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# IT TAKES A VILLAGE: COMMUNITY PREPAREDNESS

## HEARING

BEFORE THE

AD HOC SUBCOMMITTEE ON STATE, LOCAL, AND PRIVATE SECTOR PREPAREDNESS AND INTEGRATION

OF THE

COMMITTEE ON HOMELAND SECURITY AND GOVERNMENTAL AFFAIRS UNITED STATES SENATE

ONE HUNDRED TENTH CONGRESS

SECOND SESSION

JUNE 5, 2008

Available via http://www.gpoaccess.gov/congress/index.html

Printed for the use of the Committee on Homeland Security and Governmental Affairs

U.S. GOVERNMENT PRINTING OFFICE

43–091 PDF WASHINGTON : 2008

For sale by the Superintendent of Documents, U.S. Government Printing Office
Internet: bookstore.gpo.gov Phone: toll free (866) 512–1800; DC area (202) 512–1800
Fax: (202) 512–2104 Mail: Stop IDCC, Washington, DC 20402–0001

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# IT TAKES A VILLAGE: COMMUNITY PREPAREDNESS

**THURSDAY, JUNE 5, 2008**

U.S. SENATE,
AD HOC SUBCOMMITTEE ON STATE, LOCAL, AND
PRIVATE SECTOR PREPAREDNESS AND INTEGRATION,
OF THE COMMITTEE ON HOMELAND SECURITY
AND GOVERNMENTAL AFFAIRS,
*Washington, DC.*

The Subcommittee met, pursuant to notice, at 10:43 a.m., in room SD–342, Dirksen Senate Office Building, Hon. Mark L. Pryor, Chairman of the Subcommittee, presiding.

Present: Senator Pryor.

## OPENING STATEMENT OF SENATOR PRYOR

Senator PRYOR. I am going to go ahead and convene the meeting and call this Subcommittee hearing to order.

Before I get started, I would like to welcome all of our witnesses and tell you how much I appreciate you being here today at this Subcommittee on State, Local, and Private Sector Preparedness. We are going to look at community and individual preparedness programs and we look forward to hearing from all of you on this topic.

This week marks the beginning of both hurricane season and the Red Cross CPR Awareness Week, so it is a particularly good time to examine our preparedness programs. At heart, the goal of individual preparedness is to mitigate the impact of a natural disaster or terrorist incident. It involves three main elements: Knowledge, communication, and motivation. People need to know what the dangers are, they need to know how they can protect themselves, and they need to want to be proactive.

Unfortunately, recent surveys have shown that the majority of people in our country have not taken steps to prepare for disasters, even in the wake of September 11, 2001, and Hurricane Katrina. Fewer than 30 percent of the people surveyed mentioned that they have a preparedness plan. Only 7 percent have taken all the steps recommended by DHS. Creative outreach strategies are crucial to improving these low numbers.

It is obvious that government, our first responders, and our private sector partners need to be prepared, but individual citizens are also an important part of this effort. Every citizen who has a plan for connecting with his or her family and has a supply of food and water is one less citizen that is in need of and waiting for government assistance and resources.

Of course, the types of events that get the most attention are terrorist attacks and large natural disasters like hurricanes, and even the Chinese earthquake that killed nearly 10,000 people, but as any State Emergency Manager will tell you, the most frequent events are much smaller, things like tornadoes, floods, and fires. These events may not destroy huge regions of the country, but they are no less devastating for the individuals affected. These smaller events are also the events for which preparedness measures can have a big impact. People can get the most bang for their buck, so to speak.

So I want to take just a quick moment to brag on some outstanding grassroots efforts. Dayna Hilton, who is a fire fighter from Clarksville, Arkansas, who has taken on the task of educating young children about the dangers of fire and methods for safety evacuation. She has written a children's book and created a mascot, Sparkles, the Fire Safety Dog, which is right here on the poster. Dana and Sparkles travel around the State visiting school children to promote fire safety. As the parent of two Arkansas school children myself, I want to thank her for her work.

I also want to recognize the special work of the young people visiting Washington, DC. They are the winners of the Home Safety Council Kids Prepare America Contest. These students are actively contributing to community preparedness by creating plans for their families and neighborhoods. We appreciate the efforts of first prize winner Katharine Henson, who is in the audience today, and the other kids. Could you all please stand up if you are here?

[Applause.]

Senator PRYOR. Thank you. Because so many of these programs are bubbling up at the ground level, we want to make sure that we are providing the appropriate Federal support to integrate the efforts into our broader homeland security efforts.

Again, I appreciate everyone being here today and look forward to hearing from you about your community preparedness efforts. What I will do now is I will quickly introduce our witnesses and we will let them testify. I am not sure how many Senators we will have join us today, but if you could possibly keep your opening statements to 5 minutes, that would be great, and then I will have questions. And again, I may be joined by colleagues.

First, Dennis Schrader. Mr. Schrader is responsible for the National Preparedness Directorate at FEMA, which builds prevention, protection, response, and recovery capabilities. Before joining FEMA, he was Director of Homeland Security for the State of Maryland.

Second, Russ Decker. Mr. Decker is the Emergency Manager for Allen County, Ohio, the Vice President of the Association of Emergency Managers and the author of two books on preparedness.

And third, Suzy DeFrancis. Ms. DeFrancis is in charge of all communications and public outreach programs at the Red Cross. She has also served in a variety of communications positions at the Department of Health and Human Services and at the White House.

Mr. Schrader.

**TESTIMONY OF DENNIS SCHRADER,[1] DEPUTY ADMINISTRATOR, NATIONAL PREPAREDNESS DIRECTORATE, FEDERAL EMERGENCY MANAGEMENT AGENCY, U.S. DEPARTMENT OF HOMELAND SECURITY**

Mr. SCHRADER. Thank you, Mr. Chairman. My name is Dennis Schrader. I serve as the Deputy Administrator for DHS, FEMA's National Preparedness Directorate, and I am honored to appear before you today to discuss the Department's individual and community preparedness efforts.

On January 29, 2002, the President announced the creation of Citizen Corps as a White House initiative with operational responsibility assigned to the Federal Emergency Management Agency. The Citizen Corps strategy is based on the tenets that, one, government has to collaborate with civic leaders; two, that local implementation is essential; and three, that national support has to include consistent policy and guidance, tools and resources that are adaptable for local use and building awareness through a national voice, such as the Ready Campaign.

Citizen Corps is the Department's principal community preparedness strategy and is administered nationally by FEMA's Community Preparedness Division. Our work to support this priority includes four fundamental principles. First, our Nation's resilience must be built on a firm base from the bottom up. It is every individual's responsibility for preparing themselves, their family, and their community.

Citizen Corps Councils and programs, second, are designed to be integrated with and build support for emergency management programs and comprehensive emergency management plans.

Third, Citizen Corps Councils are sponsored by local government and must be supported by the local elected leader, emergency manager, or homeland security officials.

And fourth, community preparedness is integrated into our existing programs. For example, just recently, we announced the 2008 Competitive Training Grant Program and two of the focus areas are going to be on citizen preparedness and participation and citizen evacuation and shelter in place.

Citizen preparedness is an important but challenging objective. Uniformed emergency responders make up less than one percent of the total U.S. population and may be overwhelmed in a crisis. Citizens must be better prepared and trained on how to take care of themselves in those first crucial hours.

FEMA is working with the National Emergency Management Association and the International Association of Emergency Managers, many nonprofit organizations like the American Red Cross, and national voluntary organizations active in disaster and the private sector to strengthen this collaboration at the local level. Citizen Corps has formal relationships with 25 national nonprofit organizations and other Federal agencies through our National Citizen Corps affiliates, including the Home Safety Council, the Meals on Wheels Association of America, and agencies such as the Department of Education's Office of Safe and Drug-Free Schools.

[1] The prepared statement of Mr. Schrader appears in the Appendix on page 22.

The Department's efforts to promote community preparedness culminate each September during National Preparedness Month. In 2007, 1,800 local, State, and national organizations, businesses, and governments registered as National Preparedness Month Coalition members and held events ranging from Youth Be Ready Camps, public preparedness fairs, special needs workshops, school preparedness events, Public Alert Systems tests, and small business workshops. Already in 2008, over 900 organizations have registered to participate.

In conclusion, Mr. Chairman, we have a long way to go, but we must not become complacent or waver in our efforts. Thank you for the opportunity to appear today and for your continued support for this important work. I will be happy to respond to any questions you or Members of the Subcommittee may have, and I will stop there.

Senator PRYOR. Thank you very much. Mr. Decker.

**TESTIMONY OF RUSSELL DECKER,[1] DIRECTOR, OFFICE OF HOMELAND SECURITY AND EMERGENCY MANAGEMENT, AND FIRST VICE PRESIDENT, INTERNATIONAL ASSOCIATION OF EMERGENCY MANAGERS**

Mr. DECKER. Chairman Pryor, thank you for allowing me this opportunity to provide testimony today on this critically important topic. I am Russ Decker, the Director of Emergency Management and Homeland Security for Allen County, Ohio. Allen County is a mid-sized rural county in northwest Ohio with a population of just over 100,000. I have 18 years of experience in emergency management, with the last 10 years as a local director.

I currently serve as President-Elect and First Vice President for the International Association of Emergency Managers (IAEM) and I am testifying on their behalf today. I am a member of the FEMA National Advisory Council and have also served as President of the Emergency Management Association of Ohio. IAEM has more than 4,300 members, most of whom are emergency management professionals at the Federal, state, and local government levels, tribal natins, the military, colleges and universities emergency managers, and since all disasters begin and end at the local level, I believe our perspective is a unique one.

The issue of preparedness is neither novel nor new. Civil defense and emergency management officials have been involved in this role for decades. Working with our partners from the public and private sectors, including our key nongovernment partners such as the American Red Cross, we have been tasked with identifying the risks which threaten our communities, reduce or eliminate those risks when possible, and help to prepare our citizens for dealing with those threats that we cannot control.

However, the preparedness of communities is based on the preparedness of individuals. This is perhaps the weakest link in our efforts. We believe that in most cases, the majority of people can take care of themselves and their families for the first 72 hours, or 3 days, after a disaster strikes if they plan. That planning is

[1] The prepared statement of Mr. Decker appears in the Appendix on page 42.

what allows local emergency managers to focus our efforts on those who are not able to provide for themselves.

Because local emergency managers have the statutory responsibility for coordination of all phases of comprehensive emergency management, it is vitally important that community and individual preparedness efforts be integrated and coordinated through the local emergency management agency. Failure to do so may lead to well-intentioned but off-target and misdirected efforts based on incorrect or incomplete information. This same line of reasoning applies to the State and Federal Governments, as well, and that is why IAEM insists that all Federal community preparedness efforts, in fact, all preparedness efforts, need to be integrated and coordinated through FEMA. This is consistent with the Post-Katrina Emergency Management Reform Act.

The Community Emergency Response Team (CERT) concept for providing basic emergency training to citizens originated in 1985 in Los Angeles. Since the program was made available nationally by FEMA in 1993, communities in 28 States and Puerto Rico have conducted CERT training. In my home State of Ohio, more than 8,000 citizens have taken the basic CERT training.

In addition, as you can see from my prepared remarks, we have a long-established history in my county of partnering with local business and industry to provide a successful grassroots community preparedness program. A number of Federal preparedness programs exist, including Citizens Corps Councils. And while these new programs show promise for improved preparedness, we also find several issues that cause us concern.

I believe it is important to realize that these new programs do not seem to be attracting large numbers of new volunteers. Instead, our experience is that many of the folks participating in these programs are the same dedicated corps of volunteers that we have already been counting on to step up when disaster strikes. We may be creating a false sense of increased volunteer assets that don't actually exist.

It is also vital that at all levels of government, we provide information to our citizens allowing them to gain a realistic understanding of the response they should expect in times of disaster from government at all levels. In the absence of realistic information, unreasonable expectations are formed and post-disaster frustrations rise.

One area where FEMA could assist local and State officials would be by returning to the policy of providing adequate quantities of educational materials. Local emergency managers have the audience and the opportunity to reach our citizens, but oftentimes lack the resources for needed materials. In addition, we would urge FEMA to develop radio and TV Public Service Announcements that could be used for government at all levels to promote community preparedness. In other words, we are urging FEMA to help provide some tools for our toolbox.

Thank you for the opportunity to discuss this topic with you today. I welcome any questions.

Senator PRYOR. Thank you. Ms. DeFrancis.

**TESTIMONY OF SUZY DeFRANCIS,[1] CHIEF PUBLIC AFFAIRS OFFICER, AMERICAN RED CROSS**

Ms. DEFRANCIS. Good morning, Mr. Chairman. The American Red Cross is very pleased to be here today and we salute you for bringing to the fore this important topic of community preparedness. We also are in wholehearted agreement with your points on preparedness—knowledge, communications, and motivation.

The mission of the American Red Cross is to help people prevent, prepare for, and respond to disasters and other emergencies. We shelter, feed, and counsel people affected by disasters at home and abroad. We collect and distribute nearly half of the Nation's blood. We teach life-saving skills, and we support our military and their families through emergency communications. So whether it is a hurricane or a heart attack, a call for blood or a call for help, the Red Cross is there around the corner, around the country, and around the world.

We have more than 700 chapters nationwide and we respond to an average of 74,000 disasters each year. Now, as you mentioned, these are typically floods, tornadoes, and fires. This spring saw a recordbreaking number of tornadoes, including in your own State. We are currently responding to 18 large disaster relief operations.

But what most people don't know about us is that every night in America, Red Cross volunteers show up on the lawn of someone who may have lost their home to a house fire. We give them a cup of coffee, a blanket around their shoulders, and a place to stay for the night, and we participate in fire safety awareness, such as your poster indicates.

But because we deal with so many disasters, the Red Cross knows the importance of being prepared before a disaster strikes. Preparedness can help an individual respond effectively until help arrives and it can save lives. Despite the importance of preparedness for ourselves and our families, the vast majority of Americans are not prepared, and as you mentioned, our polling shows only 7 percent of Americans have taken all the steps necessary to prepare. Yet the majority of Americans say they would get prepared if it were easier and more convenient to do.

So at the Red Cross, we are making preparedness as easy as one, two, three. Get a kit, make a plan, and be informed. We call it Red Cross Ready, and we aligned our steps with the Department of Homeland Security's Ready Campaign because we think it is critically important that there be simple, easy-to-follow instructions and that they be consistent with what all the other authorities are saying. So a national preparedness message that emergency managers throughout the country can use and localize helps us cut through the clutter and avoids confusion. We ask you and your colleagues as we go into a new Administration to encourage continuity of this three-step plan across the Department of Homeland Security.

Just as important as having a simple, easy message to follow, it is also important to have multiple messengers. If people hear the same message from different sources they trust, they are more likely to believe it and act on it. So we partner at the Red Cross with

[1] The prepared statement of Ms. DeFrancis appears in the Appendix on page 48.

businesses, schools, community organizations and government to reach people where they live, work, and play.

Here are a few examples. We know many people will listen to information that comes from their employer, so our Red Cross chapter in Chicago is working with W.W. Grainger to create a corporate volunteer program called Ready When the Time Comes. This program trains volunteers from businesses and organizations. We have trained more than 4,000 volunteers from over 100 corporate partners. Recently, some of those volunteers worked to assist people during the tornadoes in Kansas.

Our research has also found that young people, such as Katherine, are very effective messengers when it comes to telling their parents to get prepared and we need to engage the next generation. So the Red Cross developed a program called Masters of Disaster and we teach it in schools. We train about a million kids a year. And because we know that poorer communities are often at higher risk of disasters, our chapter in Columbus, Ohio, works with the local Public Health Department to teach Masters of Disaster in after-school and summer programs in impoverished neighborhoods.

But perhaps one of the best examples of effective partnerships on the local level is in your home State, Mr. Chairman, of Arkansas. It is the Arkansas Seniors are Prepared Program (ASAP). This is a cooperative effort among the Red Cross, FEMA, and State Government to help senior citizens get better prepared. We have provided 2,200 seniors with this life-saving information in Arkansas.

So we need one simple, easy-to-follow message. We need multiple trusted messengers. But there is one more thing we can do. We can lead by example. We can all make sure we are prepared in our own homes and businesses. Many of us, as you said, got prepared for the first time following September 11, 2001. It is time now to restock those supplies and replace those batteries that probably ended up in a kid's toy over the holidays. Summer is a great time to get prepared and get kids involved. They have some time on their hands and they know how to use the Internet. So I encourage families to go to redcross.org and click on, "Preparing for a Disaster." There is also a Mother's Guide to Preparedness. And by the way, research shows that the most trusted and effective messenger on preparedness, even among older people, are their mothers. Redcross.org will give you a whole list of items you need for a kit, or you can buy assembled kits from our Red Cross store. And, it is relatively inexpensive to get a kit and it doesn't cost anything to make a plan and be informed.

Mr. Chairman, we thank you and the Members of the Subcommittee for making preparedness a priority. As leaders in your communities, you can help us build a culture of preparedness, and in doing so, save lives. Thank you.

Senator PRYOR. Thank you. Again, I want to thank all the panelists for your testimony. Now I have a few questions.

I may just start with you, Ms. DeFrancis, if I can, and that is I know that in many States, the States do not provide any sort of protection like legal liability protection for volunteers, and I assume that is true for volunteering organizations, as well. Is there a difference in what you have seen, is there a difference in partici-

pation State by State depending on whether these States have what a lot of people call "good samaritan" laws?

Ms. DEFRANCIS. Mr. Chairman, I am not aware of any studies that specifically show a difference. However, we are strong supporters of that legislation. We believe it is critically important to protect our volunteers when they come forward. They are often the people who are going to a disaster scene when others are leaving and we want to make sure that they have that protection.

