster encompasses much more today than it used to and new threats are creating tough challenges for society and the emergency management community. Developing more sophisticated, higher-level training and education programs, taking advantage of the latest technological advances, has been critical to meeting the challenge of providing pertinent training and education to arm emergency managers and first responders with the skills they need to do their jobs. One of the highest priorities of the associate director for Preparedness, Training, and Exercises has been to establish an emergency management degree program in every state by 2001 through the Higher

Education Project. As of July 2000, colleges and universities in 47 states across the country offer formal emergency management degree programs, either at the certificate, associate, bachelor, masters, or Ph.D. level. The remaining two states, Montana, and Wyoming, have colleges and universities that at least offer emergency management related courses and activities. Program participation continues to grow:

- 23 schools offer *Certificates, Diplomas or a Minor* in emergency management;
- 12 offer *Associate's Degrees*;
- 11 offer *Bachelor's Degrees*;
- 16 offer *Master's Degrees*; and
- 5 offer *Doctoral Degrees*

As of October 2000, 66 colleges and universities are participating in the higher education project and another 18 colleges or universities are developing or investigating the development of programs. Prototype bachelors-level courses, a prototype associate of arts degree curriculum, and 10 college level courses that can be handed off have been developed.

The independent study courses that have been developed allow FEMA to reach large numbers of students and will continue to play an important role in the future in expanding emergency management and first responder training and education. Independent Study course enrollments and completions jumped from 31,396 enrollments and 20,772 completions in 1993 to 59,433 enrollments and 46,646 completions in 1999..

Discuss the growth and penetration of EENET TV.

Over the past decade, FEMA's Emergency Education Network project ("training via satellite-distributed television") has grown from an ad-hoc experiment to a strategic communications and training tool for the agency. It has been recognized throughout the distance learning industry as one of the largest and most effective technology-based learning programs in the world, winning dozens of national and international awards for it's programming and training excellence.

During this growth, FEMA has leveraged in-house skills and partnerships with other government and private entities to provide essential emergency management training nationwide to over 15,000 Receive Sites and several hundred cablevision systems. The program has grown from about a dozen or so broadcasts in the early 1990's (at a cost of nearly \$50,000 per broadcast) to 55+ broadcasts per year...one weekly at a minimum...with costs reduced to less than \$10,000 each. Moreover, the agency often is asked to partner with other federal agencies in delivering their training to the emergency management community or other audiences on a reimbursable basis.

FEMA also harnesses this technology and staff for "Recovery Channel" operations following very large major disasters in order to support media operations within the disaster area, and to get detailed information to disaster victims regarding the assistance programs available to them and how to obtain them.

EENET is extremely valuable as a training and education resource because it allows FEMA to reach large audiences simultaneously. It will continue to be heavily relied upon into the future. Since 1996, with all of the EENET program improvements, FEMA has received dozens of awards, including first place "Telly" awards and two classic "Tellys," awarded for the best programming over the past 20 years. The Tellys are like the Academy Awards of video production. In 1999, FEMA also received 10 Communicator Awards for EENET programming. The expansion of EENET to weekly programming is possible because of our many new partnerships with partners like: Department of Transportation/Office of Pipeline Safety; Home and Garden Television Network (mitigation programs); Hospice Foundation of America (programs on loss and grief); U.S. Department of Agriculture/Animal, Plant Health Inspection Service.

And dozens of government and private entities partnered with us in our monthly National Alert Series, including:

1. Georgia Emergency Management Agency; Orange County, FL Emergency Services; Arkansas Office of Emergency Services
2. Montgomery County, MD; Lake Havasu City, AZ; City of Lubbock, TX
3. WGAL-TV Lancaster, PA; WBAL-TV Baltimore, MD; FOX-43 TV York, PA; WBIR-TV, Knoxville, TN; WHP-TV Harrisburg, PA
4. Knoxville, TN Fire Department; Portland, OR Fire Department; Tampa, FL Fire and Rescue; Savannah, GA Police Department
5. Department of Justice
6. Texas Severe Storms Association
7. American Coalition for Traffic Safety
8. National Oceanic and Atmospheric Administration and the National Weather Service

Discuss the evolution of USAR training and coordination.

The Preparedness, Training, and Exercises directorate has not been involved in Urban Search and Rescue Training. The Response and Recovery directorate is responsible for the USAR Program and associated training and coordination.

Discuss the TOPOFF Exercise, what it was, its importance, and what was learned from the event.

FEMA and the Department of Justice conducted an important domestic counter terrorism response exercise, "TOPOFF," in May 2000 in the Denver, Colo., metropolitan area and in Portsmouth, N.H. Although counter terrorism response exercises are routinely carried out across the country, TOPOFF marked the first time that an exercise of this scope, with the participation of top-level federal, state, and local officials and, thus, the name "TOPOFF," has ever been conducted. Congress directed the Attorney General and director of FEMA to undertake this exercise in 1998 to enable top officials and other personnel at all levels of government to practice different courses of action, gain and

maintain situational awareness, and assemble appropriate resources in response to a terrorism incident.

TOPOFF was a no-notice exercise consisting of terrorist attacks involving a combination of weapons of mass destruction incidents, including chemical and biological agents, without the release of any actual weapons or agents. The exercise included all of the key personnel who would be involved in the crisis and consequence management of a domestic weapons of mass destruction terrorist attack---federal agency personnel and state and local emergency managers and responders including law enforcement, fire and emergency medical services personnel.

The TOPOFF exercise was particularly important and timely because it assessed the nation's crisis and consequence management capabilities under the extraordinarily stressful conditions that everyone would face during a terrorism weapons of mass destruction incident. Preparations for the exercise took close to a year. FEMA's participation in TOPOFF was coordinated by the Preparedness, Training, and Exercises and Response and Recovery directorates under the leadership of the director's senior policy advisor on terrorism. Lessons learned from TOPOFF will be documented and applied to better prepare the nation for potential disasters and to further improve preparedness and response capabilities.

Describe the work that FEMA does on policy programs and plans related to terrorism.

The Preparedness, Training, and Exercises directorate has implemented its terrorism preparedness program activities through its normal programs of planning, training, exercises, partnerships, and outreach. Following are the key responsibilities broken out by program area.

Emergency Management Planning Activities

- Providing terrorism planning guidance for states and local governments through the Guide for All-Hazards Emergency Operations Planning (SLG 101).
- Administering terrorism-related grant assistance for the states, in coordination with OFM.
- Ensuring that state and local preparedness activities are consistent with federal policies and procedures.
- Developing and recommending national policies on terrorism-related preparedness issues.
- Preparing and reviewing materials for congressional inquiries and hearings on terrorism.
- Reviewing and coordinating terrorism-related federal publications and studies.
- Supporting intra and interagency terrorism-related preparedness efforts.
- Representing FEMA on terrorism-related state, local, interagency, and National Security Council committees and task forces focusing on planning, training and exercises.

Training Activities

- Developing and delivering terrorism-related training through the Emergency Management Institute, including the integrated emergency management course on terrorism.
- Supporting coordination of training requirements with the NDPO, Office of Justice programs, and other departments and agencies.
- Supporting implementation of the Nunn-Lugar-Domenici Domestic preparedness program activities, including delivery of senior officials course.
- Supporting terrorism-related activities using EENET.
- Incorporating terrorism-related preparedness into existing emergency management training courses.

Readiness Activities

- Implementing a comprehensive exercise program
- Collecting terrorism-related data through the Capability Assessment for Readiness process.
- Coordinating FEMA involvement in terrorism-related exercises.
- Conducting workshops, seminars, and conferences on terrorism preparedness issues.

Chemical, Radiological, and Hazardous Materials Program Activities

- Supporting terrorism-related preparedness using lessons learned from the Chemical Stockpile Emergency Preparedness Program, the Radiological Emergency Preparedness Program, the Hazardous Materials Program and through the Comprehensive HAZMAT Emergency Response Capability Assessment Program.

Mt. Weather Emergency Assistance Center

- Providing alternate facilities for continuity of operations and facilities for training and other activities.
- Supporting the activities of other departments and agencies

Discuss the changes in the Native American tribal policy and how it has affected disaster assistance for Native Americans.

President Clinton issued an historic, Executive Order in 1994 directing all federal agencies and departments to consult with Indian tribes before making decisions on matters that affect the lives of Native Americans. At FEMA, these consultations ranged from the development of the draft FEMA tribal policy to the revision of planning guidance for transportation accidents involving radiological materials and the Strategic Review of the Radiological Emergency Preparedness Program. President Clinton personally set the tone and framework for improving government-to-government relations between Native Americans and the federal government, and is the first president to invite the leaders of every tribe to the White House since James Monroe in the 1820s. In this new era of federal consultation with American Indian nations, all federal departments and agencies were directed to implement the President's policy as an essential operating principle of daily operations. In response to the President's commitment, FEMA Director Witt established a working group in FEMA to develop a

policy for government-to-government relationships with Native Americans as a priority for the agency. This has been a significant effort involving extensive coordination between FEMA and our partners in listening sessions conducted in different states. Director Witt signed the final tribal policy on Sept. 25, 1998, and asked the Preparedness, Training, and Exercises directorate to be responsible for implementing the new FEMA tribal policy. This assignment was a high honor for the PTE directorate and in fact for ten years, the associate director had managed Native American tribal issues for President Clinton in Arkansas. The PTE directorate is responsible for preparing the nation's emergency management community to prepare for, mitigate against, respond to and recover from all types of disasters through partnership, planning, training, and exercise programs and the tribal policy assignment was a logical addition to the directorate's programs.

The PTE directorate works with partners throughout the country to build a preparedness capability to save lives and protect property by building the profession of emergency management. The directorate works in close partnership with and provides extensive expertise, guidance, and assistance to state, local, and Indian tribal governments to help them *establish, maintain, improve, and ensure the success* of their own comprehensive emergency management programs. The goal is to help them develop the capability to mitigate, to respond, and to recover from all types of disasters and we accomplish this through activities and programs in the broad functions of emergency planning, training, exercising, partnership, and outreach. A variety of specific emergency preparedness programs are carried out: earthquakes; hurricanes; flooding; nuclear power plant emergencies; chemical weapons stockpile emergencies; hazardous materials incidents; dam safety; the fire service; community and family preparedness; and emergency food and shelter. PTE regional staff gets to know the state, local, and Indian tribal government officials because they work with them daily. They form a partnership and friendship that pays off in a disaster because they are working with people they know and trust, and who know and trust them. state, local, and Indian tribal governments are first and foremost responsible for ensuring the health and safety of the public. They implement their own emergency management programs including:

1. Developing strategies to combat hazards;
2. Enacting disaster-related laws, codes, policies, and regulations;
3. Developing and implementing disaster operations plans;
4. Identifying resources necessary to carry out plans and programs;
5. Conducting hazard analyses to determine what can go wrong; risk analyses to determine the likelihood of problems; and vulnerability analyses to determine the consequences;
6. Interfacing, planning, training, and exercising with federal officials;
7. Implementing disaster awareness and preparedness programs;
8. Coordinating disaster response activities with the federal government;
9. Carrying out evacuations; sheltering; alerting; communications; and emergency operations center functions.