Senator PRYOR. I know that back years ago when I was in the Arkansas State Legislature, we passed some laws through the legislature that basically protected doctors when they were providing, again, good samaritan-type efforts. We just felt it was unfair that they might get sued if they were out there just on their own helping somebody. So anyway, I do think that is good public policy and I think that—I just didn't know if you were seeing any difference out in the field. So as far as you know, you are not, but you just——

Ms. DEFRANCIS. As far as I know, but I will definitely check and if we can find any research on that, get it to the Committee.

Senator PRYOR. That would be great.

Ms. DEFRANCIS. Thank you.

Senator PRYOR. That would be helpful if there is anything out there. Mr. Schrader, let me just ask you——

Mr. SCHRADER. Yes, sir.

Senator PRYOR. One of the concerns that we find with DHS that has been pretty consistent, unfortunately, since I have been here in the Senate for the last 5 years is DHS does not always do a great job of coordinating, not just coordinating with other agencies, but sometimes even know what is going on within the Department. I know DHS and FEMA, part of what you do is you coordinate with other Federal agencies on this particular thing, on community preparedness and individual preparedness. Do you think that FEMA and DHS are doing what they need to do to coordinate with other Federal agencies?

Mr. SCHRADER. Well, Mr. Chairman, I will start by saying, as I said in my opening statement, we are not where we need to be. We have a long way to go. But the good news is that the Post-Katrina Act envisioned the establishment of the National Integration Center and put this program inside the National Preparedness Directorate. What we have been doing over the last 9 months has been spending a lot of time working to get the organization to do exactly what you are talking about, reaching out, working across boundaries. Brock Bierman, who is the Director of the program, as well as Karen Marsh, have relationships that cut across the Department and the agency.

Within DHS, our experience has been very positive. Of course, we have the Ready Campaign, which is a public affairs message nationally that has done a very nice job. So our whole agenda is to do exactly what you are talking about. But I am not going to sit here and tell you that we are anywhere near where I would like it to be.

Senator PRYOR. And do you have in your mind the steps necessary to get it to where you want it to be?

Mr. SCHRADER. What we are doing—this gets back to the whole big picture around transition philosophy—we are putting quality-capable career people in key jobs. We are delegating to them and we are allowing them to do the work we are supposed to be doing, and we are having a lot of success with that. I know the Deputy Secretary has held a number of sessions in the last several months to do just that, is to get people within intra-DHS talking to each other. So it is a very directed initiative, and I think that is going to pay dividends.

As you know, Nancy Ward is the Senior Transition Official. She is our Region IX Administrator. We just had a conference here in Washington, DC, 2 weeks ago where Mr. Paulison brought together all the regions around the country to make sure that this whole transition message was—so the things we are doing are going to carry on in the future.

Senator PRYOR. A lot of that sounds good about you getting people together and talking and communicating. That is obviously a very important step. But you also mentioned a few moments ago that you have been working on some of this for the last 9 months. As you are working on this and as you are talking, are you actually making changes?

Mr. SCHRADER. Yes.

Senator PRYOR. I mean, are you changing structure?

Mr. SCHRADER. Yes, absolutely. The change is consistent, deliberate, and I will give you an example. We are bringing in a new system administrator who starts on Monday and his name is John Bridges. He is actually from the U.S. Postal Service. So we are reaching across other agencies to bring in talent that FEMA might not have otherwise had, and you can't get much more local than your local post office.

Senator PRYOR. Right.

Mr. SCHRADER. So we are really thinking that way. We are bringing a lot of people into the organization. If you look at some of the things that need to be done, for example, we need to be focused on making sure that the emergency operations plans in all of our jurisdictions have the concept of NGO participation and private sector participation in them. By virtue—the other thing that we did, which is very important, is we have created the—and this is not just talk, this is action—in every region as of January, we now have realigned the reasons to have a Federal Preparedness Coordinator. We have hired those people, we have staffed them, and they are responsible for overseeing their States and getting involved at the State level.

So there is a lot of work going on in a very rapid fashion and I am very optimistic. And we have to push this program into the regions to get closer to the State and local folks where the action really is.

Senator PRYOR. Well, let me follow up on that and ask a specific question about preparedness and communication. Do you know if the Citizen Response Teams are incorporated into the State or national exercises out in the field, like the TOPOFF exercise? Do you get the Citizen Response Teams involved in those?

Mr. SCHRADER. In some cases, they are. We held, for example, for TOPOFF 4, we had a very specific part of the exercise, because the

way TOPOFF—and those are now going to be called national exercises in the National Exercise Program, but the way those work, we actually had one of the sessions during the design process focused on the citizen participation. So that is part of the process. And I would say getting this embedded into the design and evaluation of exercises is critical. One of the evaluation factors in our exercise program now is citizen participation.

Senator PRYOR. Good. Well, you said sometimes that they are incorporated. To me, it seems like they should always be incorporated.

Mr. SCHRADER. Did I say some?

Senator PRYOR. Yes.

Mr. SCHRADER. I am sorry. If I say always, then I am sure there will be times when it doesn't happen, so—it is the intent that it would always happen——

Senator PRYOR. It seems to me to make sense to always include it——

Mr. SCHRADER. Yes, sir.

Senator PRYOR [continuing]. Because they would be an important piece of that.

Mr. SCHRADER. Mr. Chairman, you are absolutely correct.

Senator PRYOR. Let me ask you as well, Mr. Schrader, about how again, Department of Homeland Security (DHS) is organized and how you have so many different offices and chain of commands and what not within Homeland Security.

Mr. SCHRADER. Right.

Senator PRYOR. You have two main programs here, I think, when we are talking about community preparedness, Citizen Corps and Ready.gov, but I don't think they are within the same office at DHS, isn't that right? They are in separate offices?

Mr. SCHRADER. Yes, sir, or Mr. Chairman.

Senator PRYOR. And then beyond those two, you have the Private Sector Office, you have the Disabilities Office, State and Local Outreach Office, Nonprofit Outreach Office, etc. What are the advantages of being organized that way rather than trying to bring everybody together and do it in a more unified fashion?

Mr. SCHRADER. Quite frankly, it could work this way, and we have very good relationships. Al Martinez-Fonts and I speak frequently. Bob Stephan, who runs the Critical Infrastructure Program and his people, Jim Caverly, we work very closely together. If you look at how we organized, for example, Title IX, we have a Private Sector Council now that oversees the implementation of Title IX. The administrator chairs that. I am his designee. But we are working very closely together on that project.

What it really requires and what has happened since the Post-Katrina Act and the establishment of my office is we have to demand that people collaborate in process, and that is what is happening. We are going to—Assistant Secretary Fonts has a lot of information. His people, like Mr. Morris, participate with us.

So my sense is that—and I will give you another example. We do a lot of research, DHS and S&T are involved with us. I think it is incumbent on us and our people to reach out and work together, and we are seeing a lot more of that and I am very encouraged by what I see.

Senator PRYOR. Good. Let me ask another thing about Citizen Corps. Citizen Corps does things like forming councils, partnership development and coordination, training and exercises, communication, outreach, and national policy integration. Can you tell me what you mean by national policy integration?

Mr. SCHRADER. What I mean by that is—and again, this gets back to the creation of the National Preparedness Directorate and pulling all these folks together—we want to make sure that if there is a—and this gets back to your point, for example, on exercises. We have an HC program which oversees exercises. We need to make sure that as we develop policy around exercises, that citizen participation is built into that as we do the National Preparedness Guidelines. There is information in there that requires, for example, in the eight national priorities that came out of the guidelines, citizen preparedness is one of the eight priorities.

And then that ties back to how we fund programs. As I mentioned earlier, you tie that back to the Competitive Training Grant Program, we made, based on input that we got from the field, we made two of the five priorities this year citizen participation. So we have to weave these together as a matter of policy and that is what we are doing.

It is not where I would like it to be, quite frankly, but every day, I come to work with that focus in mind and we have to keep hammering on it and our folks are getting it. They understand that is where we are heading. One of the reasons why this transition strategy is so important is that we have to have the career workforce driving this. It can't be at the political level. It has to be at the career level, and it is starting to work.

Senator PRYOR. Good. Let me ask you, Mr. Decker, if I may, here you are sitting next to Homeland Security and FEMA. From your perspective, are Homeland Security and FEMA doing enough to coordinate with State and local but also just with community organizations?

Mr. DECKER. Mr. Chairman, I welcome that question. Let me say that I think DHS and particularly FEMA within DHS has made major strides to get better at communicating with us and our local counterparts——

Senator PRYOR. Since when?

Mr. DECKER. Over the last 18 to 24 months.

Senator PRYOR. OK.

Mr. DECKER. I would say it is part of Administrator Paulison's vision of the new FEMA, the leaning forward. We are seeing more communication and more effort coming out to the regions and the regions are a little more convenient for us to deal with at the local level than trying to contact folks at headquarters and get answers. And I would also say through our associations, through NEMA and IAEM, that certainly we are partnering more. They are listening to us more.

And I would point to, as an example, the National Response Framework. I think we all remember the first version came out, not too happy of a version. They were willing to listen to the locals and to the State directors and I think the final product we have out is one that is actually being used at the local level now and not

just stuck on the shelf somewhere as one more thing that Washington sent us.

So I do think we are making progress and I do think it is at the FEMA level. We still feel, I will tell you, we still feel disconnected from DHS as a whole. To us, that is a big thing that we can't get our arms around. But we do feel that we are making inroads with the FEMA folks.

Senator PRYOR. Well, let me follow up on that, if I may. It sounds good in terms of FEMA, and I do think that Dave Paulison is really trying hard at FEMA and I think he has the right approach. I know he still has some legacy issues he is trying to clean up from previous directors. But nevertheless, I do think he is trying very hard to do that and he has been very responsive. I think he has FEMA focused again like it should be. Personally, I think FEMA should be at a cabinet-level position and I think that model worked well under the previous Administration. I think it would work well right now.

But regardless of that, you mentioned that the coordination with FEMA and the communication with FEMA is good, but not so much with DHS. How does that hurt what you are trying to do when you really can't communicate or you don't have that type of relationship with DHS? How does that hurt you in what you do?

Mr. DECKER. I think where it really hurts us, and I would mention, Mr. Chairman, that IAEM wholeheartedly agrees with your assessment that we think FEMA should be a cabinet-level agency and restored to their previous status, but having said that, the biggest problem with the disconnect at DHS, I believe, is that it adds to confusion in the public. They will hear something from DHS, and is that DHS and FEMA or is that just DHS, and I think if the public is confused, certainly my counterparts across the country are confused, and I think that is why the Post-Katrina Emergency Management Reform Act was so critical because it forced DHS to put a lot of the programs that we deal with—in fact, all of the programs we deal with are now under FEMA. So we are back to dealing with the organization that we are comfortable with, and that is FEMA, on our grants and other programs.

Senator PRYOR. OK. Ms. DeFrancis, same question for you in terms of your perspective on whether FEMA is doing a good job of helping you coordinate, being integrated in the communities and the areas where you are going to need response, and also for that matter how that works on DHS's level, as well.

Ms. DEFRANCIS. Well, Mr. Chairman, we have very good coordination with FEMA as well as the Department of Homeland Security. The head of the Red Cross has traveled with them to many disasters. We have been linked up all the way down the chain. We recently held a meeting at the Red Cross just a few weeks ago, convening the Department of Homeland Security, FEMA, other agencies, and nongovernmental organizations to discuss Preparedness Month and how we can get ready for that and send messages and help communities prepare.

So I would say that we are very confident with our relationships with both FEMA and the Department. I am not aware of instances where it has been a disconnect between FEMA and the Department, but I would say we work very closely with them and consider

them to be our partners, and of course under the National Response Framework, we have responsibilities, as well, with them in terms of convening other nongovernmental organizations for mass care.

Senator PRYOR. Right. Let me follow up on that, if I may, just a little different piece of that same question, and that is there is a study out that says that some of these programs and some of these efforts that FEMA and DHS are doing are attracting volunteers, your standard volunteers like fire fighters, National Guard, Red Cross, those types of standard volunteers in communities they volunteer, but they are not attracting new volunteers. Do you think we need to be actively trying to recruit more volunteers into preparedness and into response?

Ms. DEFRANCIS. Well, absolutely, Mr. Chairman.

Senator PRYOR. And then how do we do that?

Ms. DEFRANCIS. Well, certainly as you know, the Red Cross depends on volunteers. They make up the bulk of our response effort, and so we are always actively trying to recruit more volunteers.

I think part of the answer to how you do that is you need to educate communities about what we do, what the Red Cross does in our instance, and help train people to do that. I mentioned in my testimony that getting businesses who very often come to us and say, we want to have our employees trained, whether it be in preparedness or CPR or anything, and working with them through programs like "Ready When the Time Comes." As I said, this is a program that was started in one city. We have now piloted it in 16 other cities. I think it is going to go nationwide, and basically it is getting businesses to lend us their employees for one Saturday to train and to be a disaster volunteer so they could go in a shelter and help with that. I have attended these. They are wonderful. You will see teams of employees who work together during the week at work and they are training to be volunteers. And as I said, we have already deployed them other places.

So obviously, I guess, the other is we really want to connect with more young people, encourage them. We are very active on the new media and websites to interest the next generation of volunteers in the Red Cross. I think, as you know, there is a tremendous desire to serve among the American people. When we connect that with the work that we do, we will get more volunteers.

Senator PRYOR. Mr. Decker, are you seeing that same thing in your experience? The research is saying that there are volunteers out there, but not a lot of new volunteers.

Mr. DECKER. That is exactly what we are seeing. We are seeing that our Red Cross volunteers, for instance, that are working on those DAT teams that show up at those house fires are the same guys who are volunteering to be HAM radio operators and help us storm spot during severe weather, and they are the same guys who is helping out in local service clubs and his church. So we have a lot of people who are out there, are great volunteers and are offering their help almost carte blanche and we are not seeing great numbers to replace them or to augment them in the future. Our concern is that when disaster strikes, we are forcing these volunteers to pick one.

Senator PRYOR. Yes.

Mr. DECKER. When this disaster strikes, are they going to come out and be part of the CERT team? Are they going to be part of the DAT team with the Red Cross? Are they going to go over and help their church take care of the elderly that they are helping?

Senator PRYOR. Right.

Mr. DECKER. So that is the concern that we see, and I think you are right on target.

Senator PRYOR. And the other problem is, for example, in Arkansas, in about a 60-day period, we had two pretty severe rounds of tornadoes and major flooding. A lot of times, those same volunteers were going from event to event to event. There is some wear and tear there. So do you have any ideas on how to expand the recruiting base for volunteers?

Mr. DECKER. No. There is no golden answer to that. I wish there was. I think it is a matter of—it is going to take a lot of effort. I think we have to attract this younger, this 30-ish to 40-ish area is where I see the big struggle being, is to get folks in that age range to want to volunteer. We have younger folks who want to volunteer and we have older folks that have been volunteering for generations. And I think part of it is that is the age group where they are raising families and they are probably both working and it is just when they get 10 hours of spare time, they want to keep it for themselves and not donate it and we are just going to have to work on trying to educate them and showing them that just makes good sense, to help your neighbors.

Senator PRYOR. Mr. Schrader, did you want to add something to the volunteer question?

Mr. SCHRADER. Yes, Mr. Chairman. What I would suggest is we do regular research in the directorate and one of the things we want to do is to begin to get more focused on these issues and convert the research to action recommendations because one of the things that we don't want to do, particularly within Citizen Corps, we don't want to replicate or duplicate effort, and it may be that as we drill into this through our research efforts, we may find that people are affiliated with all sorts of groups.

For example, I used to coach my daughter's teams when she was growing up. It may be that we have to get some of this first aid and CPR training, the basic training, into some of those organizations as part of that milieu rather than trying to get them to do something else, but to still get it. And so we may have to think about ways. But I think part of where we can add value is to direct some of our research to answering some of these questions and that is what I would like to be able to do.

Senator PRYOR. Well, you have got two good resources here.

Mr. SCHRADER. Absolutely. I am taking copious notes.

Senator PRYOR. Good. Maybe you can talk to them about that because that sounds reasonable to me.

Mr. SCHRADER. Yes, sir.

Senator PRYOR. Mr. Schrader, let me also ask about—let me the preface the question by saying, in my State, if I can speak for the people of Arkansas, I think most people feel comfortable in preparing and sort of thinking about preparing for tornadoes and floods and ice storms, things like that. They don't feel as comfortable when it comes to terrorist attacks or pandemic flu or some-

thing of that nature. Do you try to encourage people to prepare for every type of potential disaster or do you try to focus your message—like, for example, we live in a part of the country that has a lot of tornadoes and we are prone to ice storms in the wintertime. Do you try to tailor the message, or is it just more of a one-size-fits-all for everything?

Mr. SCHRADER. Well, Mr. Chairman, you have asked a question that is probably the center of a lot of controversy in the country because that is where this debate lies around all hazards. Let me start by saying that part of what we are doing inside of FEMA to more directly integrate with the Department is to make sure that FEMA is an all hazards agency. We benefit by all the programs inside of DHS like the INA program, like the IP program. What we are doing and our responsibility inside FEMA is to reach out and connect so that we begin to organize our efforts in an all hazards way. So that is one issue.

The second thing we are doing, we have been given resources to do regional catastrophic planning. Dave Maxwell, for example, is doing a terrific job as the Chairman of NEMA's Preparedness Committee nationally. But there is a CUSEC group in the middle of the country that looks at earthquakes. The worst earthquake in that eight-state region is pretty significant——

Senator PRYOR. Right, with the New Madrid fault.

Mr. SCHRADER. The New Madrid fault, right. We are currently working on a plan, bottoms-up plan, that will culminate in an exercise in 2011.

Senator PRYOR. Right. That would be a tabletop?

Mr. SCHRADER. Well, that would be a national level exercise——

Senator PRYOR. Right.

Mr. SCHRADER [continuing]. Because it would include all eight States, yes, sir.

Senator PRYOR. I think that is great. I think that is important. Speaking of that, because, again, in our region of the country, we live on or near a very dangerous fault line, but we haven't had a major earthquake there in 200 years, almost——

Mr. SCHRADER. Exactly.

Senator PRYOR [continuing]. A major one. We have had little tremors here and there. So I think a lot of people, even though that threat is out there, it is not that real to them, so I think an exercise like that would help inform the public.

Mr. SCHRADER. Right, and that to me is an example of how it all streams together. The whole concept of the planning scenarios came from working internally with DHS on the planning guidance. The whole notion of having these regional catastrophic—well, not only, but an all hazards for disaster situations, earthquakes are low-probability events, but they are very—they have high impact.

So the point I was making is that whether it is an earthquake or a major HAZMAT or a chemical-biological event, those are kinds of things that most people are not thinking about. But the fact of the matter is that if we prepare the public at that scale—it is really a matter of scale that we are talking about here rather than the initiating of that, and then that part of the country will focus on earthquakes. Obviously, in the Southeast it will always be hurricanes. But if we can get those base capabilities in place around

communications, citizen preparedness, how people work together, around logistics, we will be able to deal with most situations.

Senator PRYOR. Let me ask you, and it is really for both of you here, yesterday here at the Capitol, we had severe weather warnings and tornado warnings, etc. What most people did is they went to their television set and turned on either the Weather Channel or CNN or Fox News, whatever it may be, some sort of local broadcast, or turn on the radio and try to figure out what is going on, what is about to happen. On the national level and then again on the State and local level, do you all systematically try to work with the news media in terms of making sure that you are coordinated with them, or is the news media, do they have enough incentives just to do that on their own and they are going to do what they do because they cover local weather and local events?

Mr. SCHRADER. Well, let me start by saying, obviously, the news media has a very positive effect on driving preparedness because they are right on top of these things 24/7. So that is a positive thing.

Last night, for example, the Office of National Capital Region was monitoring this thing, Chris Geldart, who is the Director, and then there was a conference call with the Administrator and the National Operations Center and the NRCC folks talking about where we are. Prior to that, the Director of the National Capital Region talked to the Virginia Homeland Security Advisor and also the Maryland Homeland Security Advisor and Washinton, DC, and said, where are things? Is everything OK? They said, we have got it under control, there are some outages, and that information was all discussed last night at 9 p.m. So we are on top of it, in a way, we have to stay two steps ahead of the media, which is not easy to do, as you can imagine.

Senator PRYOR. Right. But are they out there on their own, or do you actually—I know you are informing them and giving them——

Mr. SCHRADER. Right.

Senator PRYOR [continuing]. Messages for them to broadcast, but are they working pretty much independently of you or are you trying to coordinate with them?

Mr. SCHRADER. A lot of their information comes from government agencies like the National Weather Service and NOAA. We have partnerships with those folks, the Hurricane Center. So my view is that those linkages are in place and work. Obviously, things can always be better.

Senator PRYOR. Did you have something to add to that?

Mr. DECKER. Yes, Mr. Chairman. I would say that the question that you raise is really what local emergency management is all about and that is what I and my colleagues across the country, that is what we are paid to do, is develop those relationships with our local media so that we have ways to communicate in those crisis times. And I can say that for a large part, that is very successful. In most areas, the local emergency manager and the news media have an excellent working relationship.

We have multiple—and redundancy is a good thing in our profession. So we have multiple ways that we can get hold of reporters and news media during hours, after hours, and likewise, we make

it a two-way street, so that if they need to access me during a disaster, they have some offline ways to be able to do that because the lack of information is certainly worse than, I believe, than being able to have too much information.

So I think what you probably saw here, or what I saw last night when I was here and what you would see in any community across the country is the fact that I am sure the local emergency managers and the media were working together, and had shelters needed to be opened and things, those would have been communicated quickly through the media so folks know what to do.

Senator PRYOR. Let me ask you, Mr. Decker, this is a little bit of a follow-up to what you are saying but it is a different subject. I just want to see if you have had this experience. In another committee setting—I am on the Senate Commerce Committee—we were talking about ownership of local media outlets and whether you should continue to allow this consolidation where radio stations, for example, are parts of larger and larger chains or if you want to discourage that and require more local ownership.

Well, anyway, one of the stories that was told in the other committee was that there are examples of areas who have had their local radio stations bought up by chains and what that means in effect is that a local radio station loses its news department. And so even though they are broadcasting, they may be playing rock and roll or country music or whatever the case may be, they are not getting any local coverage in that area. So when there is a threat of a natural disaster, whatever it may be, the traditional, normal local media outlet is not of any help because they are just broadcasting whatever is being syndicated or whatever they are picking up on satellite. Have you had that happen to you, or——

Mr. DECKER. Well, we haven't had it negatively impact us, but I will tell you that is the real world out there. In my county, we have 12 radio stations under two owners——

Senator PRYOR. Right.

Mr. DECKER [continuing]. And they are both large corporations. We have the four major television networks under two owners. And so there are really four media shops in town to do all the radio and television. But what we have found, those stations, you are right. Many of those stations are automated now, so if something happens at 3 a.m. on Sunday, there is nobody at that radio station. We can still——

Senator PRYOR. There is nobody you can coordinate with?

Mr. DECKER. We can still use the EAS to interrupt on our own on the short-term, to get that immediate message out——

Senator PRYOR. Right.

Mr. DECKER [continuing]. And then what we have been doing in our jurisdiction, and I am sure my colleagues around the country, because you don't have the newsroom. So we are partnering with the general managers and the chief engineers to find out how we get a body into their radio station at 4 a.m. in the morning that can put on some special programming. Most of those companies, we have found to be receptive to do that. It is just a new model. It is not the old days where you had to know the news director. Now you need to know the chief engineer and the general manager and the sales manager because those are the guys who can get in and

get something different on the air than what is coming off a satellite someplace.

Senator PRYOR. Right. Well, a similar circumstance is with satellite television. There is a must-carry rule there where if you are in a certain media market, then that satellite provider must carry your local TV broadcast. But what happens is around the country, I know in Arkansas, for example, if you go up to the northern tier of counties that touch Missouri, they are not in an Arkansas media market. They are in Missouri media markets and so they are getting their news and weather and all that out of Joplin or out of Springfield or out of somewhere like that, and I am sure those are great people that run those stations, but they are more focused on Missouri issues. So if you are in rural Arkansas up in some of those counties, and there are other regions of the State like that around the borders, pretty much, where they are picking up other States' media markets, they get zero Arkansas weather coverage or zero catastrophe coverage like that in Arkansas because Arkansas is really just an afterthought because they only have a couple of counties or something.

That is a concern, too, and I don't know if you have a fix for that. I mean, we are looking at something here that maybe would fix that and allow the customer to decide which one they pick up, but we can work on that. But I didn't know if you had that experience, either.

Mr. DECKER. We haven't had that exact experience in my county but we had something similar. We had a lot of guys out selling satellite service before they had to carry the locals and we encouraged them, and they voluntarily agreed to go along with this idea, and that is we were stressing the fact, and maybe we embarrassed them into it because we would speak publicly about the fact that you are not going to get these local warnings if you are on satellite television. And so we got the satellite providers to voluntarily provide NOAA all-hazard weather radios to their subscribers when they bought the satellite dish because at least we knew then that they had that all-hazards radio in their household, and if they aren't going to get it off the TV, that the radio would come on and should alert them at that point.

Senator PRYOR. Let me ask this, too, and this may be more for FEMA than the local and other volunteer organizations. Of course, today, a lot of people communicate through their wireless telephone, their cell phone. Is there a system in place where people can get emergency broadcasts through their telephone? Is that option available, and is it available in all media markets, do you know?

Mr. SCHRADER. I know that in the National Capital Region, we were working—there are providers who provide alert notifications——

Senator PRYOR. Right.

Mr. SCHRADER [continuing]. Through those kinds—but those are usually services——

Senator PRYOR. You have to pay extra for that?

Mr. SCHRADER. Yes, exactly. But I know we had a program where you could sign up free with the local AMA, like in Montgomery County, but it is not universal around the country. But the capability exists. It is not an organized effort.

Senator PRYOR. Do you know anything about that?

Mr. DECKER. No, other than I do know that FEMA is working on the IPAWS project, which would sort of go to some of those concerns down the road, but I don't know how far along they are on the IPAWS, but——

Mr. SCHRADER. Yes, and I didn't come prepared to address IPAWS.

Senator PRYOR. Yes. I mean, the only point there really is that a lot of times, we think in terms of traditional communication——

Mr. SCHRADER. Right.

Senator PRYOR [continuing]. And certainly cell phones and the Internet, for that matter, and all this other stuff that has come online, that is all sort of non-traditional but can be a very effective, very immediate and cheap way to get the word out to people.

Mr. SCHRADER. Yes.

Senator PRYOR. So anyway, I have other questions and I think what I will do in the interest of time is to maybe submit some of those for the record. What we are going to do here is we will keep the record open for 2 weeks. Some Senators may want to submit other questions in writing.

But I do want to thank you all for being here. It has been very helpful. The local preparedness, not just on the organizational level and the government level but on the individual level, on the citizen level, is very important to making sure that we are doing all that we can to respond and prepare for disasters.

What I will do then is I will adjourn the hearing, but with the understanding that we will probably have a few questions in writing and we would love for you all to get those responses back in the next couple of weeks. So thank you for doing this.

We are adjourned.

[Whereupon, at 11:44 a.m., the Subcommittee was adjourned.]

# APPENDIX

## OPENING STATEMENT OF SENATOR VOINOVICH

Mr. Chairman and Ranking Member Sununu, I commend you both for convening today's hearing regarding community preparedness. In 95 percent of emergency situations, bystanders or victims themselves are the first to provide assistance. Given this fact, I think today's hearing is extremely important.

I believe it is every person's civic responsibility to be prepared for natural and man-made disasters, and I appreciate our witnesses appearing to discuss our level of readiness. I especially want to thank Mr. Decker for testifying today. Mr. Decker and I have worked together on a number of emergency issues facing Ohio, including winter storms, floods, and tornadoes. I have always been impressed with his emergency management expertise and believe he will share some useful information and recommendations with the Subcommittee today.

Again, Chairman Pryor, thank you for calling today's hearing on preparedness, an issue of critical importance to communities throughout the United States.

**Statement**

**Of**

**Dennis Schrader**
**Deputy Administrator, National Preparedness Directorate**
**Federal Emergency Management Agency**
**Department of Homeland Security**

**Before the**

**Committee on Homeland Security and Government Affairs**
**Subcommittee on State, Local, & Private Sector**
**Preparedness and Integration**
**U.S. Senate**

**On**

**June 5, 2008**
**Washington, DC**

**Introduction**

Chairman Pryor, Ranking Member Sununu, and Members of the Subcommittee, my name is Dennis Schrader and I serve as Deputy Administrator for the National Preparedness Directorate of the Federal Emergency Management Agency (FEMA) in the Department of Homeland Security (DHS). I am honored to appear before you today to discuss the Department's individual and community preparedness efforts.

The principles of individual and community preparedness are rooted in the founding ideology of our nation. Civic responsibility and self-reliance are the underpinnings of our democratic republic. These principles are also at the heart of achieving a culture of preparedness through the active participation of every American. Whether they are taking an active role in community planning, serving as trained volunteers, or taking personal responsibility for preparing themselves, all Americans have a critical role to play in preparing for and responding to disasters.

Citizen preparedness and participation has been a cornerstone of homeland security efforts since World War I. Unfortunately, government approaches to this mission have changed frequently and policy has often been shaped by a specific perceived threat or in reaction to a major natural disaster, from an emphasis on fallout shelters to evacuation planning, from the focused concern of cold war weaponry to periodic "dual-use" approaches combining preparedness for military attacks with preparedness for natural disasters. Funding has also been inconsistent with a direct correlation on levels of implementation.[1]

Following the attacks of September 11, 2001, President George W. Bush issued Executive Order 13234 on November 9, 2001, to identify ways "to support and enhance the efforts of the American public with respect to preparedness and volunteerism in the war on terrorism." Mindful of the threat of terrorism in the United States, as well as vulnerabilities to natural disasters and hazardous materials, the resulting strategic policy was an all-hazards approach to citizen preparedness and participation. On January 29, 2002, the President announced the creation of Citizen Corps as a White House initiative with operational responsibility assigned to FEMA.

Building on historic approaches to citizen preparedness, the Citizen Corps strategy is based on the following tenets: government must collaborate with civic leaders; local implementation is essential; and national support must include consistent policy and guidance, tools and resources adaptable for local use, and building awareness through a national voice. Citizen Corps is the Department's principle community preparedness strategy and is administered nationally by FEMA's Community Preparedness Division.

Numerous other offices and divisions within the Department support collaboration with non-governmental leaders and outreach to the public, including the DHS Center for Faith-Based and Community Initiatives, FEMA's Voluntary Agency Liaisons, the DHS and FEMA Offices of Private Sector, DHS's *Ready* Campaign, the DHS Office for Civil

[1] DHS publication *Civil Defense and Homeland Security: A Short History of National Preparedness Efforts*

Rights and Civil Liberties, FEMA's National Disability Coordinator, FEMA's National Integration Center and Technological Hazards Division, FEMA's Mitigation Directorate, the DHS Office of Health Affairs, and the Coast Guard.

**Local Collaboration, Local Implementation**

The importance of citizen preparedness is irrefutable. With uniformed emergency responders (sworn officers, firefighters, and EMT/paramedics) making up less than one percent of the total U.S. population, it is clear they will be overwhelmed in a crisis and that citizens must be better prepared, trained, and practiced on how to take care of themselves in those first, crucial hours.

Effective emergency management and emergency response requires the participation of community leaders in developing community emergency response plans, conducting localized outreach and education to the public, promoting training, participating in exercises, encouraging volunteerism, and of course, should the worst happen, being an integral part of the response. The foundation of the current national strategy on citizen preparedness and participation is creating an effective organizational structure at the local level to foster this collaboration between government and civic leaders from all sectors and then using this structure to reach everyone in the community. This is the Citizen Corps Council.

It should be noted that many non-profit organizations and businesses have a relationship with government for disaster preparedness and response. The American Red Cross provides an invaluable contribution by conducting first aid courses and by providing trained Red Cross volunteers in response. The volunteers from the member organizations of the National Voluntary Organizations Active in Disaster (NVOAD) are equally critical in supporting government in response. But the current era requires that the government take a more active role in partnering with the full spectrum of non-governmental entities.

The distinction between the Citizen Corps Councils and other collaborative bodies with a disaster preparedness or response mission is that Citizen Corps Councils are sponsored by government; a Citizen Corps Council must be endorsed by the local elected leader or by the emergency manager or homeland security official. The support and participation of emergency managers on the Council is critical to success. FEMA has worked closely with the National Emergency Management Association and the International Association of Emergency Managers to strengthen this collaboration at the local level. Another distinction is the breadth of intended community representation and the scope of potential activities, to include citizen collaboration with law enforcement, the fire service, and public health. Citizen Corps plays a critical role in facilitating and fostering preparedness activities among entities that have not traditionally been involved in emergency management.

Each community and region determines the appropriate geographic boundaries that its Council will serve and determines participation on the Council to reflect the composition of the community, to include elected leadership, emergency responders, business leaders

(especially owners of critical infrastructure), non-profit organizations, faith-based and community-based organizations, and advocacy organizations for specific targeted audiences. Council goals and outreach strategies are also tailored to community vulnerabilities, community population, and specific community plans for evacuation, sheltering, and other response protocols. Allowing for the unique attributes of each community, these Councils examine community preparedness from a multi-discipline, comprehensive standpoint and work to engage citizens as strategic partners in community preparedness.

The multi-discipline collaboration achieved through Citizen Corps provides economies of scope and scale in implementing programs and activities. Having all decision makers at the table enables the community to review existing resources, identify and fill gaps, engage community resources strategically, leverage mutually supportive endeavors among the represented groups, and coordinate the planning process with input from multiple sectors. And, as we know, having established working relationships before an incident occurs also makes response coordination more effective.

The programs and activities the Council implements help emergency responders tap the community's greatest resource – the voice and the power of the people. In addition, when emergency responders openly engage the public in preparedness and risk mitigation measures, training, exercises, and volunteer support, the public develops greater trust and appreciation for the responsibilities and services provided by those in uniform. This trust is critical when the public must respond to urgent information and directives during a crisis. Community resilience is built through integrating preparedness and full community resources into meeting everyday challenges that strengthen community relationships and resources.

We know this approach works. Three days after Hurricane Katrina made landfall, mass evacuations had resumed, and the first bus loads had arrived at the Astrodome in Houston, Texas. In the end, the Harris County Citizen Corps Councils coordinated over 60,000 volunteers and private sector resources to serve the over 65,000 evacuees housed in the Reliant City complex in Houston. The White House Report *The Federal Response to Hurricane Katrina: Lessons Learned*, noted that the Harris County Citizen Corps was a success because "they had coordinated ahead of time with local businesses and volunteer groups, and because they were familiar with and implemented elements of the Incident Command System." And throughout the country, in 44 states, other Citizen Corps Councils, their partners and affiliates, and other grassroots organizations set up additional shelters to welcome evacuees affected by Hurricane Katrina. Tens of thousands of volunteers helped staff these shelters and assisted the evacuated citizens of the Gulf Coast with needed social services and with seeking disaster assistance.