A mosaic of preparedness activities includes the following:

- Capability Assessment for Readiness (CAR)

- Emergency Education Network (EENET)
- Higher education project
- Integrated Emergency Management Course (IEMC) and other emergency management training
- Tribal policy
- Exercises
- Interactive policy seminars
- Year 2000 preparedness
- Emergency food and shelter
- International partnerships
- Emergency management planning
- Mt. Weather Emergency Assistance Center and support to other departments and agencies
- Radiological Emergency Preparedness Program
- Chemical Stockpile Emergency Preparedness Program
- Hazardous Materials Program and Comprehensive HAZMAT Emergency Response Capability Assessment Program
- Technology transfer
- Community and family preparedness program, including the African American emergency preparedness information project and the emergency preparedness curriculum development initiative

Effective emergency management programs require coordination among many different organizations at the local level: fire departments; law enforcement; emergency medical services; public health; public works; utilities; voluntary organizations; schools and businesses. Partnership with the private sector is especially important because the private sector helps and provides resources in disaster responses. Partnership with volunteer organizations is important because they can provide sheltering, food, clothes, counseling, and clean up in disasters. Emergency preparedness is important for several reasons:

7. Simply stated, it works;
8. It helps lessen the threat of litigation;
9. It helps prevent devastating health, safety, economic, and political problems; and
10. In our country it is a federal requirement.
11. It is the foundation of emergency management;
12. It builds the profession of emergency management.

In working with the National Congress of American Indians and other tribal representatives it has been explained that FEMA and the tribes, working together, need to identify risks, complete needs assessments, find out what is required in each tribal community, and, most importantly, define the training that is appropriate for each community, to provide the base of skills and abilities to effectively plan for, coordinate, and deliver emergency management services – preparedness, mitigation, response and recovery. The partnership that has been established involves sharing equally, identifying goals and objectives, and developing strategies for long-term progress. Every step of the

process has included full partnership with the tribes. The constraints in FEMA's statutory authorities have also been explained, but it has been made clear that working in partnership, FEMA and the tribes can ensure the integration of the Native American nations into the emergency management program of the United States following several fundamental principles:

Recognition and commitment to a government-to-government relationship with Native American nations.

- Consultation with tribal governments to ensure tribal rights and concerns are addressed.
- Recognition of the trust relationship between the federal government and Native Americans.
- Elimination or diminishment of procedural impediments to working directly and effectively with tribal governments.
- Partnership development with other federal departments and agencies to enlist their support of cooperative efforts to further this policy.
- Encouragement, cooperation and partnership between and among federal, tribal, state, and local governments to resolve issues of mutual concern related to emergency management.

These policies have become fundamental tenets of FEMA's mission and these principles have guided FEMA's interactions with federally recognized American Indian and Alaska Native tribal governments, and formed the basis for the partnership. Each of FEMA's 10 regional offices assigned a tribal liaison officer to implement this policy in their day-to-day activities. The tribal policy working group met with representatives from the Department of Interior, Bureau of Indian Affairs, to ensure complete understanding of roles and responsibilities. Director Witt and the Associate Director Kay C. Goss directed each FEMA organization and regional office to use current resources to incorporate the tribal policy into agency activities, policies and programs to the maximum extent possible. In its definition of a local government, the Stafford Act includes "any Indian tribe or authorized tribal organizations." This does not, in any way, preclude or prevent the government-to-government relationship that was developed.

The Preparedness directorate has engaged in partnership activities with numerous tribal governments under the general authority of the Stafford Act. For example:

- Region V worked with the Prairie Island Indian Community to enhance their all hazard emergency operating plan. The focus was on how the tribal plan interfaces with municipal, county and state plans.
- Seven tribes in Region VIII participated in the National Flood Insurance Program. Region VIII also worked extensively with tribes in North Dakota, South Dakota, and Minnesota during the record flooding in the Red River Valley. These efforts resulted in longer-term associations that address broader emergency management issues.
- In recent disasters, FEMA has designated a tribal relations officer to work directly with affected Indian tribes.
- Tribal nations participated in the Strategic Review of the Radiological Emergency Preparedness Program. All tribal nations within the 50 mile emergency planning

zone of a commercial nuclear power plant were asked to designate representatives to participate in the Radiological Emergency Preparedness program Strategic Review, along with other stakeholders, re-engineer the REP program. In September 1997, FEMA sponsored a meeting of the stakeholders in Kansas City, Mo., and four representatives from two tribal nations, the Prairie Island in Minnesota and the Mashantucket Pequot in Connecticut, participated in this stakeholder meeting and made very impressive contributions, specifically addressing the role of tribal nations in the REP program.

- FEMA has been well aware of the concern of the Indian nations regarding the movement of radioactive materials through tribal lands. In 1992, with help from several federal and state organizations, as well as the National Congress of American Indians (NCAI), FEMA printed the first revision of the document titled "Guidance for Developing State, Tribal, and Local Radiological Emergency Response Planning and Preparedness for Transportation Accidents." This document was very beneficial to tribal authorities and was prepared under the auspices of the Federal Radiological Preparedness Coordinating Committee, chaired by FEMA, through its subcommittee on transportation accidents. The NCAI has represented Native Americans in the revision of this document starting in 1996.

More recent (1998-1999) events illustrate the progress made in working with the tribes. A significant number of disasters impacted tribal nations during 1999 and 2000, including the devastating tornado that struck the Pine Ridge Reservation last July and the recent fires here in New Mexico affecting the Santa Clara Reservation. FEMA deployed tribal relations officers to Santa Fe, N.M., to assist with the wildfire incident and response. Several of the tribal relations officers deployed are members of tribes experienced in working with tribal governments. FEMA Region VI managed that disaster and deployed their tribal liaison officer to the disaster. These disasters, and others, underscored the critical need to strengthen the emergency preparedness partnership before disaster strikes.

All directorates and offices in FEMA have been requested to identify areas for incorporating tribal policy principles into existing agency policies and programs – and there have been a number of successes.

1. More recently as part of the REP Program Strategic Review, a tribal working group comprised of federal, state, tribal and private sector representatives developed a Recommendation paper detailing specific areas and methods to integrate tribes into the program. Copies of this Recommendation Paper were sent to all 557 federally-recognized tribes and Bureau of Indian Affairs area offices. Because they are so close to a nuclear power plant, the Prairie Island Indian Community was selected by the tribal tiger team to serve as the tribe to pilot the recommendations specified in the recommendation paper.
2. A very successful training session for tribal liaison officers was conducted. The training featured a variety of speakers, who briefed the liaisons on the unique and relevant issues related to working with tribal governments.
3. In December 1999, the Response and Recovery directorate published a new policy outlining how American Indian and Alaska Native tribal government funding will be

administered. This policy provides guidance on how to administer public assistance funding directly from FEMA to tribal governments when they choose to act as their own grantee.

4. The Eastern Band of the Cherokee was designated as the first tribal *Project Impact* community in North Carolina.
5. FEMA coordinated with the Bureau of Indian Affairs to develop a Memorandum of Understanding (MOU) to affirm both FEMA's and BIA's commitment to work cooperatively with the tribes to foster the concepts of preparedness, mitigation, response, and recovery.
6. The first tribal integrated emergency management course was conducted at the Gila River Pima-Maricopa Indian Community in April 2000. Tim Sanders of Gila River became the first person ever to complete the applied professional series of courses in emergency management.
7. More emphasis has been placed on bringing tribal colleges into FEMA's higher education program.
8. Tribal governments were selected to pilot test implementation of the tribal policy.

Through our tribal policy, FEMA has demonstrated its commitment to increasing opportunities for promoting the spirit of partnership and cooperation between FEMA and the tribes to reach our common goal of protecting lives and property from disasters.

Discuss the Radiological Emergency Preparedness Program Strategic Review.

In June 1996, considering the 17-year maturity of the Radiological Emergency Preparedness (REP) program and stakeholder requests for a reconsideration of program requirements, we initiated a Strategic Review, announced the Strategic Review in the Federal Register on July 8, 1996 and solicited suggestions from the REP community, and established the independent Strategic Review Steering Committee (SRSC), with membership from FEMA headquarters and regions and the Nuclear Regulatory Commission (NRC), to undertake a formal review of REP activities. After considering extensive public comments, the SRSC developed draft final recommendations and, on September 9, 1998, published them in the Federal Register for comment. After considering the comments received in response to the Federal Register Notice, the SRSC developed final recommended initiatives. The SRSC transmitted these initiatives to FEMA's Associate Director for Preparedness, Training, and Exercises Kay C. Goss and, having completed its chartered mission, was dissolved. The associate director forwarded the recommended initiatives to the director for approval and then to the REP program office for implementation.

In May 1999, the REP program office established an oversight working group (OSWG), with membership from FEMA headquarters and regions; NRC headquarters; state, tribal, nation, and local governments; and the industry, to make recommendations pertaining to implementation of the SRSC's final recommendations. We also established teams, with membership similar to the OSWG, to oversee various aspects of implementation of the recommendations. As draft implementation products have been developed, FEMA has posted them on the REP home page for comment. After consideration of the comments, the resulting documents have been posted in final. To date, implementation of the

Strategic Review initiatives is approximately two-thirds completed and the revamped REP program will be implemented within the next year or so. As part of this revamping, contractor support that has been provided by the Department of Energy's National Laboratories will be provided by the private sector.

Discuss the roles and responsibilities of the Preparedness, Training, and exercises directorate and FEMA in the Year 2000 preparation effort.

The disruption of computer-based systems as a result of the "millennium bug" posed a potentially serious risk to the continuity of operations of government agencies, public utilities, and businesses, as well as to the well being of individual citizens. Preparing computer systems for the century date change was perhaps the greatest leadership, command and control, and management challenge the world has faced since World War II. While the actual mechanics of making sure that a single computer system could accurately process data into the Year 2000 was relatively straightforward, the entire process of identifying, fixing, and testing a myriad of systems and data exchange points consumed an extraordinary amount of time, energy, and money.

Tackling the Y2K problem also presented one of the greatest management, leadership, and command and control challenges in emergency preparedness FEMA has ever faced. The importance of careful contingency and consequence management planning emerged as being critical to guarding against the possibility of disruptions and remaining prepared to deal with any consequences. At FEMA, Y2K was labeled the "un-natural hazard," and "hazard of the year." Notwithstanding this, there was a silver lining for FEMA and its emergency management partners because preparing for Y2K presented an unprecedented opportunity to heighten awareness across the nation and around the globe about the importance of being prepared not only for Y2K, but for all disasters and emergencies, no matter what the cause. FEMA's message was more widely heard than ever before. FEMA's normal day-to-day mission is to reduce loss of life and property and protect America's critical infrastructure from all types of hazards through a comprehensive, risk-based, emergency management program of mitigation, preparedness, response and recovery. A large part of the success of emergency preparedness and disaster management programs in recent years lies in the many close partnerships established with public, private, volunteer, and non-profit organizations. This partnership approach was used very successfully in preparing for and responding to Y2K. Equally important, was the recognized leadership role in emergency preparedness and disaster management already firmly established for FEMA in the United States.