Nearly 2,300 local and tribal Citizen Corps Councils have been approved by State Citizen Corps Program Managers and posted on the national Citizen Corps website. The jurisdictions covered by these Councils represent over 78 percent of the total U.S. population. An expanded on-line data collection tool on the specific membership and

activities of these Councils is in development and should be implemented early next year. An on-line collection tool for good stories/best practices is also in development.

The State Citizen Corps Program Manager is appointed by the Governor, and State Citizen Corps Councils are comprised of state level representatives from organizations representing government, the private sector, faith-based organizations, civic groups, and advocacy groups. State Council members and other state officials provide support for local preparedness efforts. The National Citizen Corps Council brings together more than 75 national non-governmental organizations and Federal agencies to collaborate across the responder disciplines and non-governmental sectors to support Federal, State, and local preparedness.

While we have made tremendous progress in building a collaborative infrastructure across the nation, there are challenges towards achieving our goal of actively involving everyone in America in preparedness.

**The Challenges of Citizen Preparedness and Participation**

Sadly, the current lack of citizen preparedness and know-how has been graphically illustrated in numerous events following September 11, most dramatically in the tragedy of Hurricane Katrina. Rather than a culture of preparedness, the current culture is more oriented towards response or reaction. There is often the belief that tragic circumstances simply will not happen to us, but if they do, government, be it local, State, or Federal, will provide an immediate and complete response, meeting all our citizens' needs. Government at all levels may inadvertently perpetuate these beliefs through the desire to make Americans feel safe and confident in government capabilities. In addition, the well-publicized heroic actions of emergency responders give the public an elevated perception that emergency responders will arrive almost instantaneously in a crisis to rescue us and that government aid will return our lives to normal.

The reality is a strong contrast to these perceptions. In fact, the Los Angeles Fire Department estimates that in 95 percent of all emergencies, it is bystanders or victims themselves first provide emergency assistance or perform a rescue before a professionally trained emergency responder can arrive on the scene. Citizens must be aware of what steps to take to protect themselves and their families and to be trained and practiced in the basic skills to help themselves and others in an emergency. In addition to creating a more self-reliant citizenry, a well-trained and involved public will offer greater surge capacity to augment government efforts in a large-scale response.

Media analysis conducted on behalf of Citizen Corps shows that newspaper articles about disaster preparedness published between the dates of August 1, 2005, and October 1, 2006 framed preparedness predominantly from an organizational-level, such as a business or a government responsibility, rather than as an individual responsibility. In addition, when articles did mention personal preparedness, the emphasis was on preparedness in the home only, without reference to other locations, such as the

workplace, schools, or vehicles. Thus, the media is also perpetuating the message that individuals need not shoulder responsibility for their own preparedness.

Many studies have been conducted in recent years to monitor the level of citizen preparedness, assessed principally on the basis of whether the responder has an emergency preparedness kit or a family communications plan. Citizen Corps sponsors analysis of personal preparedness surveys conducted since September 11, 2001 to better understand current levels of citizen disaster preparedness and, as importantly, the barriers and potential motivators to preparedness. There are currently over 70 surveys on personal preparedness in this database and 14 surveys on business preparedness.

In analyzing this collection of surveys, an important finding is that perceived preparedness can be very different from the specific preparedness measures taken. In nearly all cases, the proportion of those who have taken appropriate preparedness measures is much lower than those that indicate that they are prepared. The 2004 Red Cross survey results, for example, indicate that 80 percent of Americans say that they are very or somewhat prepared for a disaster, while only 42 percent have an adequate kit and 32 percent have a disaster plan. In a 2006 survey conducted in New York by the Center for Catastrophe Preparedness & Response, 50 percent of respondents reported having a kit with emergency supplies, yet when they were asked to list what specific supplies individuals had in their kit, only 55 percent had enough food, and only 36 percent had enough water to shelter in their homes "without power during a serious emergency." The results are similar for nearly all of the other surveys.

Another related finding is that while people may report taking steps toward preparedness, follow-up questions reveal that their actions were inadequate. In the 2005 Washington State Office of Emergency Management survey, 45 percent of respondents indicated that they had a disaster plan in place. When questioned further, however, many respondents admitted that they did not actually have a fully developed plan, but had talked about it or had taken other actions like receiving training or storing food and water—only 21 percent of respondents actually had a plan in place. The results are even more striking when respondents are not prompted with potential responses. In the 2003 National Citizen Corps survey, respondents were asked to list the items they had in their disaster kit. While 50 percent of the respondents indicated that they had a home disaster supply kit, only 54 percent of these respondents had bottled water and only 41 percent had a flashlight. Very few respondents listed all of the items needed for an adequate supply kit. These findings are echoed in the 2007 National Citizen Corps survey.

These data indicate a disturbing reality that individuals who have put together some elements of a kit or plan may consider themselves to be prepared, when in actuality, they are not. As described above, many individuals have kits and/or plans that lack essential components and would prove inadequate in the event of a disaster – yet they may have mentally "checked the box" and consider themselves to be prepared. A 2007 survey for the American Red Cross found that having a kit is the action that is most consistent with citizens reporting being prepared. In this survey, 91 percent of those who put together a disaster supplies kit also reported being prepared for a disaster. This correlation suggests

that after citizens feel they have prepared a disaster supply kit, they may be more inclined to consider themselves prepared for an emergency, even though their disaster supply kit may not be sufficient. Furthermore, individuals who have attempted to prepare a kit may not have performed other recommended preparedness behaviors such as creating a disaster plan or completing first aid/CPR training, or learning their community's evacuation, alerts and warnings, or shelter plan.

This cross-survey analysis also indicates that the biggest barriers to action are the lack of importance that people place on preparedness, lack of confidence that what they do to prepare can make a difference, and lack of information and time. The perception of an imminent threat and confidence in knowing the right action to take are probably the greatest factor in motivating people to take action. Personal experience, training and drills at school or work, and the desire to protect one's family also play a strong role.[2]

In 2007, Citizen Corps fielded another national household survey to assess the public's knowledge, attitudes, and behaviors relative to preparing for a range of hazards. This survey measures personal preparedness and participation levels correlated to the target capabilities identified in the Community Preparedness and Participation capability in the Target Capabilities List (TCL). The random sample of 2,400 U.S. households provides overall results with a +/-2 percent sampling error at a confidence of 95 percent and included a set of questions repeated from a baseline survey conducted by Citizen Corps in 2003.

The survey included questions on whether the individual: 1) Has stocked specific disaster supplies, 2) Has developed and discussed an emergency household plan, 3) Participates in drills, 4) Has the confidence to respond in the first five minutes of a specific disaster, 5) Has taken disaster response skills training, 6) Is knowledgeable about aspects of the community disaster plan, 7) Is knowledgeable about evacuation routes and shelters, 8) Would need to rely on others during an evacuation, 9) Is willing to report suspicious behavior, and 10) Has volunteered to support community safety. While some progress has been made in certain areas of preparedness (for example, an increase in those stocking bottled water, from 54 percent in 2003 to 73 percent in 2007), the survey highlights several areas of concern. For example, only 45 percent of individuals are familiar with alert and warning systems in their community, only 31 percent are familiar with shelter locations, and only 1 in 4 indicate that they know their community evacuation routes. And while 57 percent of the population indicate they know what to do in the event of a sudden natural disaster, such as an earthquake or tornado, only 23 percent indicate that they are confident about what to do in the event of a release of a chemical agent, and only 19 percent are confident in the event of a radiological explosion or "dirty bomb."

Hurricane Katrina also exposed significant shortfalls in government planning for evacuation and sheltering and for the critical role non-governmental resources play in augmenting disaster response and recovery efforts. Individuals were not prepared to evacuate and there was inadequate government planning for mass evacuation appropriate

[2] Analysis conducted by Macro International under contract to Citizen Corps

for the population, to include those with low income and inadequate transportation resources and those with disabilities. Government was also unprepared to handle the shelter needs for the volume of displaced persons, to include pre-identified shelter locations and related logistics, such as pre-established contingency contracts and personnel requirements (volunteer or otherwise). Government failed to effectively employ the outpouring of resources from non-governmental entities, including money, goods, resource support, and volunteer personnel from individuals and corporations to nonprofits and faith-based organizations.

Following the response to Hurricane Katrina, the President directed DHS to conduct a Nationwide Plan Review to analyze all 56 State/Territory and 75 urban area Emergency Operations Plans (EOPs). As part of this Review, FEMA's Community Preparedness Division and the Office of Civil Rights and Civil Liberties evaluated these EOPs and supporting documents on issues relating to community preparedness. This analysis found that *only 44 percent of State and 30 percent of urban area plans included sufficient detail with regard to non-governmental resources*, including the private for-profit sector, non-profits and community, faith-based organizations, and individual volunteers. Jurisdictions whose plans do integrate non-governmental resources into response and recovery operations and negotiate contracts in advance have a distinct advantage when disaster strikes. Additional conclusions included:

- Resources management is the "Achilles heel" of emergency planning.
- All Functional Annexes do not adequately address special needs.
- Improvements in public preparedness and emergency public information should be a priority.
- Significant weaknesses in evacuation planning are an area of profound concern.
- Shelter operations is routinely assigned to non-governmental organizations but there is little pre-incident coordination to ensure shelters can be sustained for an extended time (72+ hrs)
- Non-governmental resources should be better integrated to meet surge capacity.
- Collaboration between government and non-governmental entities should be strengthened at all levels.

During Hurricane Katrina, many citizens exercised appropriate precautionary and response actions, and many citizens volunteered to support the response and recovery efforts. The difficulties of the response and the prolonged suffering of citizens, however, clearly show that, as a nation, we must include civic leaders in the planning process; increase personal preparedness; improve alerts, warnings, and public communications; engage citizens more fully in training and exercises; strengthen the effectiveness of volunteer participation; and better integrate non-governmental resources.

Government entities tend to deal with citizen participation in preparedness as a passive role, yet community and individual preparedness requires an active engagement in order to promote an expectation of individual responsibility and a culture of preparedness. The more the public is brought into emergency preparedness and response, particularly through social networks like places of worship, professional associations, business

groups, and neighborhood associations, the more effective we can be at limiting the impacts of fear generated by terrorism and other hazards, and the more resilient we are when an incident occurs.

To support local community efforts, DHS has developed policies, resources and tools, and has partnered with other Federal agencies and non-governmental entities to identify and promote additional available resources.

**National Support for Individual and Community Preparedness**

National Policies and Initiatives

Since September 11, 2001 and the issuance of Homeland Security Presidential Directive-8 (HSPD-8) on National Preparedness, DHS has consistently included community and citizen preparedness in policies and guidance provided to state and local governments.

HSPD-8 specifically directs the Secretary of Homeland Security to work with other Federal departments and agencies, as well as State and local governments, the private sector, and non-governmental organizations, to encourage active citizen participation and involvement in preparedness efforts. It also provides support specifically for the Citizen Corps approach. This directive led to the development of the National Preparedness Guidelines and the Target Capabilities List issued in September 2007.

The National Preparedness Guidelines identify eight National Priorities, including Community Preparedness: Strengthening Planning and Citizen Capabilities. Community Preparedness and Participation is one of four common capabilities of the 37 target capabilities in the Target Capability List. The common capabilities are those that cut across all four mission areas of the TCL framework: prevent, protect, respond, and recover. The Community Preparedness and Participation capability is defined as ensuring that "...everyone in America is fully aware, trained, and practiced on how to prevent, protect/mitigate, prepare for, and respond to all threats and hazards. This requires a role for citizens in exercises, ongoing volunteer programs, and surge capacity response."

There are other Homeland Security Presidential Directives that include elements of community preparedness. The DHS Office of Health Affairs (OHA) and FEMA's Community Preparedness Division are working in partnership with other Federal Agencies, academic institutions, and others to develop implementation plans relating to community resilience for HSPD-21, Public Health and Medical Preparedness, and for community education and outreach related to agricultural preparedness and food safety for HSPD-9, Defense of United State Agriculture and Food.

The National Response Framework (NRF) more clearly identifies the necessary contribution of non-governmental resources with improved Support Annexes for Volunteer and Donations Management and Private Sector Coordination. Non-governmental organizations are encouraged to establish pre-incident operational

agreements with emergency management agencies at all levels, including FEMA. The NRF states that "FEMA will provide pre-incident support to broker a match with the most appropriate (Emergency Support Function) ESF or response element for organizations with disaster services that are not currently affiliated with a specific ESF." Furthermore, "FEMA will encourage resource typing and credentialing in support of effective volunteer and donations management in the field."

The National Exercise Program and the Homeland Security Exercise and Evaluation Program encourage the inclusion of non-governmental resources, assets and volunteers, as well as the general public. In the Top Officials 3 (TOPOFF 3) exercise, Citizen Corps volunteers participated as victims in both the Connecticut and New Jersey venues, creating a more realistic exercise by providing first responders the opportunity to exercise with simulated victims. In October 2007, Citizen Corps Councils and programs played an integral role in TOPOFF 4. Their participation in both the Oregon and Guam venues examined citizen protection, public warning and community response to the terrorist radiological dispersal device incident. In 2008, two Tier I exercises, as part of the National Exercise Program, incorporate Community Preparedness into exercise play: Principal-Level Exercise 1-08 and National-Level Exercise 2-08.

In April 2007, under the Senior Officials Exercise program, FEMA's Community Preparedness Division and other national and state volunteer and donations management organizations participated in a full-day facilitated tabletop (TTX) exercise called *Here To Help*. This TTX provided an opportunity for Federal departments, representative State officials, nongovernmental non-profit organizations, and private sector organizations to collaboratively explore issues associated with voluntary efforts to support human needs following a disaster. Furthermore, the TTX explored the dimensions of a national system to more effectively facilitate the inclusion of voluntary organization capabilities into disaster response, recovery and rebuilding.

Currently, the Corrective Action Program System includes seventeen corrective actions pertaining to Community Preparedness. These corrective actions are primarily tasked to State and local users as outcomes of specific exercises.

The National Exercise Division will continue to incorporate representatives from the Community Preparedness Division in future exercise planning and execution. In addition, the National Exercise Division has recommended the inclusion of a representative from the Community Preparedness Division to the FEMA Exercise and Evaluation Program Steering Committee, the proposed central FEMA body on coordinating issues related to exercise scheduling, organization, objectives, design, planning, conduct, evaluation, and corrective action implementation.

The Training Operations Division in FEMA's National Integration Center funds several training programs to teach citizens and community leaders how to organize around the issue of homeland security. Examples of programs funded through the Competitive Training Grants Program (CTGP) include: Creating Vigilant, Prepared, and Resilient Communities (CVPR) provided by Western Community Policing Institute; Emergency

Responders and the Deaf and Hard of Hearing Community: Taking the First Steps to Disaster Preparedness; Campus Public Safety Response to Weapons of Mass Destruction; Crisis Planning for School Administrators; and Homeland Security Planning for Campus Executives. In the 2008 CTGP solicitation, two of the five focus areas pertain to community preparedness: Citizen Preparedness and Participation and Citizen Evacuation and/or Shelter-In-Place.

FEMA also manages the Emergency Preparedness Demonstration Program which is conducting research on the status of disaster awareness and emergency preparedness in socially and economically disadvantaged households and communities with the goal to design and implement demonstration projects to improve awareness and preparedness in these households and communities. Findings and recommendations will be disseminated to all Citizen Corps Councils nationwide.

FEMA's Technological Hazards Division, through the Chemical Stockpile Emergency Preparedness Program and the Radiological Emergency Preparedness Program, and Mitigation Directorate, also include public outreach elements, to include videos, publications, and best practices on sheltering-in-place, and non-structural retro-fitting residential properties and small businesses.

In developing their Homeland Security Strategies, States and Urban Areas are required to tailor and update existing strategic goals and objectives to support citizen preparedness efforts. In completing the first State Preparedness Report, States were required to answer fourteen questions on the Target Capability Citizen Preparedness and Participation specifically designed to evaluate State level of capability in this area.

Following the April 1, 2007 FEMA re-organization that created the National Preparedness Directorate, the FEMA Regions are more fully engaged in preparedness issues, to include Community Preparedness. There are now nine Federal Preparedness Coordinators (FPCs) in the FEMA Regions (with selection of the tenth, in Region IX, imminent) and four dedicated Community Preparedness / Citizen Corps staff, with two additional regions expected to hire dedicated staff shortly. The FPCs are senior Federal employees with the full preparedness portfolios in the Regions and are fully supportive of the Citizen Corps mission. Their support will be invaluable to state and local Citizen Corps Councils throughout their Region.

Grants

Citizen Corps funding supports States and local communities to: 1) form and sustain a Citizen Corps Council; 2) develop and implement a plan or amend existing plans to achieve and expand citizen preparedness and participation; 3) conduct public education and outreach; 4) ensure clear alerts/warnings and emergency communications to the public; 5) develop training programs for the public; 6) facilitate citizen participation in exercises; 7) implement volunteer programs and activities to support emergency responders; 8) involve citizens in surge capacity roles and responsibilities; and 9) conduct evaluations of programs and activities.

While annual appropriations specifically for Citizen Corps have been around $15 million in the past several years, ten different DHS Preparedness Grants issued in Fiscal Year 2008 include specific eligibility guidance for community preparedness activities. As an example, the Homeland Security Grant Program Guidance (HSGP) states that in addition to Citizen Corps allocations, "States and Urban Areas are encouraged to fully leverage all HSGP resources to accomplish the Citizen Corps mission."[3]

Using this eligibility language, States have elected to use homeland security funding in addition to the specific Citizen Corps allocation to support community preparedness and participation. Between Fiscal Years 2004 and 2006, States allocated nearly $140 million for community preparedness projects, combining $68 million (49 percent) allocated from Citizen Corps Program grants and $71 million (51 percent) from other sources of DHS funding, such as State Homeland Security Program and Urban Area Security Initiative grants.[4] Between 2004 and 2006, over $7 billion was made available to the states with grant guidance language identifying community preparedness as an eligible use of funds, including the dedicated Citizen Corps funding. The $140 million actually allocated for community preparedness represents a mere two percent of all available funding.

Preparedness Outreach

The *Ready* Campaign, launched in February 2003, is the Department's public service advertising (PSA) campaign designed to educate and empower Americans to prepare for and respond to emergencies whether natural or man-made. *Ready* partners with the Ad Council, an organization that specializes in public service and social marketing campaigns, to develop, produce, and distribute emergency preparedness messages utilizing television, radio, print, internet, and outdoor (bus shelters, mall kiosks, and billboards) advertisements as well as through media outreach and partnerships. The campaign is coordinated through the DHS Office of Public Affairs.

Specifically, *Ready* encourages Americans to take three steps to prepare: get an emergency supply kit, make an emergency plan, and to be informed about the different types of emergencies that could occur and the appropriate responses to them. The campaign not only reaches out to individuals, but also targets families and children, businesses, and Spanish-speaking individuals through *Ready Kids*, *Ready Business,* and *Listo* – all extensions of the *Ready* Campaign.

The campaign currently has more than 44 PSAs for *Ready, Ready Business* (business preparedness), and *Listo* in various formats, including documentary-style advertisements, Spanish advertisements, and advertisements featuring former Presidents George H.W. Bush and Bill Clinton and First Lady Laura Bush. All of these PSAs run in space donated by media companies across the Nation. To date, *Ready* has received more than $703 million worth of donated media including television, radio, print, internet, and outdoor advertisement space.

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[3] Fiscal Year 2008 Homeland Security Grant Program Guidance and Application Kit.

[4] Information is based on a report generated from the December 2006 Bi-Annual Strategy Implementation Report (BSIR).

In addition, *Ready* provides preparedness materials and information on www.ready.gov, www.listo.gov, www.citizencorps.gov, and www.fema.gov. The Campaign also operates toll-free phone lines, 1-800-BE-READY and 1-888-SE-LISTO, which provide basic information on personal preparedness and allow callers to order free publications. There are currently more than a dozen *Ready* brochures, including versions in English and Spanish that highlight individual, family, and business preparedness, as well as special publications for older Americans, individuals with disabilities and other special needs, pet owners, and teachers. As of April 30, 2008, more than 24 million *Ready* materials have been requested or downloaded from the Web site. The Web site has received more than 29.1 million unique visitors and the toll-free numbers have received more than 336,000 calls. The FEMA publication *Are You Ready?*, a 200 page comprehensive guide to individual preparedness is also available free of charge to the public, as well as four preparedness booklets co-produced with the American Red Cross on general preparedness, helping children cope, food and water, and preparing for people with disabilities and other special needs.

*Ready* also works closely with States and cities on developing localized emergency preparedness campaigns. The *Ready* PSAs are designed in a format that enables communities to localize them. This is an opportunity for states and localities to use the national *Ready* Campaign PSAs developed by the Ad Council and leading advertising and marketing agencies who volunteer their time and expertise to the Ad Council. Not only does it provide states and localities with the opportunity to be part of a national campaign, but it also ensures that the emergency preparedness message remains consistent throughout all media reaching the American public. States and local governments can "tag" the *Ready* PSAs that run in their community with their local logos and use the ads to direct residents to their own local emergency preparedness Web sites. They can be localized for television, radio, newspapers, magazines, outdoor, and Web banners. The PSAs are available in both English and Spanish in a variety of lengths and sizes. Examples of several States and cities who have worked with *Ready*, include the states of Georgia, Virginia and Texas as well as the cities of New York, San Francisco, Chicago, and Roanoke City.

National Preparedness Month is sponsored and coordinated by the *Ready* Campaign. This is the campaign's largest outreach effort and occurs every year during the month of September. It is designed to inform the public about the importance of emergency preparedness and motivate citizens to take action by getting an emergency supply kit, making an emergency plan, and being informed about the different emergencies and their appropriate responses. It also is a mechanism to engage citizens in how they can become involved in community efforts.

In planning for this nationwide effort, *Ready* works closely with FEMA's Community Preparedness Division (which includes Citizen Corps), as well as with the DHS Center For Faith-based and Community Initiatives, FEMA Public Affairs, the DHS and FEMA Private Sector Offices, DHS's Office of Health Affairs, Infrastructure Protection, the

National Cyber Security Division as well as many other inter-agencies to support local communities efforts and to promote emergency preparedness.

This outreach effort has grown tremendously. In 2007, 1,800 local, state, and national organizations, business, and governments registered as National Preparedness Month Coalition Members and committed to creating a culture of preparedness through community planning and capacity building, outreach and education, training and exercises, and volunteer programs. This compares to the only 80 organizations that participated the first year. At least 1,000 events and initiatives were held all around the country throughout the month, with events ranging from youth Be Ready camps, public preparedness fairs, special needs workshops, school preparedness events, public alert systems tests, small business workshops, and multi-cultural workshops. This is in addition to the strong support and involvement of Citizen Corps Councils nationwide.

Already for 2008, more than 900 organizations have registered as National Preparedness Month Coalition Members and are making plans to promote emergency preparedness in their communities and workplace.

Finally, *Ready* also does significant outreach through partnerships. Since 2003, *Ready* and Citizen Corps have partnered with Minor League Baseball and the Boy Scouts of America to host *Ready* Nights at baseball games. Through this partnership, Citizen Corps participants and Boy Scouts attend these games to distribute emergency preparedness information and stadium owners and managers and the teams develop important relationships with their Citizen Corps Council. *Ready* has also joined Radio Disney for the past two summers on their Radio Disney Tour to shopping malls across the country. The tour is designed to engage children and families on important issues in a non-threatening, interactive and fun way. By participating in this mall tour, *Ready* has been able to reach hundreds of thousand of children and parents with the emergency preparedness message and provide them with useful resources and tools to help them get prepared. In addition, *Ready* works closely with national organizations such as the American Red Cross, the U.S. Chamber of Commerce, the Humane Society of America and many others who represent many different sectors to reach Americans with the emergency preparedness message.

While it is too early to effectively gauge the long-term effects of *Ready* on public preparedness, thus far there are indications of progress. Annual national surveys conducted by the Ad Council for the campaign and its extensions have yielded positive results:

- A national survey of the general public conducted in August 2007 found the percentage of respondents that said it is "very important" for all Americans to be prepared increased from 60 percent in 2006 to 66 percent in 2007.
    - From 2005 to 2007, the proportion of Americans who have taken *any* steps to prepare rose 9 points, from 45 percent to 54 percent. There were also several notable increases in key preparedness behaviors:
        - Put together an emergency kit: 44 percent in 2004 to 54 percent in 2007

- Created a family emergency plan: 32 percent in 2004 to 37 percent in 2007
- Searched for information on preparedness: 28 percent in 2004 to 33 percent in 2007

- A national survey of Hispanic Americans conducted by in August 2007 found there has been indications of progress:
  - An increasing proportion of Hispanic Americans call themselves 'very' or 'somewhat' prepared for a disaster – an increase from 36 percent in 2005 to 46 percent in 2007.
  - From 2005 to 2007, the proportion of Hispanic Americans who report that they have taken *any* steps to prepare rose 10 points, from 27 percent to 37 percent. There were also several notable increases in key preparedness behaviors among Hispanic households nationwide:
    - Created a family emergency plan (24 percent in July 2005 to 33 percent in 2007)
    - Searched for information on preparedness (24 percent in 2005 to 31 percent in 2007)
- A national survey of businesses with few than 1,000 employees conducted in November 2007 found 91 percent said it is important for business to take steps to prepare for a catastrophic disaster, an increase of 3 percent from 2006. Thirty-eight percent said their company has an emergency plan in place in the event of a disaster, a decrease of 9 percent from 2006.

With research showing that at least one in four businesses never re-open after a disaster, the *Ready* Campaign partners with the DHS and FEMA Private Sector Offices to promote *Ready Business* with the goal to help owners and managers of small-to-medium size businesses prepare their employees, operations, and assets in the event of an emergency. In May 2008, the *Ready* Campaign and the Ad Council launched a new series of national PSAs entitled "Procrastination" to encourage small businesses to put developing an emergency plan at the top of their "To Do" list.

In addition, DHS has established a Private Sector Preparedness Council to develop programs and to select standards (per the "Implementing Recommendations of the 9/11 Commission Act of 2007", Public Law 110-53 signed on August 3, 2007) to develop of a National Voluntary Private Sector Preparedness Accreditation and Certification Program. This program will establish a common set of standards for private sector preparedness relating to disaster management, emergency management, and business continuity.

The Office of Health Affairs is leading the DHS effort on Pandemic Flu preparedness and has produced an instructional video on appropriate health practices to limit the spread of any form of influenza.

Citizen Participation

FEMA's Community Preparedness Division, which administers Citizen Corps, works to ensure citizen and community preparedness is included in relevant national policy, assessments, and grant guidance; conducts research on preparedness issues; manages the Community Emergency Response Team (CERT) Program; and partners with numerous Federal agencies and non-profit organizations and associations to provide resources and support to local Citizen Corps Councils. A toolkit is in development to provide step-by-step strategic planning guidance to state, tribal, and local Citizen Corps Councils, to include forming such Councils and identifying appropriate participation, assessing the status of community preparedness and identifying needs, localizing outreach and education, developing training and exercises for non-governmental and public participation, and implementing volunteer programs.

There are five national Citizen Corps Partner Programs, and FEMA's Community Preparedness Division works in collaboration with other Federal agencies and national organizations to support and promote them. The five programs--Community Emergency Response Teams (CERT), Medical Reserve Corps (MRC), Fire Corps, USA On Watch/ Neighborhood Watch (NWP), and Volunteers in Police Service (VIPS)--provide national resources, training, and best practices for training and engaging citizens at the local level through volunteer programs to support local emergency service providers.

*Community Emergency Response Team (CERT) Program:* CERT educates people about disaster preparedness and trains them in basic disaster response skills, such as fire safety, light search and rescue, and disaster medical operations. CERT members can then assist others in their neighborhoods or workplaces following an event and can take a more active role in preparing their community. In the coming year, the CERT Program will update the basic training course, develop a new standard CERT train-the-trainer course, develop new job aids for delivering basic training to businesses and tribal communities, and develop new supplemental training modules and materials for communications, animals in disaster, and advanced medical triage. TEEN CERT and Campus CERT Annexes have also been developed in cooperation with FEMA's Competitive Training Grant Program to provide guidance in delivering the CERT curriculum to these audiences.

*Fire Corps Program:* Fire Corps promotes the use of citizen advocates to support fire and rescue departments. Fire Corps assists fire and rescue departments in promoting citizen participation in areas such as fire safety outreach, youth programs, and administrative support. Fire Corps is a partnership between FEMA, the National Volunteer Fire Council, the International Association of Fire Fighters, and the International Association of Fire Chiefs.

*Medical Reserve Corps (MRC):* MRC helps medical, public health, and other volunteers offer their expertise throughout the year as well as during emergencies and other times of community need. MRC volunteers work in coordination with local emergency response programs and supplement community public health initiatives, such as outreach and

prevention, immunization programs, blood drives, and other efforts. The MRC program is administered by the U.S. Department of Health and Human Services.

*USAonWatch/Neighborhood Watch:* USAonWatch is an expansion of the Neighborhood Watch Program beyond its traditional crime prevention role to help neighborhoods focus on disaster preparedness, emergency response, and terrorism awareness. USAonWatch is administered by the National Sheriffs' Association in partnership with the Bureau of Justice Assistance, U.S. Department of Justice (DOJ) and provides information, training, and resources to citizens and law enforcement agencies throughout the country.

*Volunteers in Police Service (VIPS):* VIPS works to enhance the capacity of State and local law enforcement to use volunteers. VIPS provides resources and information for and about law enforcement volunteer programs. Funded by DOJ, VIPS is managed and implemented by the International Association of Chiefs of Police.

Today there are 2,941 registered CERT Programs, 687 Fire Corps Programs, over 20,000 USAonWatch / Neighborhood Watch Programs, 742 MRC Units engaging 155,350 MRC Volunteers, and 1,709 VIPS Programs engaging 139,000 VIPS Volunteers. In thousands of communities nationwide, these volunteers are making a difference – from providing administrative support so that emergency service providers have more time for their highly skilled roles, to conducting outreach for targeted populations, to providing training to community members and participating in exercises to practice how they will best provide assistance. And in disasters large and small, these volunteers have worked alongside emergency responders providing critical additional manpower during response and recovery efforts.

And a new program will soon be added. A competitive solicitation to pilot the National Emergency Technology (NET) Guard program in four locations will be announced in summer 2008. NET Guard will be comprised of volunteers with expertise in information technology and communications who can assist local communities in preparing for, responding to, and recovering from incidents that cause damage or destruction to information systems and communications infrastructure. These NET Guard teams will become part of the Citizen Corps grassroots networks and will be deployed by local emergency management.

FEMA's Community Preparedness Division partnered with the Department of Justice, Bureau of Justice Affairs to host the National Watch Groups Summit in May 2007. This Summit brought together over 30 sector-specific Watch programs from around the country to examine the underpinnings of successful citizen collaboration with law enforcement. The report of the Summit will be released in June 2008 and will be followed with a meeting bringing component leaders from DHS and DOJ together to set a National Strategy for the full breadth of citizen participation in law enforcement from educating the public on identifying and reporting suspicious activity to promoting the volunteer opportunities available to support law enforcement within the community.

DHS funds and coordinates two Watch programs: Highway Watch and America's Waterway Watch. Highway Watch is a volunteer effort comprised of dedicated transportation professionals who are committed to guarding the welfare of the motoring public. The Coast Guard and its Reserve and Auxiliary components administer the America's Waterway Watch (AWW) program to enlist the active participation of those who live, work or play around America's waterfront areas. Coast Guard Reserve personnel concentrate on connecting with businesses and government agencies, while Auxiliary members focus on building AWW awareness among the recreational boating public.

The Coast Guard is also a strong supporter of citizen participation. Through its Auxiliary Program, the Coast Guard works with 28,000 volunteers who log over two million hours conducting vessel safety check, safe boating courses, harbor patrols, search and rescue, and marine environmental protection.

Citizen Corps has formal relationships with 25 national non-profit organizations and other Federal agencies who are National Citizen Corps Affiliates. These organizations provide resources and programs to support individual and community preparedness through outreach materials, training, volunteer opportunities, and expertise on vulnerable populations. Representatives from these organizations also participate on state and local Citizen Corps Councils throughout the country. The current National Citizen Corps Affiliates are:

- The American Legion
- The American Legion Auxiliary
- American Red Cross
- American Radio Relay League
- Association of Public Television Stations
- Civil Air Patrol
- Department of Education
- E9-1-1 Institute
- Environmental Protection Agency
- Home Safety Council
- Meals on Wheels Association of America
- Mercy Medical Airlift
- National Association for Search and Rescue
- National Crime Prevention Council
- National Fire Protection Association
- National Oceanic and Atmospheric Administration
- National Safety Council
- National Volunteer Fire Council
- National Voluntary Organizations Active in Disaster
- myGoodDeed.org
- Operation HOPE, Inc.
- Points of Light Foundation and the Volunteer Center National Network
- Save A Life Foundation
- United States Junior Chamber
- Veterans of Foreign Wars

On June 16, 2008, the American Association of Community Colleges will join Citizen Corps as the newest Affiliate. This affiliation will encourage the nearly 1,200 community colleges around the country to more fully participate in community preparedness by participating on Citizen Corps Councils and in promoting emergency preparedness education, training and exercises, and volunteer service opportunities. Additional Citizen Corps Affiliates are expected to be established in the coming year, with special attention to identify resources for targeted sectors including schools, youth,

the elderly, the economically challenged, those with language and cultural issues, pet owners, and faith-based organizations.

During the past year, the DHS Center for Faith-Based and Community Initiatives has held five workshops in large urban areas around the country, with nearly 1,000 participants. These workshops encourage the collaboration between emergency managers and faith-based leaders in the community with the goal to enable stronger partnerships for preparedness and response. Six additional workshops are scheduled.

Research

To provide relevant information and resources to Citizen Corps Councils, FEMA's CPD has tasked Macro International with a range of research projects to increase our understanding of community preparedness and participation. Results of this research are posted on the Citizen Corps website at http://www.citizencorps.gov/ready/research.shtm . The current research agenda includes:

- National Household Surveys to assess the public's knowledge, attitudes and behaviors relative to preparing for a range of hazards to begin to measure the target levels of preparedness and participation identified in the TCL.
- On-going tracking and analysis of other party research on personal and business preparedness (The database currently includes over 70 surveys on personal preparedness and 14 surveys on business preparedness).
- Citizen Preparedness Reviews – periodic publications to assimilate current preparedness research.
- A Personal Behavior Change Model, which provides a theoretical basis for evaluating the motivations for and barriers to personal preparedness. This model will be tested through the household survey and focus groups and will assist in developing effective social marketing tools.
- A Community Change Model on Preparedness and Resiliency to explore the inter-related components of government/non-governmental collaboration and civic engagement.
- Media Analysis on how personal preparedness is presented in newspapers to evaluate how media representation may affect public perception of personal responsibility for preparedness.
- Analysis on critical protective actions for ten hazards that individuals should be able to take independently, prior to any instruction from authoritative sources.
- Facilitating the connection between researchers and practitioners through roundtable meetings to ensure research is applicable and useful.

FEMA's Community Preparedness Division is also working with the Public Entity Risk Institute to provide a toolkit on liability issues pertaining to volunteerism in emergency preparedness and response. This toolkit will include an explanation of liability law, a review of current state liability laws, and guidance on using risk management to address Citizen Corps related liability issues.