FEMA works daily to reduce risks and strengthen the support systems that help people and communities prepare for and cope with all types of disasters and because of this, it was well understood that FEMA would be the appropriate agency to lead any needed Federal response and manage any consequences of Y2K or other problems requiring federal assistance. This is why it was so critical to ensure that FEMA's own systems were compliant so that it could continue to respond to any and all disasters. Leading up to the century transition, FEMA reached out and provided extensive guidance and assistance to help lead and prepare the nation's emergency management community for dealing with the possible consequences of Y2K-related incidents.

The Y2K hazard was unique in the annals of emergency management and correspondingly presented significant challenges to the emergency management community. Y2K-induced problems had the potential to affect many different systems and geographical areas nearly simultaneously, a situation that FEMA has never before faced. FEMA normally can handle three or four major disasters at the same time, but the prospect of addressing problems in all 56 states and territories was daunting. Other attributes also differentiated Y2K from more familiar natural disaster and emergency risks: Y2K was a premier technological hazard and unprecedented in nature. There was a date certain for its most likely impact and techniques for solving Y2K problems were well known and used in the remediation process. However, during the entire preparatory and remediation phase, several factors undermined the potential to mitigate this threat: the inter-connectivity of computers and computer systems; the difficulty in locating and replacing embedded chips; the elusiveness of absolute assurances of compliance from vendors and suppliers; resource limitations; and the myriad, variable decisions and priorities of business and government leaders.

- Y2K was mostly invisible to the public because it could not be seen or experienced like a tornado, flood, or earthquake. It was difficult to portray the extent to which automation supports daily lives and this added to the difficulty of increasing public awareness to a level sufficient to cause the “average” adult to take prudent preparedness measures, while not causing the concern to reach a level of panic that might result in hoarding of essential resources. We called this balancing act “the 4 Ps”: undertaking prudent planning without causing public panic. Business, government, and citizen group leaders constantly struggled with this dilemma and through its public outreach FEMA played a lead role in helping to educate the public.

Establishing a formalized command and control structure within which to direct and manage Y2K preparations was key to the success of FEMA’s efforts. Early on a Y2K executive secretariat was appointed by the director to direct and manage all of the Y2K activities in the agency and representatives were assigned from each directorate and office. In addition to overseeing and coordinating the agency’s preparations, the executive secretariat developed recommendations for approval by senior management. Similarly, FEMA supported the President’s Council on Year 2000 Conversion, a Council appointed by the President with representatives from federal departments and agencies and the private sector to guide the nations’ preparations for Y2K. The President’s Council on Year 2000 Conversion led the government’s efforts and served as the command and control organization for the public, private, and international sectors. FEMA supported the President’s council in three distinct areas: Emergency services, responses to emergencies, and emergency preparedness and contingency planning. Like other federal agencies, a major priority was to ensure that its own computer-based systems were compliant and report its progress periodically to the President’s council. Another major responsibility, requiring strong leadership, was chairing and coordinating the activities of the Emergency Services Sector (ESS) working group of the President’s council. The ESS working group reached out to the organizations working with federal agencies in emergency response to increase their awareness of Y2K and assess their readiness to operate normally leading up to, during, and after Jan. 1, 2000. These were the organizations that would be heavily involved in managing the consequences of Y2K-caused events and protecting the public.

In a second area of responsibility, FEMA led the catastrophic disaster response group, under the Federal Response Plan (FRP), in developing a special supplement to the FRP to deal with the consequences of potential Y2K failures. As such, FEMA ensured that all FRP signatory agencies maintained readiness to respond to all types of hazards and conduct recovery operations according to their FRP responsibilities. As the lead agency for the FRP, FEMA has long-standing experience in providing leadership and command and control in responding to disasters and emergencies. During Y2K preparations, FEMA was responsible for ensuring that FRP agencies worked with their partners in the state and local emergency management and fire service communities, to promote awareness and undertake contingency and continuity planning.

In the emergency preparedness and contingency planning area, FEMA mounted an aggressive outreach campaign to the state, local and Indian tribal emergency management and fire service communities to heighten awareness of and sensitivity to Y2K issues and enhance their preparedness levels. To facilitate this outreach, close coordination was established early on and maintained with key constituency groups. FEMA established a strong leadership position early on and engaged in specific activities to help state, local, and Indian tribal emergency management organizations, as well as individuals and families, prepare for Y2K, including:

- Publishing contingency and consequence management planning guidance; conducting federal-state-local exercises, workshops, and seminars throughout the country; convening seminars focused on preparedness at commercial nuclear power plants; distributing Y2K training materials; conducting Emergency Education Network Y2K broadcasts; and conducting a hazardous materials conference to examine Y2K implications for first responders and emphasize the importance of preparedness and contingency planning for small and medium size chemical facilities.
- Producing public awareness and consumer and personal preparedness information for FEMA employees and the public.
- Providing grants to assist the states and territories with Y2K outreach, public awareness, planning, training, and exercises.
- Coordinating Y2K emergency preparedness assessment surveys of state and local emergency management organizations.
- Conducting briefings for delegations from more than 60 nations.

All of FEMA's Y2K efforts were carried out in full concert with and supported the agency's "all-hazards" emergency management approach and strong advocacy of community and family preparedness for all types of disasters. The long-established principles of all-hazard emergency management proved to be very helpful in every aspect of FEMA's extensive Y2K activities: outreach and awareness; training; contingency planning guidance; exercises, seminars, and workshops; response planning; and event management. Similar to other organizations, FEMA benefited from a 100 percent assessment of its own information technology assets. While ensuring Y2K compliance, obsolete technology was eliminated and overall awareness of programs, networks, and their components was increased.

The Y2K experience clearly demonstrated that all aspects of American society, indeed people around the globe, can mobilize to successfully address a common problem; but, it

also clearly pointed out that it is very difficult to obtain timely, accurate information on the status of efforts in such a large-scale enterprise. Overall, as FEMA Director Witt said: "While the Y2K 'bug' has been costly and anxiety producing for the nation, there is a silver lining. Y2K - while one of the biggest technological challenges ever faced - also gave us an opportunity to raise awareness about the need for general emergency preparedness across the country. These efforts will go a long way toward helping the American people be prepared for the inevitable tornado, earthquake, flood or hurricane of the future."

Often, significant numbers of people do not heed FEMA's ongoing emergency preparedness message that it pays to be prepared. With Y2K, a record number of people were paying attention. Y2K awareness activities meshed nicely with FEMA's ongoing efforts to promote risk reduction through *Project Impact: Building Disaster Resistant Communities*, the national initiative in which communities work with FEMA, state and Indian tribal officials, and private sector partners to assess their particular disaster risk and take pro-active steps to reduce potential damage in the future. The Y2K experience helped strengthen existing working relationships between FEMA and state and local governments; resulted in new working relationships being established; boosted the agency's outreach to the private sector; and provided an opportunity to update emergency and contingency planning.

What started as a daunting task ended on a positive note as the new century dawned with very few problems encountered. This success can be attributed to strong, proactive leadership; a focused mission; and the concerted efforts of many individuals and organizations in both the private and public sectors to manage the challenge.

Special Essays

Describe the growth in training programs at EMI and the role that training has played in staff and cadre development.

Prior to the FEMA reorganization in 1993, the Emergency Management Institute (EMI) dealt almost exclusively in state and local emergency management training. Starting in 1994 EMI was assigned a new mission to support staff and cadre development for disaster assignments. EMI adopted performance-based training as the preferred approach to training development and delivery and focused on the formulation of training plans that directly supported cadre needs. The response and recovery and mitigation curriculums were expanded in order to encompass the total training requirement of disaster workers and to increase training opportunities for them. The Disaster Field Training Organization (DFTO) was created as the agency's training arm in disaster field offices. Independent study, using traditional "paper-based" courses as well as computer- and web-based training greatly expanded the options for target audiences.

Today, the training curriculums in disaster response and recovery and mitigation include over 50 courses and more are planned in fiscal year 2001. Currently, 10 of 16 independent study courses offered by EMI directly support disaster cadres and staff development. By the end of fiscal year 1999 over 47,000 disaster workers had participated in DFTO training offerings over the first five years of its existence. Truly,

the entire focus of EMI's training program has shifted to direct support of disaster cadres and staff over the past six years.

The definition of disaster encompasses much more today than it used to and new threats are creating tough challenges for society and the emergency management community. Developing more sophisticated, higher-level training and education programs, taking advantage of the latest technological advances, has been critical to meeting the challenge of providing pertinent training and education to arm emergency managers and first responders with the skills they need to do their jobs. One of the highest priorities of the associate director for Preparedness, Training, and Exercises has been to establish an emergency management degree program in every state by 2001 through the higher education project. As of July 2000, colleges and universities in 47 states across the country offer formal emergency management degree programs, either at the certificate, associate, bachelor, masters, or Ph.D. level. The remaining two states, Montana, and Wyoming, have colleges and universities that at least offer emergency management related courses and activities. Program participation continues to grow:

- 23 schools offer *Certificates, Diplomas or a Minor* in emergency management;
- 13 offer *Associate's Degrees*;
- 11 offer *Bachelor's Degrees*;
- 16 offer *Master's Degrees*; and
- 5 offer *Doctoral Degrees*

As of October 2000, 67 colleges and universities are participating in the higher education project and another 18 colleges or universities are developing or investigating the development of programs. Prototype bachelors-level courses, a prototype associate of arts degree curriculum, and ten college level courses that can be handed off have been developed.

The independent study courses that have been developed allow FEMA to reach large numbers of students and will continue to play an important role in the future in expanding emergency management and first responder training and education. Independent study course enrollments and completions jumped from 31,396 enrollments and 20,772 completions in 1993 to 59,433 enrollments and 46,646 completions in 1999.

Discuss the growth and penetration of EENET TV.

Over the past decade, FEMA's Emergency Education Network project ("training via satellite-distributed television") has grown from an ad-hoc experiment to a strategic communications and training tool for the agency. It has been recognized throughout the distance learning industry as one of the largest and most effective technology-based learning programs in the world, winning dozens of national and international awards for its programming and training excellence.

During this growth, FEMA has leveraged in-house skills and partnerships with other government and private entities to provide essential emergency management training

nationwide to over 15,000 receive sites and several hundred cablevision systems. The program has grown from about a dozen or so broadcasts in the early 1990s (at a cost of nearly \$50,000 per broadcast) to 55+ broadcasts per year...one weekly at a minimum...with costs reduced to less than \$10,000 each. Moreover, the agency often is asked to partner with other federal agencies in delivering their training to the emergency management community or other audiences on a reimbursable basis.