The DHS Science and Technology Directorate also funds research that supports community preparedness, including the Community and Regional Resilience Initiative (CARRI) and work conducted by the Centers of Excellence. Part of the Southeast Region Research Initiative, CARRI is being implemented in Gulfport, MS, Memphis, TN, and Charleston, SC, with a goal to increase "resilience" - the ability to prepare for, respond to and quickly recover from natural and man-made disasters - of the three communities. These partner communities will help develop and share essential knowledge, best practices, tools and techniques to strengthen a community's ability to withstand a major disaster event with minimal downtime to basic government and business services.

**Conclusion**

The American people are the ultimate stakeholders in the homeland security mission and must be an integral component of national preparedness efforts. Securing our safety and our freedoms requires that we all work together. This is no longer an optional approach; it is essential. Everyone in America has a critical role to play – including learning about local hazards and being prepared, getting trained in lifesaving and emergency response skills, volunteering to supplement local emergency services on a routine basis, or functioning in a surge capacity role during an incident.

Government at all levels must work in concert to collaborate with civic leaders and to support grassroots efforts to educate, train, and practice our citizenry. There are extraordinary efforts underway across this country and we commend those leaders who have embraced and succeeded in the mission to increase citizen preparedness and participation. We have a long way to go and we must not become complacent or waver in our efforts. Thank you, Mr. Chairman, for the opportunity to provide information on how the Department is working towards a true culture of preparedness. Thank you also for your continued support for this important work. I would be happy to respond to any questions you or Members of the Subcommittee may have.

**Statement of Russell Decker, First Vice President**

**International Association of Emergency Managers**

**Before the**

**Ad Hoc Subcommittee on State, Local and Private Sector Preparedness and Integration**

**Committee on Homeland Security and Government Affairs**

**U.S. Senate**

**On**

**It Takes a Village: Community Preparedness.**

**June 5, 2008**

Chairman Pryor, Ranking Member Sununu, and distinguished members of the Subcommittee, thank you for allowing me this opportunity to provide testimony on this critically important topic.

I am Russ Decker, the Director of Emergency Management and Homeland Security for Allen County, Ohio. Allen County is a mid-size rural county in northwest Ohio with a population of just over 100,000. I currently serve as President-Elect / First Vice President of the International Association of Emergency Managers (IAEM) and I am testifying today on their behalf. I have 18 years of emergency management experience, with the last ten as a local director. I have also served as President of the Emergency Management Association of Ohio.

IAEM has more than 4,300 members including emergency management professionals at the federal state and local government levels; tribal nations; the military; colleges and universities; and, private business and the non-profit sector in the United States and around the globe. Most of our members are U. S. county and municipal emergency managers who face this issue of community preparedness head-on every day.

And in as much as all disasters begin and end at the local level, I believe our perspective is unique.

I would like to begin by addressing some fundamental issues regarding community preparedness, then I'd like to share a small and informal sampling of community preparedness efforts across our nation, beginning with my own county, and finally I would offer closing comments.

**Fundamental Issues of Community Preparedness**

The issue of community preparedness is neither novel nor new. Civil Defense, Emergency Preparedness, and Emergency Management officials have been involved in this role for decades. These officials, over time, have been tasked with identifying the risks which our communities face – whether natural, technological, or homeland security; addressing those risks that are "fixable"; and, preparing communities to deal with what can not be fixed.

The preparedness of communities is based on the preparedness of individuals. This is, perhaps, the weakest link in our preparedness effort. We believe, in most cases, the majority of people can take care of themselves and their families for the first 72 hours or three days after a disaster – if they plan. That planning is what allows those with the statutory responsibility for coordinating local mitigation, preparedness, response, and recovery efforts – emergency managers – to focus on those who have greater needs or are not able to provide for themselves when their support networks are disrupted during a disaster.

Because local emergency managers are charged with the responsibility for coordination in all the phases of comprehensive emergency management, it is vitally important that community and individual preparedness efforts must be integrated with and coordinated through the local emergency management agency. Failure to do so may lead to well intentioned, but off target preparedness efforts based on an incomplete understanding of the risks and hazards facing a community. This same line of reasoning should be applicable to state governments and the Federal government, as well. That is why we insist that community preparedness efforts – all preparedness efforts, for that matter – need to be integrated with and coordinated through FEMA at the Federal level. As an example of a well meaning but ill targeted concern (based on the lack of an "all hazards" perspective), I was asked one time by a member of the media to provide a copy of the hurricane evacuation plan for my county – which is located in Ohio.

The Community Emergency Response Team (CERT) concept for providing basic emergency training to citizens originated in 1985 in Los Angeles, California. Since the program was made available nationally by FEMA in 1993, communities in 28 states and Puerto Rico have conducted CERT training. In my home state of Ohio, more than 8,000 citizens have taken the basic CERT training. New and recent programs have been created to provide additional ways to prepare individuals and our communities – like Citizen Corps Councils. And brand new ideas have grown from them. In Ohio's Knox

County, for example, Council members in conjunction with The Ohio State University College of Veterinary Medicine have created a new initiative called Animal and Livestock Emergency Response Training (A-LERT). In its first year, nearly fifty livestock producers have taken the 12-hours of training; and as a result are better prepared to protect their own farm operations, as well as their neighbors. While these new programs have good connotations, we also find several issues that cause us concern. I believe it is important to realize that these programs do not appear to be attracting large numbers of *new* volunteers. Instead, our experience is that those who have always made up the dedicated core of our volunteers – those we count on in time of disaster – are the same folks participating in these new programs, because they already have an interest. This leads us to note the potential for role conflict in disasters – potentially forcing citizen volunteers to select which call for help they will answer. We may be creating a false sense of increased volunteer assets that don't actually exist.

Our basic position in the International Association of Emergency Managers (IAEM) is that preparedness belongs in FEMA – all the elements of preparedness. Failure to integrate and incorporate these efforts within FEMA increases the potential that they will be marginalized and diluted. Likewise, I am concerned that at the local government level in Ohio only 48% of Citizen Corps Councils are integrated with and coordinated through local emergency management programs.

It is also vital that all levels of government provide information to citizens to allow them to understand what actions are reasonable to expect from their authorities in a disaster. In the absence of reasonable information, unreasonable expectations are formed and post-disaster frustrations rise.

**Community Preparedness in Allen County, Ohio**

Allen County serves as a regional center to the nine or ten surrounding counties, with two medical centers with Level II Trauma Units and Five Universities (University of Northwestern Ohio, Rhodes State College, Ohio State University at Lima, Bluffton University, and Ohio Northern University). In addition, we provide a wide selection of retail outlets, industrial jobs, and shopping for counties in the region.

Community preparedness is an important issue in Allen County. The keystone of community preparedness is personal preparedness – which, in my opinion appears to be the weakest link in our preparedness efforts. To bolster that link in our chain of preparedness efforts, we are undertaking the following programs:

- My staff and I provide presentations at local schools, neighborhood associations, church groups and basically any other place we can find an audience for our programs. This personal contact is important, because it allows people to connect names and faces with personal and community preparedness. It allows for the creation and maintenance of professional relationships, which are one of the basic keys to preparedness.

- We provide educational programs on tornado safety, ice storms, flooding, and hazardous materials – the most likely hazards to happen in our area.
- We maintain a current information flow to our residents via our website, providing a 24 hour source for emergency preparedness information and guidance. (www.allen-ema.com)
- We meet regularly with those who have emergency planning responsibilities in the local universities and within the local hospital community. Our emergency management agency has successfully been able to provide a platform for the necessary interactions to take place between university, hospital and community officials to help build a "culture of preparedness" in our community. We also conduct exercises annually with each of our medical centers. Our medical centers have representatives sitting on the Local Emergency Planning Committee (LEPC) and have representation in the Emergency Operations Center (EOC).
- We participate annually with a strong and popular educational display in the Allen County Fair, an event which attracts 200,000 attendees.
- We have developed and maintained an extremely strong and supportive relationship with the Chamber of Commerce in the community. They sit as a member of our LEPC, and even have representation in our EOC when activated.

**Partnerships are Key**

As a more detailed example of the level of partnership and support we have with the private community, I would like to call attention to a number of our good corporate citizens who have provided special assistance to prepare our community. These key partners include Ford Motor Company, Proctor & Gamble, Husky Energy, Valero Refining, and BP Oil. Approximately 15 years ago, a decision was made that Allen County needed to institute a system of outdoor warning devices (sirens). Our private sector partners provided the funding to install the first five of our current 48 devices. Essentially, those private sector partners have provided nearly 35% of the total cost of the project, and have provided an additional way to prepare the people who live, work and raise their families in Allen County to respond when a disaster threatens.

One of our newest projects is to make warning available on a wider basis within the county is also result of a partnership with private enterprise. Oil refineries and chemical companies are partnering with us to provide NOAA / National Weather Service All Hazards Radios to those who can't afford to buy them. Our office installs them and demonstrates their use. In addition, our emergency management agency with the support of the Allen County Board of County Commissioners has provided these radios to every publicly owned building. This latest program now allows us, in cooperation with private enterprise, to make sure that there is the widest distribution possible of these devices to help provide warning in time of disaster.

We have also worked to increase our ability to provide assistance to the special needs community during times of disaster. We have divided our county into 12 sectors, and created a database identifying those with special needs in each sector of the county. The data for the database was provided by a combination of self-registration and

information provided by service providers. This allows our dispatch center to make sure that the special needs community is informed when a disaster strikes or is threatening.

**Community preparedness in Maine and Kansas**

York County, Maine is the home of about 220,000 folks – and, during the summer, the population swells to nearly 400,000 – primarily due to tourism and vacationers. This community has been actively embracing preparedness for several decades now. The origins of this preparedness effort extend back to the days of Civil Defense. York County Emergency Management has been involved with the local school system for more than 15 years – with activities ranging from preparedness presentations at school assemblies to the distribution of FEMA coloring books to those in primary school. York County has formed 10 Citizen Emergency Response Teams (CERT) – seven of them operational, and three made up of the more active members of assisted living communities for seniors. York County has experienced 17 declared disasters in the last 15 years. Bob Bohlmann, York County's Director of Emergency Management, and his office also presents more than 60 courses annually on various topics related to preparedness at the community level.

Sedgwick County, Kansas is the second largest county within the state – with a population of just under 500,000. The county seat, Wichita, is the state's largest city with more than 350,000. It is also a nationally-recognized center for the aviation industry. There, the emergency management program has had an active outreach into the community for decades – first, as Civil Defense, then Civil Preparedness, and now as Emergency Management. In the 1960's and 1970's this program provided volunteer cadres to perform search and rescue work for the county, including a certified diving team. The current version of Sedgwick County's volunteer program includes Radio Amateur Civil Emergency Service (RACES), the Emergency Service Unit (ESU), the Wichita / Sedgwick County Fire Reserve, and Sedgwick County Canine Search and Rescue. More recently, Sedgwick County has provided Community Emergency Response Team (CERT) training to county residents. Many of the volunteers in the CERT program were already volunteers in some other capacity with Emergency Management. While the composition of these volunteer teams has changed over time, the concept of individual and community preparedness remains an essential element of the program.

Floods and tornadoes are basic facts of life on the high plains – and Sedgwick County is no exception. Randall C. Duncan, Director of Emergency Management, and his staff provide severe weather training to thousands of county residents annually – and they have done so for nearly two decades. In the immediate aftermath of September 11, 2001, the Board of County Commissioners of Sedgwick County directed their Emergency Management Agency to develop and implement a training program to answer numerous citizen inquiries about what to do in case of an emergency or disaster. That program – initially called "Ready to Respond" – was provided to literally hundreds within weeks. It is still available to be presented to citizens, along with other preparedness programs, upon request.

**"Gaps" in existing programs**

I believe that one of the largest gaps in existing programs is the failure to provide adequate tools to State and local governments to help carry out their preparedness responsibilities. In the past, FEMA was able to provide large numbers of public education materials to State and local governments to use as a part of the educational outreach programs. Earlier, I mentioned that our EMA participates in a strong and popular display at the Allen County Fair, which attracts around 200,000 folks. Being limited to requesting only 25 copies of a FEMA publication doesn't go very far in terms of providing adequate educational materials to the folks at the County Fair. Essentially, what I am suggesting is that local governments have the audience and the opportunity to provide materials, but frequently not the budget to pay for them. This is an area where FEMA could be of great assistance.

Another area where FEMA could assist State and local governments in community preparedness efforts is to provide educational materials in multiple languages. That way, the local EMA director, with local knowledge of the demographics of his or her jurisdiction could request pamphlets in the languages appropriate for the community and audience. Similarly, if FEMA were to continue or expand their efforts in the development of Public Service Announcements (PSA), State and local emergency management programs could benefit. The State and local programs could interact with local media to get the PSAs aired and tagged with local information. Modernizing the formats could also lead to savings on production – for example, distribution in electronic formats for audio-based PSAs would save the cost of materials.

What we really need from FEMA are the tools to help us in our community preparedness programs. And, that implies that FEMA needs the funding to provide us as State and local government emergency managers with the tools.

**Conclusion**

In conclusion, we would like to leave you with the following:

- State and local government have the lead (by Statute) in community preparedness.
- Community and individual preparedness, in order to be effective, has to be integrated with and coordinated through emergency management – at the local, State and Federal levels.
- All elements of preparedness at the Federal level must be integrated with and coordinated through FEMA.
- FEMA can provide support to State and local governments and their community preparedness programs by providing the tools necessary to conduct those programs

Thank you for the opportunity to discuss this important topic with you today, and I would be happy to answer any questions you may have.

Embargoed until Delivery
Thursday, June 5, 2008
10:30am (ET)

For more information, contact:
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**SENATE COMMITTEE ON HOMELAND SECURITY AND GOVERNMENTAL AFFAIRS**
**Subcommittee on State, Local, and Private Sector Preparedness and Integration**

**TESTIMONY OF SUZY DeFRANCIS**
**CHIEF PUBLIC AFFAIRS OFFICER**
**AMERICAN RED CROSS**

Good morning Chairman Pryor, Mr. Sununu and Members of the Subcommittee. The topic of this hearing – community preparedness – is an important issue for the American Red Cross. As a national leader in preparedness, health and safety training, we work in communities across the country everyday helping individuals, families, businesses and schools to be better prepared and *Be Red Cross Ready* for disasters and other emergencies.

**Introduction**

The mission of the American Red Cross is to help people prevent, prepare for, and respond to disasters and other emergencies. We shelter, feed, and counsel victims of disasters at home and abroad; collect and distribute nearly half of the nation's blood supply; teach lifesaving skills; and support military members and families through emergency communications. So whether it is a hurricane or heart attack; a call for blood or a call for help, the Red Cross is there around the corner, around the Nation, and around the world.

Although we are guided by a congressional charter, and we have specific responsibilities under the National Response Framework, we are not a government agency. We depend on voluntary contributions of time, money and blood to perform our humanitarian mission.

Each year, the American Red Cross, through its more than 700 chapters, responds to approximately 74,000 disasters. So far this year, we have responded to disasters across the country, including in California, Missouri, Virginia, Illinois, Tennessee, Arkansas and Iowa. Additionally, through the generosity of our donors, we have contributed more than $22 million in financial assistance to help the survivors in Myanmar and China.

Joining me this morning is Scott Conner who serves as Senior Vice President, Preparedness and Health and Safety Services for the Red Cross. Scott oversees all of the

development and implementation of our Preparedness and Health and Safety programs and the products and services that help individuals, families and communities prepare for disasters and other life-threatening emergencies.

American Red Cross training and educational programs help to save lives and empower people to respond to disasters and other life-threatening emergencies – from a hurricane to a heart attack. Last year, 17 million people participated in Red Cross preparedness education and training courses including community disaster education presentations, first aid, CPR and AED training: this is equivalent to 46,000 people a day. We are committed to providing this life-saving training and to doing our part to build a culture of preparedness across the country.

This is an optimal time to hold a hearing focused on preparedness. After a spring season that saw a record-breaking number of tornadoes and other severe weather events, we have now officially entered hurricane season. After two relatively quiet hurricane seasons in the United States, it's important that we not let the public be lulled into a sense of complacency in hurricane prone states. It is also important to take this opportunity to educate people living in other parts of the country about hazards that can affect them, such as the severe weather that often accompanies hurricanes.

Additionally, this week we also recognize the first National CPR/AED Awareness Week. As part of a national effort to highlight how lives can be saved if more people learn cardiopulmonary resuscitation (CPR) and how to use an automated external defibrillator (AED), the American Red Cross, through our network over 700 chapters, will be conducting mass trainings, hosting events and offering educational information on the importance of CPR and AED training. We join the American Heart Association and the National Safety Council in this effort.

**Be Red Cross Ready**

Research tells us that the vast majority of individuals in the United States are not prepared. This should be of concern for us all. In April 2007 Harris Interactive conducted a national online survey of over 2,500 respondents to support the Red Cross in our disaster preparedness efforts. When given a list of actions specific to those in our *Be Red Cross Ready* campaign and asked whether they had done any of them to prepare in the event of an emergency, almost a third (29%) had not taken one single action step included on the list. Only 7% of the respondents had taken all of the necessary preparedness actions. Even among people living in hurricane prone areas, an August 2007 poll conducted by *Issues and Answers* found that while concern about hurricanes and floods has increased significantly since 2004, these concerns have not led to substantial changes in disaster preparedness.

One of our greatest challenges is getting people to take preparedness actions in the absence of an immediate disaster threat and getting people trained in life-saving skills to the point where it becomes second nature so they can respond appropriately when the unexpected happens.

The good news is that the majority of Americans say they would get prepared if it were easier to do. (Wirthlin Worldwide's National Quorum of 1,001 adults over the age of 18) That is why we've worked to create audience-specific programs and online educational tools and developed partnerships with businesses, schools, and community organizations that allow us to make this lifesaving information more accessible.