FEMA also harnesses this technology and staff for "Recovery Channel" operations following very large major disasters in order to support media operations within the disaster area, and to get detailed information to disaster victims regarding the assistance programs available to them and how to obtain them.

EENET is extremely valuable as a training and education resource because it allows FEMA to reach large audiences simultaneously. It will continue to be heavily relied upon into the future. Since 1996, with all of the EENET program improvements, FEMA has received dozens of awards, including first place "Telly" awards and two classic "Tellys," awarded for the best programming over the past 20 years. The Tellys are like the Academy Awards of video production. In 1999, FEMA also received 10 Communicator Awards for EENET programming. The expansion of EENET to weekly programming is possible because of our many new partnerships with partners like:

Department of Transportation/Office of Pipeline Safety;

Home and Garden Television Network (mitigation programs);

Hospice Foundation of America (programs on loss and grief);

U.S. Department of Agriculture/Animal, Plant Health Inspection Service.

And dozens of government and private entities partnered with us in the monthly National Alert Series, including:

9. Georgia Emergency Management Agency; Orange County, FL Emergency Services; Arkansas Office of Emergency Services
10. Montgomery County, MD; Lake Havasu City, AZ; City of Lubbock, TX
11. WGAL-TV Lancaster, PA; WBAL-TV Baltimore, MD; FOX-43 TV York, PA; WBIR-TV, Knoxville, TN; WHP-TV Harrisburg, PA
12. Knoxville, TN Fire Department; Portland, OR Fire Department; Tampa, FL Fire and Rescue; Savannah, GA Police Department
13. Department of Justice
14. Texas Severe Storms Association
15. American Coalition for Traffic Safety
16. National Oceanic and Atmospheric Administration and the National Weather Service

Discuss the evolution of USAR training and coordination.

The Preparedness, Training, and Exercises directorate has not been involved in Urban Search and Rescue Training. The Response and Recovery directorate is responsible for the USAR program and associated training and coordination.

Discuss the TOPOFF Exercise, what it was, its importance, and what was learned from the event.

FEMA and the Department of Justice conducted an important domestic counter terrorism response exercise, "TOPOFF," in May 2000 in the Denver, Colo., metropolitan area and in Portsmouth, N.H. Although counter terrorism response exercises are routinely carried out across the country, TOPOFF marked the first time that an exercise of this scope, with the participation of top-level federal, state, and local officials and, thus, the name "TOPOFF," has ever been conducted. Congress directed the attorney general and director of FEMA to undertake this exercise in 1998 to enable top officials and other personnel at all levels of government to practice different courses of action, gain and maintain situational awareness, and assemble appropriate resources in response to a terrorism incident.

TOPOFF was a no-notice exercise consisting of terrorist attacks involving a combination of weapons of mass destruction incidents, including chemical and biological agents, without the release of any actual weapons or agents. The exercise included all of the key personnel who would be involved in the crisis and consequence management of a domestic weapons of mass destruction terrorist attack---federal agency personnel and state and local emergency managers and responders including law enforcement, fire and emergency medical services personnel.

The TOPOFF exercise was particularly important and timely because it assessed the nation's crisis and consequence management capabilities under the extraordinarily stressful conditions that everyone would face during a terrorism weapons of mass destruction incident. Preparations for the exercise took close to a year. FEMA's participation in TOPOFF was coordinated by the Preparedness, Training and Exercises and Response and Recovery directorates under the leadership of the director's senior policy advisor on terrorism. Lessons learned from TOPOFF will be documented and applied to better prepare the nation for potential disasters and to further improve preparedness and response capabilities.

1. Describe the work that FEMA does on policy programs and plans related to terrorism.

The Preparedness, Training, and Exercises directorate has implemented its terrorism preparedness program activities through its normal programs of planning, training, exercises, partnerships, and outreach. Following are the key responsibilities broken out by program area:

Emergency Management Planning Activities

- Providing terrorism planning guidance for states and local governments through the Guide for All-Hazards Emergency Operations Planning (SLG 101).
- Administering terrorism-related grant assistance for the states, in coordination with OFM.
- Ensuring that state and local preparedness activities are consistent with federal policies and procedures.
- Developing and recommending national policies on terrorism-related preparedness issues.
- Preparing and reviewing materials for congressional inquiries and hearings on terrorism.
- Reviewing and coordinating terrorism-related federal publications and studies.

- Supporting intra and interagency terrorism-related preparedness efforts.
- Representing FEMA on terrorism-related state, local, interagency, and National Security Council committees and task forces focusing on planning, training and exercises.

Training Activities

- Developing and delivering terrorism-related training through the Emergency Management Institute, including the integrated emergency management course on Terrorism.
- Supporting coordination of training requirements with the NDPO, Office of Justice programs, and other departments and agencies.
- Supporting implementation of the Nunn-Lugar-Domenici Domestic Preparedness program activities, including delivery of senior officials course.
- Supporting terrorism-related activities using EENET
- Incorporating terrorism-related preparedness into existing emergency management training courses.

Readiness Activities

- Implementing a Comprehensive Exercise Program.
- Collecting terrorism-related data through the Capability Assessment for Readiness process.
- Coordinating FEMA involvement in terrorism-related exercises.
- Conducting workshops, seminars, and conferences on terrorism preparedness issues.

Chemical, Radiological, and Hazardous Materials Program Activities

- Supporting terrorism-related preparedness using lessons learned from the Chemical Stockpile Emergency Preparedness Program, the Radiological Emergency Preparedness Program, the Hazardous Materials program and through the Comprehensive HAZMAT Emergency Response Capability Assessment Program.

Mt. Weather Emergency Assistance Center

- Providing alternate facilities for continuity of operations and facilities for training and other activities.
- Supporting the activities of other departments and agencies

Discuss the changes in the Native American tribal policy and how it has affected disaster assistance for Native Americans.

President Clinton issued an historic, Executive Order in 1994 directing all federal agencies and departments to consult with Indian tribes before making decisions on matters that affect the lives of Native Americans. At FEMA, these consultations ranged from the development of the draft FEMA tribal policy to the revision of planning guidance for transportation accidents involving radiological materials and the Strategic Review of the Radiological Emergency Preparedness program. President Clinton personally set the tone and framework for improving government-to-government

relations between Native Americans and the federal government, and is the first president to invite the leaders of every tribe to the White House since James Monroe in the 1820s. In this new era of federal consultation with American Indian nations, all federal departments and agencies were directed to implement the President's policy as an essential operating principle of daily operations. In response to the President's commitment, FEMA Director Witt established a working group in FEMA to develop a policy for government-to-government relationships with Native Americans as a priority for the agency. This has been a significant effort involving extensive coordination between FEMA and our partners in listening sessions conducted in different states. Director Witt signed the final tribal policy on Sept. 25, 1998, and asked the Preparedness, Training, and Exercises directorate to be responsible for implementing the new FEMA tribal policy. This assignment was a high honor for the PTE directorate and in fact for ten years, the associate director had managed Native American tribal issues for President Clinton in Arkansas. The PTE directorate is responsible for preparing the nation's emergency management community to prepare for, mitigate against, respond to and recover from all types of disasters through partnership, planning, training, and exercise programs and the tribal policy assignment was a logical addition to the directorate's programs.

The PTE directorate works with partners throughout the country to build a preparedness capability to save lives and protect property by building the profession of emergency management. The directorate works in close partnership with and provides extensive expertise, guidance, and assistance to state, local, and Indian tribal governments to help them establish, maintain, improve, and ensure the success of their own comprehensive emergency management programs. The goal is to help them develop the capability to mitigate, to respond, and to recover from all types of disasters and we accomplish this through activities and programs in the broad functions of emergency planning, training, exercising, partnership, and outreach. A variety of specific emergency preparedness programs are carried out: earthquakes; hurricanes; flooding; nuclear power plant emergencies; chemical weapons stockpile emergencies; hazardous materials incidents; dam safety; the fire service; community and Family Preparedness; and Emergency Food and Shelter. PTE regional staff get to know the state, local, and Indian tribal government officials because they work with them daily. They form a partnership and friendship that pays off in a disaster because they are working with people they know and trust, and who know and trust them. state, local, and Indian tribal governments are first and foremost responsible for ensuring the health and safety of the public. They implement their own emergency management programs including:

10. Developing strategies to combat hazards;
11. Enacting disaster-related laws, codes, policies, and regulations;
12. Developing and implementing disaster operations plans;
13. Identifying resources necessary to carry out plans and programs;
14. Conducting hazard analyses to determine what can go wrong; risk analyses to determine the likelihood of problems; and vulnerability analyses to determine the consequences;
15. Interfacing, planning, training, and exercising with federal officials;
16. Implementing disaster awareness and preparedness programs;

17. Coordinating disaster response activities with the federal government;
18. Carrying out evacuations; sheltering; alerting; communications; and emergency operations center functions.

A mosaic of preparedness activities includes the following:

- Capability Assessment for Readiness (CAR)
- Emergency Education Network (EENET)
- Higher Education Project
- Integrated Emergency Management Course (IEMC) and other emergency management training
- Tribal Policy
- Exercises
- Interactive Policy Seminars
- Year 2000 Preparedness
- Emergency Food and Shelter
- International Partnerships
- Emergency Management Planning
- Mount Weather Emergency Assistance Center and support to other departments and agencies
- Radiological Emergency Preparedness Program
- Chemical Stockpile Emergency Preparedness Program
- Hazardous Materials program and Comprehensive HAZMAT Emergency Response Capability Assessment Program
- Technology Transfer
- Community and Family Preparedness program, including the African American Emergency Preparedness Information Project and the emergency preparedness curriculum development initiative

The associate director has published the *Compendium of Exemplary Practices in Emergency Management* annually since 1996. The *Compendiums* offer fresh examples of efficient and effective emergency management practices and describe creative public and private sector emergency management initiatives. A panel of experts representing the emergency management and fire service communities, including the National Emergency Management Association (NEMA), the International Association of Emergency Managers (IAEM), the International Association of Fire Chiefs (IAFC), and the International Association of Firefighters assisted in preparing the *Compendiums*. The success of this document is due in large part to our partners who unselfishly invest their time and energy in compiling and reviewing the materials to make it a meaningful tool that our tribal, state and local emergency partners can use to improve their own operations.

Effective emergency management programs require coordination among many different organizations at the local level: *fire departments; law enforcement; emergency medical services; public health; public works; utilities; voluntary organizations; schools and*

businesses. Partnership with the private sector is especially important because the private sector helps and provides resources in disaster responses. Partnership with volunteer organizations is important because they can provide sheltering, food, clothes, counseling, and clean up in disasters. Emergency preparedness is important for several reasons:

13. Simply stated, it works;
14. It helps lessen the threat of litigation;
15. It helps prevent devastating health, safety, economic, and political problems; and
16. In our country it is a federal requirement.
17. It is the foundation of emergency management;
18. It builds the profession of emergency management.

In working with the National Congress of American Indians and other tribal representatives it has been explained that FEMA and the tribes, working together, need to identify risks, complete needs assessments, find out what is required in each tribal community, and, most importantly, define the training that is appropriate for each community, to provide the base of skills and abilities to effectively plan for, coordinate, and deliver emergency management services – preparedness, mitigation, response and recovery. The partnership that has been established involves sharing equally, identifying goals and objectives, and developing strategies for long-term progress. Every step of the process has included full partnership with the tribes. The constraints in FEMA's statutory authorities have also been explained, but it has been made clear that working in partnership, FEMA and the tribes can ensure the integration of the Native American nations into the emergency management program of the United States following several fundamental principles:

Recognition and commitment to a government-to-government relationship with Native American nations.

- Consultation with tribal governments to ensure tribal rights and concerns are addressed.
- Recognition of the trust relationship between the federal government and Native Americans.
- Elimination or diminishment of procedural impediments to working directly and effectively with tribal governments.
- Partnership development with other federal departments and agencies to enlist their support of cooperative efforts to further this policy.
- Encouragement, cooperation and partnership between and among federal, tribal, state, and local governments to resolve issues of mutual concern related to emergency management.

These policies have become fundamental tenets of FEMA's mission and these principles have guided FEMA's interactions with federally recognized American Indian and Alaska Native tribal governments, and formed the basis for the partnership. Each of FEMA's 10 regional offices assigned a tribal liaison officer to implement this policy in their day-to-day activities. The tribal policy working group met with representatives from the Department of Interior, Bureau of Indian Affairs, to ensure complete understanding of roles and responsibilities. Director Witt and the Associate Director Kay C. Goss directed each FEMA organization and regional office to use current resources to incorporate the tribal policy into agency activities, policies and programs to the maximum extent possible. In its definition of a local government, the Stafford Act includes "any Indian tribe or authorized tribal organizations." This does not, in any way, preclude or prevent the government-to-government relationship that was developed.

The Preparedness directorate has engaged in partnership activities with numerous tribal governments under the general authority of the Stafford Act. For example:

- Region V worked with the Prairie Island Indian Community to enhance their all hazard Emergency Operating Plan. The focus was on how the tribal plan interfaces with municipal, county and state plans.
- Seven tribes in Region VIII participated in the National Flood Insurance Program. Region VIII also worked extensively with tribes in North Dakota, South Dakota, and Minnesota during the record flooding in the Red River Valley. These efforts resulted in longer-term associations that address broader emergency management issues.
- In recent disasters, FEMA has designated a tribal relations officer to work directly with affected Indian tribes.
- Tribal nations participated in the Strategic Review of the Radiological Emergency Preparedness Program. All tribal nations within the 50 mile emergency planning zone of a commercial nuclear power plant were asked to designate representatives to participate in the Radiological Emergency Preparedness program Strategic Review, along with other stakeholders, re-engineer the REP program. In September 1997, FEMA sponsored a meeting of the stakeholders in Kansas City, Missouri, and four representatives from two tribal nations, the Prairie Island in Minnesota and the Mashantucket Pequot in Connecticut, participated in this stakeholder meeting and made very impressive contributions, specifically addressing the role of tribal nations in the REP program.
- FEMA has been well aware of the concern of the Indian nations regarding the movement of radioactive materials through tribal lands. In 1992, with help from several federal and state organizations, as well as the National Congress of American Indians (NCAI), FEMA printed the first revision of the document titled "Guidance for Developing State, Tribal, and Local Radiological Emergency Response Planning and Preparedness for Transportation Accidents." This document was very beneficial to tribal authorities and was prepared under the auspices of the federal Radiological Preparedness Coordinating Committee, chaired by FEMA, through its subcommittee on transportation accidents. The NCAI has represented Native Americans in the revision of this document starting in 1996.

More recent (1998-1999) events illustrate the progress made in working with the tribes. A significant number of disasters impacted tribal nations during 1999 and 2000,

including the devastating tornado that struck the Pine Ridge Reservation last July and the recent fires here in New Mexico affecting the Santa Clara Reservation. FEMA deployed tribal relations officers to Santa Fe, N.M., to assist with the wildfire incident and response. Several of the tribal relations officers deployed are members of tribes experienced in working with tribal governments. FEMA Region VI managed that disaster and deployed their tribal liaison officer to the disaster. These disasters, and others, underscored the critical need to strengthen the emergency preparedness partnership before disaster strikes.

All directorates and offices in FEMA have been requested to identify areas for incorporating tribal policy principles into existing agency policies and programs – and there have been a number of successes.

9. More recently as part of the REP Program Strategic Review, a tribal working group comprised of federal, state, tribal and private sector representatives developed a recommendation paper detailing specific areas and methods to integrate tribes into the program. Copies of this Recommendation Paper were sent to all 557 federally-recognized tribes and Bureau of Indian Affairs Area offices. Because they are so close to a nuclear power plant, the Prairie Island Indian Community was selected by the tribal tiger team to serve as the tribe to pilot the recommendations specified in the recommendation paper.
10. A very successful training session for tribal liaison officers was conducted. The training featured a variety of speakers, who briefed the liaisons on the unique and relevant issues related to working with tribal governments.
11. In December 1999, the Response and Recovery directorate published a new policy outlining how American Indian and Alaska Native tribal government Funding will be administered. This policy provides guidance on how to administer public assistance funding directly from FEMA to tribal governments when they choose to act as their own grantee.
12. The Eastern Band of the Cherokee was designated as the first tribal *Project Impact* community in North Carolina.
13. FEMA coordinated with the Bureau of Indian Affairs to develop a Memorandum of Understanding (MOU) to affirm both FEMA's and BIA's commitment to work cooperatively with the tribes to foster the concepts of preparedness, mitigation, response, and recovery.
14. The first tribal integrated emergency management course was conducted at the Gila River Pima-Maricopa Indian Community in April 2000. Tim Sanders of Gila River became the first person ever to complete the applied professional series of courses in emergency management.
15. More emphasis has been placed on bringing tribal colleges into FEMA's higher education program.
16. Tribal governments were selected to pilot test implementation of the tribal policy. Through our tribal policy, FEMA has demonstrated its commitment to increasing opportunities for promoting the spirit of partnership and cooperation between FEMA and the tribes to reach our common goal of protecting lives and property from disasters.

Discuss the Radiological Emergency Preparedness Program Strategic Review.

In June 1996, considering the 17-year maturity of the Radiological Emergency Preparedness (REP) program and stakeholder requests for a reconsideration of program requirements, we initiated a Strategic Review, announced the Strategic Review in the Federal Register on July 8, 1996 and solicited suggestions from the REP community, and established the independent Strategic Review Steering Committee (SRSC), with membership from FEMA headquarters and regions and the Nuclear Regulatory Commission (NRC), to undertake a formal review of REP activities. After considering extensive public comments, the SRSC developed draft final recommendations and, on September 9, 1998, published them in the Federal Register for comment. After considering the comments received in response to the Federal Register Notice, the SRSC developed final recommended initiatives. The SRSC transmitted these initiatives to FEMA's Associate Director for Preparedness, Training, and Exercises Kay C. Goss and, having completed its chartered mission, was dissolved. The associate director forwarded the recommended initiatives to the director for approval and then to the REP program office for implementation.

In May 1999, the REP program office established an oversight working group (OSWG), with membership from FEMA headquarters and regions; NRC headquarters; state, tribal nation, and local governments; and the industry, to make recommendations pertaining to implementation of the SRSC's final recommendations. We also established teams, with membership similar to the OSWG, to oversee various aspects of implementation of the recommendations. As draft implementation products have been developed, FEMA has posted them on the REP home page for comment. After consideration of the comments, the resulting documents have been posted in final. To date, implementation of the Strategic Review initiatives is approximately two-thirds completed and the revamped REP program will be implemented within the next year or so. As part of this revamping, contractor support that has been provided by the Department of Energy's National Laboratories will be provided by the private sector.

Discuss the roles and responsibilities of the Preparedness, Training, and exercises directorate and FEMA in the Year 2000 preparation effort.

The disruption of computer-based systems as a result of the "millennium bug" posed a potentially serious risk to the continuity of operations of government agencies, public utilities, and businesses, as well as to the well being of individual citizens. Preparing computer systems for the century date change was perhaps the greatest leadership, command and control, and management challenge the world has faced since World War II. While the actual mechanics of making sure that a single computer system could accurately process data into the Year 2000 was relatively straightforward, the entire process of identifying, fixing, and testing a myriad of systems and data exchange points consumed an extraordinary amount of time, energy, and money.

Tackling the Y2K problem also presented one of the greatest management, leadership, and command and control challenges in emergency preparedness the FEMA has ever faced. The importance of careful contingency and consequence management planning emerged as being critical to guarding against the possibility of disruptions and remaining prepared to deal with any consequences. At FEMA, Y2K was labeled the "un-natural

hazard,” and “hazard of the year.” Notwithstanding this, there was a silver lining for FEMA and its emergency management partners because preparing for Y2K presented an unprecedented opportunity to heighten awareness across the nation and around the globe about the importance of being prepared not only for Y2K, but for all disasters and emergencies, no matter what the cause. FEMA’s message was more widely heard than ever before.

FEMA’s normal day-to-day mission is to reduce loss of life and property and protect America’s critical infrastructure from all types of hazards through a comprehensive, risk-based, emergency management program of mitigation, preparedness, response and recovery. A large part of the success of emergency preparedness and disaster management programs in recent years lies in the many close partnerships established with public, private, volunteer, and non-profit organizations. This partnership approach was used very successfully in preparing for and responding to Y2K. Equally important, was the recognized leadership role in emergency preparedness and disaster management already firmly established for FEMA in the United States.

FEMA works daily to reduce risks and strengthen the support systems that help people and communities prepare for and cope with all types of disasters and because of this, it was well understood that FEMA would be the appropriate agency to lead any needed federal response and manage any consequences of Y2K or other problems requiring federal assistance. This is why it was so critical to ensure that FEMA’s own systems were compliant so that it could continue to respond to any and all disasters. Leading up to the century transition, FEMA reached out and provided extensive guidance and assistance to help lead and prepare the nation’s emergency management community for dealing with the possible consequences of Y2K-related incidents.

The Y2K hazard was unique in the annals of emergency management and correspondingly presented significant challenges to the emergency management community. Y2K-induced problems had the potential to affect many different systems and geographical areas nearly simultaneously, a situation that FEMA has never before faced. FEMA normally can handle three or four major disasters at the same time, but the prospect of addressing problems in all 56 states and territories was daunting. Other attributes also differentiated Y2K from more familiar natural disaster and emergency risks: Y2K was a premier technological hazard and unprecedented in nature. There was a date certain for its most likely impact and techniques for solving Y2K problems were well known and used in the remediation process. However, during the entire preparatory and remediation phase, several factors undermined the potential to mitigate this threat: the inter-connectivity of computers and computer systems; the difficulty in locating and replacing embedded chips; the elusiveness of absolute assurances of compliance from vendors and suppliers; resource limitations; and the myriad, variable decisions and priorities of business and government leaders.