In September 2006, the American Red Cross released our national preparedness campaign: *Be Red Cross Ready*. It is important to note the *Be Red Cross Ready* program represents a cooperative effort between the American Red Cross and the Department of Homeland Security's Ready Campaign. Initially, American Red Cross and DHS relayed different messages. However, to provide Emergency Managers of the largest cites with the same nationally developed messaging, we worked collaboratively with DHS to coordinate a consistent campaign that could also be localized. This alignment of messaging helps decrease the amount of information clutter and potential confusion created by multiple national preparedness messages.

The *Be Red Cross Ready* campaign offers easy-to-use tools incorporated into three basic action steps:

1) Get a Kit
2) Make a Plan
3) Be Informed

I will give you a quick overview of each step:

*Get a Kit*
What you have on hand when an emergency happens can make a big difference. The Red Cross recommends having at least three days worth of food, water (1 gallon per person, per day) and other items for everyone in your household, including your pets. You should have an easy-to-carry evacuation kit, with additional supplies at home in case you are unable to leave.

*Make a Plan*
Preparing your communication and evacuation plans ahead of time make it easier to respond in a disaster situation where every second counts. The Red Cross recommends sitting down with members of your household to identify an out-of-area contact that everyone can call in an emergency and designate two meeting places: 1) right outside your home in case of a sudden disaster, such as a fire and 2) outside your area, in case you are unable to return to your home.

*Be Informed*
When an emergency happens, your community can change in an instant. Knowing the types of emergencies that may happen in your area and how you may be able to respond makes all the difference. The Red Cross recommends that people follow the advice of local officials during a disaster and listen for updates on a battery- or crank-operated

NOAA weather radio. This message also incorporates the importance of knowing and understanding the use of an AED, CPR and basic first aid, so that you have the information you need to help save a life in an emergency. The goal of the American Red Cross is for all individuals to be within four minutes of an AED device and for at least one person in every household and office floor to be trained in CPR, AED and first aid.

To reach a wide audience with this vital information, our network of Red Cross chapters delivers disaster education programs in communities across the country on a daily basis. We've also developed an online education module that walks people through the three actions we recommend people take to become *Red Cross Ready*. This module, available at *www.redcross.org*, includes streaming video demonstrations depicting three CPR/AED skills areas of Conscious Choking, CPR and AED use for adults. It also includes additional resources to help people get prepared including a downloadable disaster supplies kit checklist and emergency contact card.

Mr. Chairman, as we transition to a new administration next year, the Red Cross asks you and your colleagues to encourage continuity of this three step plan. We believe that sustaining this clear, uniform message will help us, DHS, and other groups and organizations that depend on this plan to cultivate a "culture of preparedness."

**Community Preparedness Programs**

The bulk of Red Cross programs and services are delivered through a vibrant network of over 700 community and regional chapters located across the U.S. Chapters are able to tailor national programs to meet the diverse needs of their specific communities. Often through their interaction with their communities, chapters implement programs and partnerships that further our community preparedness goals by working with local businesses, schools, emergency management, public health departments and Citizen Corps Councils.

This morning, I would like to highlight a few examples of how local Red Cross chapters are working with partners in their communities. Programs like these are successful because they are community-wide initiatives that engage multiple stakeholders and reach people where they live, learn, work and play.

***Partnering with Businesses***

Private sector partnerships are valuable not only in that they allow us to leverage additional resources to further our shared preparedness goals, but also because businesses can play a key role in encouraging preparedness among their employees and community.

*Red Cross Ready Rating*
In February 2008, the St. Louis Area Chapter of the American Red Cross launched the *Red Cross Ready Rating Program*, designed to engage and guide local businesses, schools and organizations to prepare for disasters and other emergencies. This membership program is currently being pilot tested in the St. Louis area and we hope to expand it nationally.

Participants first sign a Membership Agreement committing them to take steps to become better prepared within the coming year. They then utilize an online questionnaire tool that helps them assess their disaster vulnerabilities and discover where they "rate" in the process of developing and implementing an emergency response plan. Once they understand their level of preparedness and what still needs to be done to be fully aligned with the program, the website offers information and examples to help achieve their goals.

This program encourages community preparedness in multiple ways. Participating members receive a *Ready Rating* Member Seal to display on their websites or otherwise show that they are committed to being more prepared. Part of their evaluation "rating" looks at the group's actions and effectiveness when it comes to encouraging and strengthening disaster preparedness within their own community. In effect, this helps groups look beyond their immediate preparedness needs to identify ways they can help their communities get better prepared, such as holding a blood drive. Additionally, membership is renewed annually and based on continual improvements in preparedness from one year to the next. Since the project launch in February, 37 groups have signed on to this program including 11 businesses, 18 schools and 8 community organizations.

*Ready When the Time Comes*

*Ready When the Time Comes* is a corporate volunteer program created through a partnership with W.W. Grainger and the Greater Chicago Chapter of the American Red Cross in 2001. Through this program, volunteers from businesses and organizations sign up to be trained as Red Cross disaster response workers in one of four functions: sheltering; mass care feeding; damage assessment; and community response center. Today more than 1,000 volunteers from 15 Chicago-area companies have been trained.

Following the 2004 and 2005 hurricane seasons, W. W. Grainger and the American Red Cross took this program to a national level. Now entering its third year, this pilot program includes 16 American Red Cross chapters that have trained more than 4,000 volunteers from over 100 corporate partners participating in the program.

This collaboration is a win-win for all involved. Partner organizations make a valuable contribution to their communities and show their employees, customers and others that they care, while Red Cross chapters gain an extensive network of well-trained volunteers who can quickly mobilize to respond to local large-scale disasters.

***Partnering with Schools and Community Organizations***

Like businesses, schools and community organizations can also play a role in encouraging preparedness. We know that children can influence their parents to take specific actions and serve as a conduit through which to reach adults with our preparedness message.

*Masters of Disaster*

The American Red Cross of Greater Columbus and Columbus Public Health in Ohio are working collaboratively to implement the Red Cross' *Masters of Disaster* preparedness

education program in seven Settlement Houses, which serve as neighborhood and community centers across the city. Jointly, Red Cross volunteers and health educators are training teacher aids in the Settlement Houses to integrate *Masters of Disaster* into children's after-school and summer programs at the K-2 and 3-5 grade levels. The children in these programs live in some of the most underserved areas of the city and the goal is to familiarize them with the overall concepts of disaster preparedness and safety, as well as learn how the Red Cross and local health department responds to emergencies in their community.

*Arkansas Seniors Are Prepared*
Arkansas Seniors Are Prepared (ASAP) is a cooperative effort among the American Red Cross, FEMA, the Arkansas Department of Emergency Management, the Arkansas Department of Health and the Arkansas Department of Human Services/Division of Aging and Adult Services to help senior citizens get better prepared. ASAP is an outreach program based on the *Be Red Cross Ready* campaign that provides older individuals living in Arkansas information about the three necessary steps to prepare for a disaster or other emergency: 1) Get a kit, 2) Make a plan, 3) Be informed. Since this program began in January 2007, ASAP has trained approximately 2,200 senior adults. The program currently boasts about 145 certified facilitators across the state. Realizing that Arkansas is a growing retirement state, we are pleased to offer such a successful outreach program specifically tailored to older individuals.

**Culture of Preparedness**

Like the programs I presented today, there are others that have been successful in making preparedness "top of mind" among individuals everyday while providing the information and training to help them get prepared. As this Subcommittee continues exploring citizen preparedness and looking for solutions that may help raise the level of awareness, we recommend that you carefully examine these efforts and realize what makes them truly successful: the application of a consistent, nationally recognized message to initiatives tailored to the needs of communities on the local level and the engagement of local businesses, schools, neighborhoods and families, that embrace this message and take action.

We've seen many examples of businesses, schools, places of worship, non-governmental organizations and the government coming together after a disaster to aid in the relief and recovery effort. However, now is the time for these same entities to come together and identify ways for their communities to get better prepared before a disaster or emergency strikes.

Mr. Chairman, we thank you, and the Members of this Committee for helping us make preparedness a priority. As leaders in your communities, you can do much to encourage preparedness. We encourage all Members of Congress and their staff to learn and understand the types of disasters that may impact your constituents, and take action to make sure you, your staff and your office is prepared for disaster. Get trained in first aid, CPR and AED use, and encourage others to do the same. Share vital preparedness

information with your constituents and direct them toward resources that can help them get better prepared such as their local Red Cross chapter.

**Conclusion**

Chairman Pryor, Senator Sununu, and Members of the Committee, thank you again for allowing the American Red Cross to share with you our vision and showcase some of our outreach efforts as we continue to help people prevent, prepare for and respond to disasters and other emergencies. It is vital that individuals and families realize the importance of preparing for all types of disasters and life-threatening emergencies and that they take action to prepare now so they can respond appropriately when the unexpected happens– from administering CPR to a neighbor going into cardiac arrest to having practiced a fire escape plan to to evacuating your community before a hurricane strikes.

We look forward to the opportunity of working with you, your colleagues, DHS, FEMA, our friends and colleagues in the nonprofit community and corporate sector in carrying out this life-saving message.

| | |
|---|---|
| **Question#:** | 1 |
| **Topic:** | CDP |
| **Hearing:** | It Takes a Village: Community Preparedness |
| **Primary:** | The Honorable Mark Pryor |
| **Committee:** | HOMELAND SECURITY (SENATE) |

**Question:** What activities is the Center for Domestic Preparedness responsible for? How does this program differ from the Community Preparedness Division which shepherds the Citizen Corps Program?

**Answer:** The Center for Domestic Preparedness (CDP) is a operational first responder training center administered by the Department of Homeland Security, specifically FEMA's National Preparedness Directorate. The CDP is the only Congressionally-chartered training center of its kind, specializing in advanced hands-on training for incidents involving Weapons of Mass Destruction (WMD). The CDP, by assuming the U.S. Army's former chemical weapons training facility, is the only facility providing live agent chemical training to civilians and first responders. Over the years, the curriculum has expanded to include all-hazards incident management as well as specialized training for hospital and health care workers. The CDP offers training to state, local, and tribal emergency response providers from all 50 states and 6 territories in 10 emergency disciplines: Emergency Management, Emergency Medical Services, Fire Service, Governmental Administrative, Hazardous Materials, Healthcare, Law Enforcement, Public Health, Public Safety Communications, and Public Works. In addition, the CDP received one-time statutory authority to train Federal, private sector, and international students this year – which has proved to be extremely valuable in creating a learning environment that mirrors real-world operations.

In contrast, the Community Preparedness Division (CPD), administers FEMA's community and citizen outreach and preparedness efforts. The CPD, which administers the national Citizen Corps Program, advocates for the critical issue of community preparedness to be integrated in relevant national policy, assessments, and grant guidance; conducts research on citizen and community preparedness issues; manages the Community Emergency Response Team (CERT) Program; and partners with numerous Federal agencies and non-profit organizations and associations to provide resources and support to local Citizen Corps Councils.

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| **Question#:** | 2 |
| **Topic:** | disabilities |
| **Hearing:** | It Takes a Village: Community Preparedness |
| **Primary:** | The Honorable Mark Pryor |
| **Committee:** | HOMELAND SECURITY (SENATE) |

**Question:** 38% of those who did not evacuate in Katrina were either disabled themselves or caring for someone with a disability. Post-Katrina studies have indicated that members of this group have not taken many steps to increase their preparedness levels. How is Citizen Corps (run out of the NPD office at FEMA) coordinating with the Office of Disabilities?

**Answer:**

The Community Preparedness Division (CPD) administers Citizen Corps and coordinates with and supports the office of FEMA Disability Coordinator moving forward with the mission to include persons with disabilities and disability advocates in all aspects of emergency planning, preparedness, response and recovery. CPD is engaged with FEMA's Disability Coordinator, and has offered assistance with outreach and communication through the Citizen Corps nationwide network of national, State and local Councils, Program Partners, and Affiliates. As part of this effort, CPD will be participating in the review and promulgation of the currently in development by FEMA's Disability Coordinator.

In addition to this direct engagement with the Disability Coordinator, CPD works with the Interagency Coordinating Council (ICC) on Emergency Preparedness and Individuals with Disabilities, established by Presidential Executive Order. The Private Sector Committee of the ICC serves in a joint capacity as the National Citizen Corps Council Subcommittee on Individuals with Disabilities. This ICC Committee/Citizen Corps subcommittee is supported by the DHS Office for Civil Rights and Civil Liberties and includes participation by the FEMA Disability Coordinator. Membership is comprised of representatives from the following organizations:

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| American Association of People with Disabilities |
| American Association of the Deaf-Blind |
| American Association on Intellectual and Developmental Disabilities |
| American Red Cross |
| Capitol Area ADAPT |
| Consortium for Citizens with Disabilities |
| Deaf and Hard of Hearing Consumer Advocacy Network |
| National Association of Protection and Advocacy Systems |
| National Association of the Deaf |
| National Council on Independent Living |

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| **Question#:** | 2 |
| **Topic:** | disabilities |
| **Hearing:** | It Takes a Village: Community Preparedness |
| **Primary:** | The Honorable Mark Pryor |
| **Committee:** | HOMELAND SECURITY (SENATE) |

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| National Disability Rights Network |
| National Federation of the Blind |
| National Mental Health Association |
| National Organization on Disability |
| National Spinal Cord Injury Association |
| Northern Virginia Resource Center for the Deaf and Hard of Hearing |
| Paralyzed Veterans of America |
| Telecommunications for the Deaf and Hard of Hearing |
| The Arc of the United States |
| United Cerebral Palsy Association |

The National Citizen Corps Council Subcommittee on Individuals with Disabilities has responsibilities in emergency preparedness as part of the ICC for promoting and fostering more awareness for individuals with disabilities. The responsibilities are to:

a) Provide a forum for organizations representing and advocating for individuals with disabilities to exchange information, issues, and concerns regarding safety and security in situations involving natural or manmade emergencies and disasters.
b) Promote the participation of members of the disability community in emergency preparedness training, exercises, and volunteer service opportunities to contribute their expertise and knowledge of practices to planning efforts and in reporting.
c) Promote the discussion and exchange of information on issues, concerns, and accommodations, between the disability community and the federal Interagency Coordinating Council on Emergency Preparedness and Individuals with Disabilities, State, local and tribal governments, private organizations, and individuals.
d) Function as a committee without governmental direction or influence to prioritize issues, concerns of individuals with disabilities regarding safety in situations involving natural or manmade emergencies and disasters, and determine the methods of communicating issues and concerns to relevant individuals and entities including the government and industry.

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| **Question#:** | 3 |
| **Topic:** | HHS |
| **Hearing:** | It Takes a Village: Community Preparedness |
| **Primary:** | The Honorable Mark Pryor |
| **Committee:** | HOMELAND SECURITY (SENATE) |

**Question:** Mr. Schrader, The Pandemic and All-Hazards Preparedness Act, signed into law in December of last year, established the Department of Health and Human Services as the lead federal agency in responding to the health components of public emergencies. How does your office integrate its responsibilities with those of HHS and the Office of Health Affairs in DHS?

**Answer:** The Federal Emergency Management Agency (FEMA) National Preparedness Directorate's (NPD) mission is to oversee the coordination and development of strategies to prepare for all-hazards. Through preparedness activities and program assessments, the NPD promotes the development of the emergency management capabilities associated with the National Response Framework (NRF) Emergency Support Functions (ESF) #6 and #8 for all departments and agencies at all levels of government.

DHS is the ESF coordinator and primary agency for ESF #6, while HHS is the ESF coordinator and primary agency for ESF #8. The two Departments work closely together, with HHS providing support for ESF #6 and DHS supporting ESF #8. DHS OHA supports both ESF #6 and ESF #8. . ESF #6 is organized into four primary functions: Mass Care, Emergency Assistance, Housing, and Human Services. ESF #8 is organized by 17 functions, including: Assessment of Medical Needs, Patient Evacuation/Care, and Vector Control. Each function is supported by several capabilities identified in the Targeted Capabilities List (TCL). Examples include: Mass Care, Mass Prophylaxis, Medical Supply Management, Public Health Laboratory Testing, Mass Evacuation, and Animal Health. The NPD has exercised ESF #6 and #8 related capabilities in 466 exercises since January 1, 2007, including 54 in FEMA Region VI (19 of which were in Arkansas). HHS and OHA have been integral in the prioritization of exercise initiatives and integrating ESF #6 scenarios in preparedness exercises through FEMA and interagency steering committees.

In the spirit of the Post-Katrina Emergency Management Reform Act, lessons learned from exercise and real-world response have been incorporated into emergency response training being offered at the NPD's Emergency Management Institute and the Center for Domestic Preparedness. NPD's Training and Exercise Integration – Training Operations (TEI-TO) has developed a robust process for reviewing new courses to be provided by NPD training partners. A portion of this process includes subject matter expert review. For instance, courses that address medical issues and are related to ESF #6 and #8 are reviewed by OHA staff.