Y2K was mostly invisible to the public because it could not be seen or experienced like a tornado, flood, or earthquake. It was difficult to portray the extent to which automation supports daily lives and this added to the difficulty of increasing public awareness to a level sufficient to cause the “average” adult to take prudent preparedness measures, while not causing the concern to reach a level of panic that might result in hoarding of essential resources. We called this balancing act “the 4 Ps”: undertaking prudent planning without causing public panic. Business, government, and citizen group leaders constantly

struggled with this dilemma and through its public outreach FEMA played a lead role in helping to educate the public.

Establishing a formalized command and control structure within which to direct and manage Y2K preparations was key to the success of FEMA's efforts. Early on a Y2K Executive Secretariat was appointed by the director to direct and manage all of the Y2K activities in the agency and representatives were assigned from each directorate and office. In addition to overseeing and coordinating the agency's preparations, the executive secretariat developed recommendations for approval by senior management. Similarly, FEMA supported the President's Council on Year 2000 Conversion, a council appointed by the President with representatives from federal departments and agencies and the private sector to guide the nations' preparations for Y2K. The President's Council on Year 2000 Conversion led the government's efforts and served as the command and control organization for the public, private, and international sectors. FEMA supported the President's council in three distinct areas: emergency services, responses to emergencies, and emergency preparedness and contingency planning. Like other federal agencies, a major priority was to ensure that its own computer-based systems were compliant and report its progress periodically to the President's council. Another major responsibility, requiring strong leadership, was chairing and coordinating the activities of the Emergency Services Sector (ESS) working group of the President's council. The ESS working group reached out to the organizations working with federal agencies in emergency response to increase their awareness of Y2K and assess their readiness to operate normally leading up to, during, and after Jan. 1, 2000. These were the organizations that would be heavily involved in managing the consequences of Y2K-caused events and protecting the public.

In a second area of responsibility, FEMA led the Catastrophic Disaster Response Group, under the Federal Response Plan (FRP), in developing a special supplement to the FRP to deal with the consequences of potential Y2K failures. As such, FEMA ensured that all FRP signatory agencies maintained readiness to respond to all types of hazards and conduct recovery operations according to their FRP responsibilities. As the lead agency for the FRP, FEMA has long-standing experience in providing leadership and command and control in responding to disasters and emergencies. During Y2K preparations, FEMA was responsible for ensuring that FRP agencies worked with their partners in the state and local emergency management and fire service communities, to promote awareness and undertake contingency and continuity planning.

In the emergency preparedness and contingency planning area, FEMA mounted an aggressive outreach campaign to the state, local and Indian tribal emergency management and fire service communities to heighten awareness of and sensitivity to Y2K issues and enhance their preparedness levels. To facilitate this outreach, close coordination was established early on and maintained with key constituency groups. FEMA established a strong leadership position early on and engaged in specific activities to help state, local, and Indian tribal emergency management organizations, as well as individuals and families, prepare for Y2K, including:

- Publishing contingency and consequence management planning guidance; conducting federal-state-local exercises, workshops, and seminars throughout the country;

convening seminars focused on preparedness at commercial nuclear power plants; distributing Y2K training materials; conducting Emergency Education Network Y2K broadcasts; and conducting a hazardous materials conference to examine Y2K implications for first responders and emphasize the importance of preparedness and contingency planning for small and medium size chemical facilities.

- Producing public awareness and consumer and personal preparedness information for FEMA employees and the public.
- Providing grants to assist the states and territories with Y2K outreach, public awareness, planning, training, and exercises.
- Coordinating Y2K emergency preparedness assessment surveys of state and local emergency management organizations.
- Conducting briefings for delegations from more than 60 nations.

All of FEMA's Y2K efforts were carried out in full concert with and supported the agency's "all-hazards" emergency management approach and strong advocacy of community and family preparedness for all types of disasters. The long-established principles of all-hazard emergency management proved to be very helpful in every aspect of FEMA's extensive Y2K activities: outreach and awareness; training; contingency planning guidance; exercises, seminars, and workshops; response planning; and event management. Similar to other organizations, FEMA benefited from a 100 percent assessment of its own information technology assets. While ensuring Y2K compliance, obsolete technology was eliminated and overall awareness of programs, networks, and their components was increased.

The Y2K experience clearly demonstrated that all aspects of American society, indeed people around the globe, can mobilize to successfully address a common problem; but it also clearly pointed out that it is very difficult to obtain timely, accurate information on the status of efforts in such a large-scale enterprise. Overall, as FEMA Director Witt said: "While the Y2K 'bug' has been costly and anxiety producing for the nation, there is a silver lining. Y2K - while one of the biggest technological challenges ever faced - also gave us an opportunity to raise awareness about the need for general emergency preparedness across the country. These efforts will go a long way toward helping the American people be prepared for the inevitable tornado, earthquake, flood or hurricane of the future."

Often, significant numbers of people do not heed FEMA's ongoing emergency preparedness message that it pays to be prepared. With Y2K, a record number of people were paying attention. Y2K awareness activities meshed nicely with FEMA's ongoing efforts to promote risk reduction through *Project Impact: Building Disaster Resistant Communities*, the national initiative in which communities work with FEMA, state and Indian tribal officials, and private sector partners to assess their particular disaster risk and take pro-active steps to reduce potential damage in the future. The Y2K experience helped strengthen existing working relationships between FEMA and state and local governments; resulted in new working relationships being established; boosted the agency's outreach to the private sector; and provided an opportunity to update emergency and contingency planning.

What started as a daunting task ended on a positive note as the new century dawned with very few problems encountered. This success can be attributed to strong, proactive

leadership; a focused mission; and the concerted efforts of many individuals and organizations in both the private and public sectors to manage the challenge.

Office of Public Affairs

Mission Shift to an All-Hazards Disaster Response

Describe how your office's mission and functions have evolved since FEMA changed its focus to an all-hazards disaster response. Describe the evolution of your division's mission and functions from 1992-2000.

Before 1992, the Office of Public Affairs (OPA) was organized along departmental lines that focused on the agency's central mission of emergency preparedness and responding to natural and man-made disasters, including nuclear attack. The departments included the Office of News and Information, which handled media relations and issued all news releases; the Office of Editorial Production, which was chiefly responsible for producing newsletters, speeches and material for special agency campaigns; and the Office of Intergovernmental Affairs, which coordinated activities with emergency management organizations and state and local governments.

A beat system was employed to service the emergency preparedness, state and local program support directorates, the U.S. Fire Administration and National Emergency Training Center programs. The Federal Insurance Administration was served by its own public affairs officer. There were no full-time regional public affairs officers from the mid-'80s to 1992, and the office's electronic communication capabilities were minimal. The criticism of the agency following Hurricane Andrew, the directive implementing civil defense policy changes, and Director Witt's emphasis on all hazards and mitigation significantly altered the function of the Office of Public Affairs. The office instituted a media relations policy that emphasized an aggressive proactive approach and used new technologies to reach the media and general public with strategic disaster response, recovery, preparedness, and risk reduction messages. Full-time public affairs officers were added to each regional office; the public affairs reservist cadre was reintroduced; new training courses were developed; and, new communication products were developed and disseminated.

In addition, a program of strategic public relations and marketing was implemented, allowing the office to target messages to key audiences, including children, minorities and coastal communities, and to implement *Project Impact*, an initiative changing the way America deals with disasters. The office also began to use quantitative measures, including focus groups and surveys, to determine communication needs and successes. One measure of success became clear without a questionnaire: the extensive media coverage of FEMA and Director Witt since 1992, including national and international media attention, hundreds of broadcasts appearances and thousands of column inches of positive newspaper coverage.

Management Reorganization

Describe how your office's senior management was reorganized in 1993. Have major changes in your office's management structure occurred since then? If so, what was changed and why was it changed?

FEMA's Office of Public Affairs (OPA) has undergone repeated reorganizations since 1992, as the office refined its mission and evolved professionally to serve the reinvented agency. Originally called the Office of Public and Intergovernmental Affairs, OPA was part of the External Affairs Directorate, which was dissolved in 1993. At that time, Intergovernmental Affairs became a separate entity and the office was renamed the Office of Emergency Information and Public Affairs. It reported directly to senior management and was headed by a director and deputy director, both of whom were professional public affairs practitioners.

Along with several changes in office management personnel through the end of the '90s, the name of the office changed as well, eventually returning to the Office of Public Affairs, reflecting a broader mission than emergency information and acknowledging the changing overall focus of the agency from response and recovery to risk reduction and strategic communication.

While the individuals in the senior positions changed, the structure of the office remained the same, with a relatively flat organizational chart based on a sense of professional teamwork and collegiality. The full-time professional public relations practitioners work side-by-side with CORE (Cadre of On-Call Response Employee) and DAEs (disaster assistance employees) to meet their responsibilities for specific beat and/or product lines, with all individuals reporting to the deputy director and director.

Customer Service Improvements

How has your office implemented FEMA's customer service policy? Please cite specific examples of research and/or surveys conducted by your office related to customer service. Also, cite specific changes that were made in the way your office does business as a result of the research and surveys that were done. Finally, give examples of specific improvements in the way your office has serviced its customers since 1992.

While all Office of Public Affairs staff were required to take the one-day, in-house, customer service training course, most of the principles of customer service were already in place and have largely been strengthened and enhanced since 1992.

Successful public affairs programs are based on attention to the customer, good communication, timeliness and thoroughness. Without these principles in place, basic media relations, product creation, strategic message development, and communication campaigns cannot be successful.

Examples

- In order to enhance the effectiveness of the *Recovery Times* publication, disseminated to communities following disasters, focus groups were held throughout the country to test the content, presentation, distribution methodology and even the name. A complete redesign of the publication followed, based on the customer input.
- In order to better hone messages disseminated to the public about *Project Impact*, several studies were conducted to determine the most opportune times to spread risk reduction messages to the public. Other studies provided baseline

preparedness and risk reduction activity levels of the general public, allowing the office to target communication strategies to customers more effectively. Focus groups were also held to determine the attitudes of families and businesses toward mitigation, allowing the public affairs team to implement strategies to overcome resistance toward risk reduction and to enhance the agency's service to its customers.

- In order to serve media customers more efficiently, the Office of Public Affairs in 1999 created a web site specifically for the media which brought together the agency information most relevant to the media and put it in a useful, easy to navigate format. Press releases, media alerts, speeches, biographies, and fact sheets were now easily accessible. In a related effort to be more "user friendly" a high-resolution library was created to post disaster photographs and important graphics that can be downloaded by the media or the general public without the need to contact the FEMA photo desk.

www.fema.gov

Is the agency's highly successful, new customer-friendly communications tool. The site, which has won numerous awards, has new information posted daily and is available 24 hours a day. User feedback is direct, quick and can be used to improve the site, document agency performance and provide the public with another way of reaching the agency. The site feedback page generates an average of 30 E-mails a day from site visitors; a figure that jumps to more than 100 a day during major disasters. All E-mail messages are handled personally and individually, most on the same day as received. Informal, non-scientific surveys posted on the home page indicate great customer satisfaction with the web site.

Cost Reduction

Give examples of your office's efforts to reduce costs from 1993 to 2000. Highlight specific successful efforts and be specific about where costs were actually reduced.

The Office of Public Affairs has worked to ensure closer coordination between development of products and articulated strategic goals and objectives. This ensures that the office expenditures meet specific needs, communicate the correct message and are the most cost-effective means available to reach the general public.

For example, in 1999 the office contracted with the North American Precise Syndicate (NAPS) to develop an article on FEMA for Kids. The article was distributed to newspapers across the country as part of the NAPS distribution process. Ultimately, 722 media outlets ran the article – at a cost to FEMA of less than \$3,000. In another example, both the *Recovery Times* and the agency's internal employee newsletter are now produced using desktop publishing, which eliminated the need to contract with a printer or graphics company, eliminating both cost and time delay. The FEMA Photo Desk, under development in September 2000, will ultimately reduce personnel costs as individuals will be able to download and obtain high-resolution photographs through the web site, without requiring an employee to handle the requests.

Use of Technological Innovations

Describe how your office has employed the use of new technology since 1992. Also describe ways in which old technology has been used in a new way, if applicable. How have these technological innovations affected your office's performance.

The Office of Public Affairs has embraced new technologies to more effectively communicate key disaster and risk reduction information to the general public. Since 1992, the office has implemented an award-winning web site (www.fema.gov), the *Recovery Channel*, the FEMA Radio Network, digital photography and electronic transmission of images, satellite press conferences, CD-ROM technology, broadcast animation, and desktop publishing.

For instance, in the summer of 1993, the Mississippi River was out of its banks in the upper Midwest causing major flooding in many states on both sides of the river. Heavy rains had brought flooding to locations hundreds of miles from the Mississippi. Presidential declarations for federal disaster assistance were being issued almost daily. FEMA Director James Lee was touring the flooded areas with Morrie Goodman, then FEMA's director of Emergency Information and Media Affairs, while FEMA headquarters staffers were busy sending out news releases with disaster recovery information and conducting radio and television interviews.

Two public affairs officers were faced with arranging a one-time satellite broadcast of recovery information to a St. Louis area television station when a better idea surfaced: a multiple hour, multiple day satellite broadcast of recovery information to every television station across the country. And the FEMA Recovery Channel was born.

Technicians from FEMA's Mt. Weather television facility were recruited to staff the broadcast operation. Space to conduct live interviews was carved out of the Emergency Support Team area on the mezzanine. Wire services and television stations were notified of the broadcasts – day, time and satellite coordinates. The Recovery Channel not only delivered the news, but, in fact, *became* the news as all the major television networks carried stories (and videotape coverage) about FEMA's innovative use of TV. C-SPAN brought a camera crew to the mezzanine and carried The Recovery Channel live on their cable channel for several days. Network news anchors Dan Rather and Tom Brokaw were quoted as saying the Recovery Channel "was the best thing FEMA could have done for the flood victims in the Midwest."

The Recovery Channel stayed on the air for two months, and resumed operations again in 1994, after the Northridge earthquake, when it broadcast recovery information in several languages to millions of southern California viewers 24 hours a day. It also hit the air during the 1996 spring floods in New York, Pennsylvania, Maryland and Oregon. Since then, half-hour live satellite broadcasts of the Recovery Channel have been used in many other disaster circumstances as necessary.

Other examples of technology use include:

- Photographs from disaster sites are now transmitted electronically from FEMA's field photographers directly to FEMA headquarters using state-of-the-art digital

camera or portable slide scanners and laptops. High-resolution photographs can then be transmitted directly to the media by the headquarters Photo Desk or downloaded from the FEMA web site.

- Both the *Recovery Times* and *Impact*, the employee newsletter, are created using desktop publishing, thereby expediting the production process and cutting costs. Using digital photographs in the layout also improves efficiency.
- FEMA Radio Network uses a digitized audio production and distribution system to record sound bites and public service announcements for dissemination to radio stations throughout the country. The state-of-art studio supports news conferences and interviews. Stations obtain the information through a toll-free number or through the FEMA web site.
- The Office of Public Affairs uses a FEMAfax/Spectrafax system – the latest computerized facsimile system with comprehensive news media databases and 48 telephone lines allow rapid targeted information distribution. The system also has a fax on-demand service. In addition, customers select from more than 2,000 documents and material is automatically transmitted.

The Office of Public Affairs has also converted the FEMA for Kids web site to a CD-ROM, allowing access to this valuable information source by schools and organizations without web access.

The agency's website (www.fema.gov), which is the ultimate use of technology, now boasts 20,000 pages of information and an average of 11 million hits per month.

Partnerships

What groups, organizations, companies or contractors are you now working with outside of FEMA. Summarize these partnerships and cite when and why each partnership began and how the working relationships have evolved. Provide insights about the partnerships in terms of how they have assisted your office in carrying out its functions and/or how they have contributed to FEMA's overall mission.

The Office of Public Affairs actively partners with a wide variety of organizations, private companies and government agencies in order to meet its mission and communicate vital information to the public.

The Office of Public Affairs has an ongoing collaboration with such non-profit groups as the American Red Cross and the U.S. Humane Society, for example. In these partnerships, FEMA may provide information to support their communication efforts, may develop joint communication products, such as video new releases or public service announcements, may supply photographic and video support, and may provide publicity on the web site or through press releases.

The Office of Public Affairs also has numerous collaborations with private companies, both companies that are *Project Impact* partners and companies that serve as contractors helping the office conduct its business. For example, the office has collaborated with Bell South, a *Project Impact* partner, to spread the word about that initiative at NASCAR

res. The office also has an ongoing relationship with Home Depot, another *Project Impact* partner, participating in joint events and including Home Depot information in press releases and the web site. Another advantageous relationship is with *Project Impact* partner Barnes and Noble, which has hosted FEMA at the largest hurricane expo in the country for the past two years. Contactors supporting the Office of Public Affairs include Bell Atlantic, which provides technical support to the FEMA web site, and Photo Assist, a company developing a photo archiving system and staffing the Photo Desk. Of course, the Office of Public Affairs also has ongoing relationships with state and local governments and other federal agencies. The office works closely with the National Weather Service, for example, to promote hurricane season and the purchasing of NOAA weather radios. The office has worked with the Department of Education in making its main web site and kid's web site part of a national, government database of site for teachers. The office has also coordinated important terrorism exercises and communication planning with the Department of Defense and the FBI. In addition, the office actively supported the development of the NPR project to create an interagency State and Local Gateway Web site. The project won the Vice President's Hammer Award for reinventing government. *Project Impact* signing ceremonies have provided multiple opportunities for the office to partner with local governments in spreading risk reduction information and communicating the *Project Impact* message to at-risk localities.

Organizational Culture

How did FEMA's mission shift change the agency's organizational culture? (This question refers to FEMA's shift from a focus on National Preparedness to a focus on Emergency Management.)

When Director Witt initiated sweeping reforms that streamlined disaster relief and recovery operations and insisted on a new emphasis regarding preparedness and mitigation, he also changed the organizational culture and focus within the Office of Public Affairs. The office needed to re-energize itself and take a proactive, rather than reactive, stance. A shift from national preparedness to emergency management allowed the Office of Public Affairs to be more open with the media and the general public, and to participate in active disasters with real consequences, rather than potential disasters with imagined consequences.

Witt's reorganization was put to the test by the Great Midwest Floods of 1993 and California's massive Northridge Earthquake in January 1994. The Office of Public Affairs was able to successfully manage the huge communication task and to promote the image of a transformed agency to the public. The organizational culture within the office became more "can do" and more energized while also emerging as a key component of the agency's reinvention. Without the success of the initiative to communicate how FEMA has changed, the changes would have been invisible to the lawmakers and the public and it's doubtful that President Clinton would have recognized the agency's accomplishments in his 1995 State of the Union address.

The later introduction of *Project Impact* further galvanized the Office of Public Affairs, bringing a culture of marketing and public relations strategy, and bringing additional media relations and outreach success.

Training

Describe any new training initiatives or changes in old training offered by your office to employees since 1992.

After hurricanes Hugo and Andrew, it was evident that the public affairs efforts of the agency needed an overhaul. One key component of the massive change public affairs underwent under the leadership of James L. Witt was training and certification of public affairs reservists. To conduct an effective public information campaign during disasters it became necessary to create a comprehensive, standardized training module for our public affairs reservists, who were often the face of FEMA in the media, and in many cases the shapers of public perception.

After many months of developing, shaping and refining the new training course, the Office of Public Affairs began offering it at the Emergency Management Institute. It became a requirement for all public affairs reservists. After just a year of retraining our cadre, the results were outstanding and evident by the successful disaster communications in the wake of the Midwest Floods and the Northridge Earthquake.

After all these changes, the Public Affairs cadre became the model that many other cadres followed, including our practices of hiring, training and certification of public affairs professionals to carry out the important mission of providing critical information to victims in times of disaster.

The Office of Public Affairs continues to refine its training classes in order to remain current in public affairs thinking, to communicate shifts in focus and to promote new initiatives, such as *Project Impact*. New changes in curriculum initiated this summer will be tested in September 2000.

Director Witt's Leadership

Describe director Witt's direct involvement with your division or sub-office during and after the major reorganizations took place. How has he been directly involved during major disasters or events since then? How has he been directly involved during non-disaster periods? Please provide specific examples.

Director Witt has been intimately involved in the evolution of the Office of Public Affairs from a reactive, disaster response focused office to a proactive, media-savvy staff focused on risk reduction messages and public information.

Director Witt acts as the main spokesperson for the agency and therefore works closely with the media relations team. Director Witt participates in taped one-on-one interviews, live studio interviews, press conferences, media events, and even web chat sessions – all coordinated by the public affairs staff. During disaster response periods, the public affairs

staff schedules regular satellite briefings in headquarters, and accompanies the director on tours of disaster areas, in order to facilitate media access and to develop media messages in response to changing disaster circumstances.

Director Witt personally reviews many of the office products, including video news releases, op-ed pieces, brochures, and is briefed on such special initiatives as the FEMA for Kids web site. The Director's media experience and poise before the cameras has allowed the office to aggressively seek media opportunities and has allowed the office to be unusually successful, for a government agency, in obtaining positive media attention. Director Witt has also participated personally in the promotion of *Project Impact* and granted his support for publicity plans that allowed the office to create partnerships and hold events not attempted in the past. The Director's clarity of vision for *Project Impact* and his understanding of media principles allowed for a particularly effective promotional campaign designed to encourage people and communities to take proactive steps today to reduce the damages of disasters tomorrow.

Directorate and Office Leadership

***(For Department Heads Only)* How did your leadership as director contribute to changes in your office or directorate? What were your primary objectives and how did you attempt to accomplish them? What were your successes?**

It is my fond hope that my leadership of the Office of Public Affairs has served to strengthen those areas in which OPA staff were already recognized as expert, while, at the same time, ensuring that weak or neglected elements of public affairs work were focused on and addressed.

I have been primarily interested in integrating the diverse elements of the office so that teamwork and collegiality would eventually become OPA's hallmark. To that end, I have encouraged cooperation and information sharing and, on regular occasions, meet with the entire staff to discuss the day's events and our respective workloads.

While I may not be the best person to measure success, I believe that our product has been strengthened, our output increased and our internal relationship enhanced over the past several months.

Future Direction

***(For Department Heads Only)* How do you see your office/directorate evolving in the next ten years?**

I am certain that technology will play an even greater role in the next ten years than it does today and, in order to ensure its continued success, the Office of Public Affairs will have to keep pace. Technology breakthroughs, coupled with the public's increased demand for instantaneous information, will push OPA to be faster and more efficient.

Disaster Operations

Describe your office's role on the EST. Summarize an experience your office had working on the EST during one major disaster or emergency since 1992. What exactly did you do and what kinds of challenges did you encounter? Be specific and aim to leave the reader with a good understanding of what function your office fills on the EST, as well as the challenges you face.

The Office of Public Affairs plays a major role in the EST. It serves as a public information coordination center for all federal public affairs officers activated during a disaster, before assets are firmly in place in the disaster area. It ensures the federal government is speaking with "one voice" and strives to significantly reduce the number of conflicting messages often found in chaotic situations. This includes coordination of press conferences, messages and public affairs strategy development.

The EST public affairs liaison also coordinates with the FEMA Regional Public Affairs Officers, to ensure information is accurate, consistent and timely. They also provide input on local issues that might develop into national issues if not dealt with adequately.

Event coordination is also a crucial function of the EST public affairs liaison. Since all mission assignments go through the EST, the EST public affairs liaison has an overall handle on what mission assignments can be made into media events, and get all the federal players together to coordinate effective media coverage. An example of such an event is a mission assignment to the Army Corps of Engineers to bring potable water to a disaster area. Coordination would occur among the Army Corps of Engineers (water buffaloes), the Forest Service (managing the mobilization center), the Department of Defense or Department of Transportation (air transportation and landing zone) and the FEMA field public affairs officers (set up the media logistics for the event).

Optional Essay

Write about anything else you think would be relevant and interesting from your office's perspective.

As FEMA has faced a growing number of natural disasters over the past decade, the Office of Public Affairs has communicated the need for action to reduce the threat that hurricanes, tornadoes, severe storms, floods, and fires impose upon the nation's economy and the safety of its citizens.

With *Project Impact*, FEMA is changing the way America deals with disasters. *Project Impact* helps communities protect themselves from the devastating effects of natural disasters by taking actions that dramatically reduce disruption and loss. Communication support of *Project Impact* has resulted in more informed communities and more knowledgeable residents. In a very real sense, FEMA's Office of Public Affairs can save lives with its communication programs. The FEMA for Kids web site offers life-saving

information directly to children who often urge their parents to take appropriate action. Press events that draw attention to tornado shelters can encourage construction of safe rooms that may well save lives. Warnings about returning to disaster-damaged areas keeps families away from deadly flood waters and downed power lines. When disasters strike, emergency information is as important as food and shelter. FEMA's public affairs professionals acknowledge the seriousness of their mission and take pride in their ability to contribute so meaningfully to the public safety before, during and after disasters.

The Office of Public Affairs' innovative methods have been tested and proven during more than 200 disasters, including the Great Midwest Floods, the Northridge Earthquake, the Oklahoma City Bombing, and record hurricane seasons. The American people want to know there is an emergency system for times of need. The initiatives of the Office of Public Affairs have been key to rebuilding the nation's comfort level and have turned around FEMA's credibility by delivering vital emergency information.

Special Essays

Discuss the use of technology and its effect on distributing information to the media and areas of a disaster.

The Office of Public Affairs has embraced new technologies to more effectively communicate key disaster and risk reduction information to the general public. Since 1992, the office has implemented an award-winning web site (www.fema.gov), the Recovery Channel, the FEMA Radio Network, digital photography and electronic transmission of images, satellite press conferences, CD-ROM technology, broadcast animation, and desktop publishing.

For instance, in the summer of 1993, the Mississippi River was out of its banks in the upper Midwest, resulting in major flooding in many states on both sides of the river. Heavy rains had brought flooding to locations hundreds of miles from the Mississippi. Presidential declarations for federal disaster assistance were being issued almost daily. The need for an ongoing satellite broadcast of recovery information was apparent and the FEMA Recovery Channel was born.

Technicians from FEMA's Mt. Weather television facility were recruited to staff the broadcast operation. Space to conduct live interviews was carved out of the Emergency Support Team area on the mezzanine. Wire services and television stations were notified of the broadcasts – day, time and satellite coordinates. The Recovery Channel not only delivered the news, but *became* the news as all the major television networks carried stories (and videotape coverage) about FEMA's innovative use of TV.

The Recovery Channel stayed on the air for two months, and resumed operations in 1994, during the Northridge Earthquake, when it broadcast recovery information in several languages to millions of southern California viewers 24 hours a day. It also hit the air during the 1996 spring floods in New York, Pennsylvania, Maryland and Oregon, and half-hour live satellite broadcasts of the Recovery Channel have been used in many other disaster circumstances, as needed.

Other examples of technology use include:

- Photographs from disaster sites are now transmitted electronically from FEMA's field photographers directly to FEMA headquarters using state-of-the-art digital camera or portable slide scanners and laptops. High-resolution photographs can then be transmitted directly to the media by the headquarters Photo Desk or downloaded from the FEMA web site.
- Both the *Recovery Times* and *Impact*, the employee newsletter, are created using desktop publishing, thereby expediting the production process and cutting costs. Using digital photographs in the layout also improves efficiency.
- FEMA Radio Network uses a digitized audio production and distribution system to record sound bites and public service announcements for dissemination to radio stations throughout the country. The state-of-art studio supports news conferences and interviews. Stations obtain the information through a toll-free number or through the web site.
- The Office of Public Affairs uses a FEMAfax/Spectrafax system – the latest computerized facsimile system with comprehensive news media databases and 48 telephone lines allow rapid targeted information distribution. The system also has a fax on-demand service. In addition, customers select from more than 2,000 documents and material is automatically transmitted.
- The ultimate use of technology, the agency's web site, now boasts 20,000 pages of information and an average of 11 million hits a month.

Discuss the development of the Joint Information Center and its role in disaster response.

The Joint Information Center (JIC) is the key organizational device through which FEMA directs and coordinates disaster response and recovery information during a disaster that has received a presidential disaster declaration. The JIC is vital to ensuring emergency information is accurate, timely, coordinated, and consistent – and for promoting community confidence in the federal response plan.

A JIC may be set up at either headquarters in Washington, D.C. or in the disaster field office. It is headed by a lead public affairs officer and includes public affairs specialists skilled in writing, research, broadcast operations, media relations, graphics, photography, and administration. The JIC encompasses public affairs professionals from FEMA, other federal agencies, the state and local governments. Together, these professionals implement strategies that provide disaster victims, the general public and various target audiences with consistent, timely and easy-to-understand information about disaster response, recovery and mitigation operations. Most importantly, the information must instill confidence in the community that all levels of government are working in partnership and must promote a feeling of hope for the future while also managing expectations.

Organizationally, the lead public affairs officer is the key advisor to the federal coordinating officer on public affairs matters. The lead public affairs officer attends all senior management meetings involving policy or programs and jointly manages the JIC

with the public affairs officer from the state. The lead public affairs officer also reports regularly to FEMA headquarters and works with the congressional liaison and community relations personnel.

While working to disseminate information, members of the JIC will simultaneously monitor the media to ensure messages are being delivered accurately and, if not, to correct errors quickly. Media monitoring staff also can initiate crisis intervention and notify senior disaster officials about potential issues with response or disaster aid distribution.

Discuss the role of the Internet in emergency information and what role it plays in promoting the agencies initiatives.

Over the past six years, FEMA has produced, and made available via the Internet, a virtual electronic encyclopedia of emergency management information with more than 20,000 pages in text, graphics and photos that are regularly updated and enhanced.

The Internet has become an important new medium to communicate with the public. There is a rapidly growing computer-literate audience with the need for an Internet source of important news on disaster response and recovery operations and disaster-preparedness material on all types of hazards. Latest polls show 54 percent of the American public is using the Internet.

The system is updated daily, sometimes hourly, with news releases. Additional material is always under development. During the hurricane season, the Tropical Storm Watch page provides links to weather satellite images, forecasts and advisories. As a hurricane approaches landfall, situation reports, news releases and FEMA maps are added. FEMA has also developed a Global Emergency Management System (GEMS). GEMS gives users Internet links to other Web sites with related material.

Response to FEMA on the Internet has been phenomenal. For example, as Hurricane Floyd made landfall in North Carolina, there were three million Internet connections to the FEMA server. Users can and do leave messages, comments and requests for information on many emergency management topics every day.

This is a customer-driven system. User feedback has resulted in not only GEMS and the emergency news service, but also is directly responsible for adding an in-depth section on the National Flood Insurance Program and to offer emergency management training materials and courses on-line.

Rated among the top five percent of web sites in the world by an independent Internet rating service, here's how Point Communications described FEMA's web site:

- In case of an ACTUAL emergency, this site is not only a test. Here you'll find the latest news on relief efforts for floods, earthquakes, and hurricanes, and learn how you can get help or give it. Cut straight to the News Desk for the latest on current relief efforts. Then be prepared (are you listening Boy Scouts?) for the next time: download documents on how to get ready for a hurricane or file a flood insurance claim. The Net was originally designed for national emergencies, and this site shows that's still one of the Web's most important uses.
- The Oklahoma City bombing in 1995 was the first disaster where FEMA produced and distributed special edition situation reports. These were posted on the Web site and sent out to the over 1,000 users around the world who have subscribed to FEMA's electronic news service. (That list has now grown to nearly 6,000 subscribers) Pictures of Urban Search and Rescue teams were also received

electronically and posted to FEMA's World Wide Web site. These users redistributed the reports throughout their organizations or communities.

- During Hurricane Erin in August 1995, the web site was expanded to include maps and graphics that charted the storm's path and projected rainfall and wind damage.
- In May 1998, Government Executive Magazine selected the FEMA web site for their "Best Feds on the Web" award. The award highlights agencies that are using the Internet to improve customer service, strengthen business practices, and disseminate useful information.
- Since going online in November, 1994, FEMA has had millions of users access the emergency information posted on Internet. From an average of 20,000 hits/week, the site has grown in popularity and now regularly reaches three million hits/week. FEMA Web site visitors range from professors to paramedics, local fire chiefs to average citizens. FEMA's Internet customers are also from around the world. Statistics indicate users from 52 other countries have been studying FEMA's organization and disaster preparedness information for adaptation and application abroad.