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| **Question#:** | 3 |
| **Topic:** | HHS |
| **Hearing:** | It Takes a Village: Community Preparedness |
| **Primary:** | The Honorable Mark Pryor |
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The majority of courses sponsored by TEI-TO that address medical issues are provided in the context of managing incidents in a Weapons of Mass Destruction (WMD) scenario, such as a West Virginia University course entitled: *Hospital Emergency Management: Concepts and Implications of WMD Terrorist Events*, or the National Domestic Preparedness Consortium course: *Emergency Medical Services: Operations and Planning for WMD Incidents*. (Additional examples of ESF #6 and #8 related courses provided by NPD training partners have been included in the table at the end of this document.) Moreover, should regular NPD-analysis demonstrate need for additional ESF #6 or #8 related courses, TEI-TO would collaborate with OHA and HHS to develop or offer assistance in developing new courses.

| TEI/TO Course Number | Examples of ESF #6 and #8-related Course Title | Training Provider |
|---|---|---|
| AWR-111-W | Emergency Medical Services: Basic Concepts for WMD Incidents, Web-Based | TEEX |
| AWR-117 | Preparing Communities for Agroterrorism | LSU |
| AWR-126-W | Forensic Epidemiology: Joint Training for Training Law Enforcement and Public Health Officials on Investigative Responses to Bioterrorism, Web-Based | WVU |
| AWR-128-W | Hospital Emergency Management: Concepts and Implications of WMD Terrorist Events, Web-Based | WVU |
| AWR-151 | Understanding the Dangers of Agroterrorism | UCDAVIS |
| AWR-152 | Principles of Preparedness for Agroterrorism and Food Systems Disasters | UCDAVIS |
| AWR-153 | Principles of Detection and Diagnosis - Strategies and Technologies | UCDAVIS |
| AWR-154 | Principles of NIMS, Team Building and Risk Communication | UCDAVIS |
| AWR-155 | Principles of Frontline Response to Agroterrorism and Food Systems' Disasters | UCDAVIS |
| AWR-156 | Principles of Planning and Implementing Recovery | UCDAVIS |
| AWR-161 | Nurses on the Frontline: Preparing for Emergencies and Disasters | GWU-NNEPI |
| AWR-180 | Foreign Animal Disease Response (FADR) | KCC |
| AWR-197-W | Core Disaster Life Support (CDLS), Web-Based | AMA, LSU |
| PER-211 | Emergency Medical Services: Operations and Planning for | TEEX |

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| **Question#:** | 3 |
| **Topic:** | HHS |
| **Hearing:** | It Takes a Village: Community Preparedness |
| **Primary:** | The Honorable Mark Pryor |
| **Committee:** | HOMELAND SECURITY (SENATE) |

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| | WMD Incidents | |
| PER-267 | WMD Emergency Medical Services | CDP |
| PER-270 | WMD Basic Agricultural Emergency Responder Training (AgERT) | CDP |
| MGT-319 | Bioterrorism: Mass Prophylaxis Preparedness and Planning | TEEX |
| MGT-322 | Preparedness and Response to Agricultural Terrorism | LSU |
| MGT-332 | Agriculture and Food Vulnerability Assessment Training Course | UT-CVM |

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| **Question#:** | 4 |
| **Topic:** | citizen corps/ready |
| **Hearing:** | It Takes a Village: Community Preparedness |
| **Primary:** | The Honorable Mark Pryor |
| **Committee:** | HOMELAND SECURITY (SENATE) |

**Question:** Why are the Citizen Corps and Ready programs run out of separate offices? Have DHS and FEMA looked into combining them?

**Answer:** *Ready* is the Department's public service advertising campaign designed to educate and empower Americans to prepare for emergencies whether man-made or natural. It is located in the Secretary's Office of Public Affairs, where it works closely with the Department's press team to ensure a consistent and constant message is being utilized. In addition, the campaign has created and developed public service advertisements, an interactive website, and collateral materials to get its message out to the public. It also relies heavily on media outreach to get it's message out to the public. Therefore, as a media campaign it is important that it be able to tap the resources of the department's public affairs team as well as have close coordination on efforts. As such, it is appropriate that *Ready* be housed in the Department's Office of Public Affairs.

Citizen Corps, a program administered by the Community Preparedness Division (CPD) and a component of the National Preparedness Directorate (NPD), however, is an operational division of the Department. Because Citizen Corps is a strategic grassroots comprehensive community preparedness program, it is important that Citizen Corps be situated as it currently is, as its own programmatic office. It is also appropriate and critical that given the nexus of citizen preparedness and overall national preparedness mission that the Citizen Corps program and the CPD remain integral parts of NPD. CPD works to integrate the critical issue of community preparedness in policy, grants, planning, and training and exercises; it is critical that CPD / Citizen Corps be housed near and with other FEMA programmatic offices.

*Ready* and CPD/Citizen Corps collaborate very closely on many projects, including September's National Preparedness Month.

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| **Question#:** | 5 |
| **Topic:** | citizen corps |
| **Hearing:** | It Takes a Village: Community Preparedness |
| **Primary:** | The Honorable Mark Pryor |
| **Committee:** | HOMELAND SECURITY (SENATE) |

**Question:** The tasks Citizen Corps lists as crucial are: forming councils, partnership development and coordination, training in exercises, national policy integration, and communication and outreach. I appreciated your description of national policy integration at the hearing, but wondered if you could elaborate further. In what ways are community actions not integrated with national policy today and what would it take to get them there?

Is there any kind of Citizen Corps Council of the Year award or anything that would encourage groups to buy into federal priorities?

If Citizen Corps had additional funding, how would it direct the money?

**Answer:** The issue of community preparedness – including non-governmental community leaders in the planning process and of educating and training the public – is incorporated into all primary national doctrine, including Homeland Security Presidential Directives-8 and 21, the National Preparedness Guidelines, and the Target Capabilities List. As homeland security doctrine and policy continue to evolve, the Department is committed to ensuring that non-governmental leaders and the general public are an integrated part of the strategy. It is also imperative that national policy be promoted to States, local jurisdictions, and tribal entities so that they can adopt similar policies, support community preparedness in budgetary practices, and obtain leadership buy-in.

Integrating community preparedness into policy is the first step. Execution and implementation of the policy is imperative. To accomplish this, FEMA works closely with State leadership through the FEMA regions to encourage complementary policy and doctrine at the State level and to support the strategic implementation of these policies. To support State and local governments, the DHS preparedness grants are tied to the National Priorities included in the National Preparedness Guidelines, which includes Priority 8, Community Preparedness. Community preparedness is integrated in preparedness grant guidance packages so that awardees can elect to use funding for community preparedness activities. Other tools developed at the national level include exercise protocols, training, and technical assistance. FEMA is working to ensure that these tools also promote this integrated approach to community preparedness.

We intend to develop a national awards and recognition program that will identify specific categories of awards to support national strategy and to recognize those Councils

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| **Question#:** | 5 |
| **Topic:** | citizen corps |
| **Hearing:** | It Takes a Village: Community Preparedness |
| **Primary:** | The Honorable Mark Pryor |
| **Committee:** | HOMELAND SECURITY (SENATE) |

that have implemented national doctrine. In addition to recognizing the highest levels of achievement, our goal is to encourage many Councils to achieve community preparedness benchmarks.

Each year, FEMA includes language in grant guidance to support community preparedness. As noted in the written testimony, between fiscal years 2004 and 2006, approximately $140 million, has been allocated for these efforts.

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| **Question#:** | 6 |
| **Topic:** | FAGP |
| **Hearing:** | It Takes a Village: Community Preparedness |
| **Primary:** | The Honorable Mark Pryor |
| **Committee:** | HOMELAND SECURITY (SENATE) |

**Question:** Mr. Schrader, based on challenges faced nationally by EMS according to the Institute of Medicine (IOM), CDC and also members of the newly formed National Emergency Medical Services Advisory Council (NEMSAC) at NHTSA...and with over 80% of the 911 type calls being calls for medical emergencies, but the vast majority of current funding going to non EMS specific first responders...How do you intend to modify the current Firefighter's Assistance Grant Program guidelines to better address the needs of non-fire based EMS, and also have the funding percentages more accurately represent the actual percentages of emergencies?

**Answer:** The Assistance to Firefighters Grant (AFG) program is not within the National Preparedness Directorate, but rather resides in the Grant Programs Directorate under Assistant Administrator Ross Ashley. I have coordinated your question with Mr. Ashley and can therefore provide you with the following:

The statute governing the AFG specifically addresses two aspects of funding to EMS. First it makes non-affiliated (i.e., not connected with a hospital or fire departments) EMS organizations eligible for AFG awards, but limits those awards to no more that 2% of the appropriated funds. Secondly, the AFG statute requires that a minimum of 3.5% of appropriated funds support funding for EMS.

Although EMS support is specifically addressed under AFG authorization, concern about the level of support that is directed toward EMS would nevertheless appear to be justified given the statistics you provided. However, there are several additional elements to EMS funding that need to be considered:

- Most EMS costs are reimbursable under health insurance coverage. Transport and other costs are generally covered by Medicare, for example, and private insurance coverage is typically not different;
- Fire and non-fire based EMS also will usually have agreements with hospitals for the regular replacement of expendable (one-time use) equipment such as bandages and the like;
- Many items purchased as "firefighting" items under AFG serve a dual purpose for EMS response. For example, many of the vehicles supported for purchase by AFG will be used to respond to EMS calls, and will also have EMS equipment on them; and

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| **Question#:** | 6 |
| **Topic:** | FAGP |
| **Hearing:** | It Takes a Village: Community Preparedness |
| **Primary:** | The Honorable Mark Pryor |
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- Apart from statutory requirements (such as that discussed above), AFG does not target allocate funds to any particular area or activity so that the competition for grant awards is as fair to each an every applicant as possible.

While we believe that the matter of EMS funding is adequately addressed under AFG, we agree that a continuing examination of the issue is warranted. In an approach to that examination, we note that AFG annually convenes a meeting of members of national fire service organizations to provide to recommendations for the AFG funding priorities in the upcoming annual grant program. In addition, AFG is establishing its long range, strategic planning process this year that will include capturing fire service input to long term goals. We will present the concerns expressed about EMS funding to these groups for their consideration for FY2009 and beyond.

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| **Question#:** | 7 |
| **Topic:** | volunteers |
| **Hearing:** | It Takes a Village: Community Preparedness |
| **Primary:** | The Honorable George V. Voinovich |
| **Committee:** | HOMELAND SECURITY (SENATE) |

**Question:** In his testimony, Mr. Decker noted that preparation and emergency training programs are not attracting large numbers of new volunteers, but rather those individuals who have always made up the core of volunteers we count on in emergencies are the ones participating in new training programs. How does FEMA plan to address the concern that we may be creating a false sense of increased volunteer assets that don't actually exist, and how will FEMA encourage new participants to take part in preparation and emergency training programs?

**Answer:** FEMA supports cross-training and encourages volunteers to pursue all available training of interest. To mitigate the concern of double-counting volunteers (i.e. more than one program counting a person on their rolls), FEMA has partnered with AidMatrix to assist with cataloguing volunteer availability. In the coming year, FEMA will be working to establish a more formal relationship with non-governmental entities, including private sector businesses and non-profits, faith-based and community organizations, to support every component of the National Response Framework (NRF) and every Emergency Support Function (ESF) and Annex. The NRF, which was released in January 2008 states, "At the Federal level, FEMA will provide pre-incident support to broker a match with the most appropriate ESF or response element for organizations with disaster services that are not currently affiliated with a specific ESF.[1]" This formalized relationship will ensure that non-profit organizations or businesses are aligned with a particular function so that when the NRF is activated, resources (e.g., volunteers, services and materials) can be deployed effectively and without delay. Furthermore, the Community Preparedness Division and the National Integration Center of the National Preparedness Directorate will work to formalize the role of volunteers though National Incident Management System (NIMS) resource typing and credentialing, a process to specify the education, training, licensing, and skills necessary for a particular task.

FEMA is focused on attracting new participants to actively engage in preparation and emergency training programs by promoting volunteer opportunities through Citizen Corps Councils and Citizen Corps Partner Programs and Affiliates. At the national level, FEMA works through the National Citizen Corps Affiliate Program to engage groups that may not have previously participated in emergency preparedness or homeland security issues. Examples of these Citizen Corps Affiliates include the Junior Chamber (Jaycees),

[1] *Volunteer and Donations Management Support Annex*, VOL-2, January 2008.

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| **Question#:** | 7 |
| **Topic:** | volunteers |
| **Hearing:** | It Takes a Village: Community Preparedness |
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Meals on Wheels, Veterans of Foreign Wars, The American Legion and The American Legion Auxiliary.

FEMA understands the importance of training and educating tomorrow's leaders to be prepared to secure their communities and respond to emergency situations. For example, FEMA focuses on youth participation in preparedness and emergency training programs by promoting the delivery of the Basic Community Emergency Response Team (CERT) training to target groups, such as Teen CERT and Campus CERT.

The Teen CERT Training initiative provides basic CERT training, leadership, and other related skills to students in their high schools. The training gives students life-long emergency and leadership skills; creates an emergency response asset for the school; opens an avenue to deliver the preparedness message to teens' families; and fosters a culture of preparedness among tomorrow's community leaders.

Campus CERT enhances the preparedness of citizens and first responders in campus communities nationwide for all hazards, including natural disasters and terrorist attacks. Campus CERT also institutionalizes citizen preparedness within these high profile, multicultural, educational communities.

FEMA encourages all Citizen Corps Councils to include representatives from school systems, local colleges and universities, and youth programs. Local Citizen Corps Councils provide emergency preparedness training to citizens in workplaces, places of worship, and neighborhoods/communities, essentially, where people spend most of their time. Councils serve as an organizing force for school preparedness, school emergency plans and exercises, and training for faculty, students and families.

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| **Question#:** | 8 |
| **Topic:** | state and local relations |
| **Hearing:** | It Takes a Village: Community Preparedness |
| **Primary:** | The Honorable George V. Voinovich |
| **Committee:** | HOMELAND SECURITY (SENATE) |

**Question:** What is FEMA doing to ensure that State and local governments have the tools they need to carry out their preparedness responsibilities, and why are State and local governments limited to requesting twenty-five copies of FEMA publications?

What options will FEMA explore to allow State and local governments to obtain more than twenty-five copies of FEMA publications, such as allowing State and local governments to purchase additional copies of publications at FEMA's cost to produce such documents and providing additional copies of the publications at the federal government's expense?

**Answer:**

FEMA provides several types of assistance to State and local governments to help them meet their preparedness needs. This assistance ensures that State and local governments have access to the resources and subject-matter expertise necessary to build preparedness for natural disasters, terrorist attacks, and other emergencies. Major avenues of support include grant funding, training support, exercise guidance, technical assistance, community outreach, and assessments.

FEMA provides billions of dollars in annual homeland security grants to State and local jurisdictions to help fund critical preparedness projects. Many of these grant programs target specific sectors, such as ports, roads, and railroads. Other grants provide funds directly to first responders, and others target communities facing higher threat levels, such as large metropolitan urban areas. The largest of these grant programs is the Homeland Security Grant Program (HSGP), which in FY 2008 will provide nearly $1.7 billion to State and local jurisdictions nationwide. As with many of its grant programs, FEMA informs HSGP allocations with risk data and investment effectiveness.

FEMA also provides training opportunities for State and local jurisdictions. FEMA's training programs work with educational institutions and other public and private organizations around the country to provide high-quality, vetted homeland security and preparedness training and education opportunities. FEMA and its training providers offer courses focusing on both core skills and specialized capabilities such as radiological and biological response operations. Many of FEMA's grant programs can be used to reimburse State and local jurisdictions for approved training courses for responders. Courses offered by the FEMA's National Preparedness Directorate (NPD)are available at

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| **Question#:** | 8 |
| **Topic:** | state and local relations |
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no cost to state and local responders. States can also submit courses to NPD for approval and, if approved, can use their state HSGP funds to pay for the cost of the course, for backfill, and for overtime. Although FEMA does not track the numbers trained by states for state-approved courses, over 200,000 students completed FEMA-certified (vs. state approved raining courses in 2007, some of whom took more than one course. Based on scores from pre- and post-course tests, these courses improved the knowledge, skills, and abilities of students by an average of 25%

FEMA provides State and local jurisdictions with support for developing, conducting, and evaluating exercises. FEMA provides funding and support for training and exercise planning workshops that help jurisdictions plan multi-year cycles of capability development and evaluation. FEMA's Emergency Management Institute in the National Preparedness Directorate provides training for local, tribal and state entities to prepare and perform their responsibilities during all-hazard based disasters as well as execute their day-to-day operational and planning needs. Training is provided on campus (some 10,000 annually with about 50% being local, tribal, and state personnel), and through regional and state deliveries as well as on-line offering with some 6 million NIMS related course completions by local/tribal/state responders attest to the efficacy of the effort.

FEMA's Homeland Security Exercise and Evaluation Program (HSEEP) provides guidance on developing realistic exercises and assessing performance to determine gaps and weaknesses in current capabilities. HSEEP also includes technical services such as the Corrective Action Program (CAP) System to help jurisdictions track capability improvements, and a National Exercise Schedule (NEXS) system to plan and coordinate exercises. FEMA also offers lessons learned and best practices through Lessons Learned Information Sharing (LLIS.gov). In FY 2008 over 380 exercises were planned through NEXS, and LLIS.gov received over 353,000 visits.

FEMA provides a wide array of preparedness technical assistance support, bringing subject-matter expertise to jurisdictions nationwide. Technical assistance programs help build preparedness by supporting complex or expensive projects through expert guidance, and by providing jurisdictions with knowledge gained from similar projects implemented elsewhere. Technical assistance programs cover a wide range of categories, from help completing grant applications to field support implementing intricate and expensive port security plans. In FY 2007 FEMA's technical assistance program supported 368 projects nationwide, and received a 95% satisfaction rating from technical assistance recipients.

FEMA also manages a number of assessments designed to determine whether or not State and local governments have the tools they need to carry out their preparedness responsibilities.

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| **Question#:** | 8 |
| **Topic:** | state and local relations |
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For example, in FY 2008 FEMA's National Preparedness Directorate, in response to requirements from the of the Post Katrina Emergency Management Reform Act (PKEMRA) and Homeland Security Presidential Directive-8 (HSPD-8), developed a comprehensive assessment system and conducted a comprehensive review of six major assessment systems developed by the Department in the last decade. The results of this analysis are being used to inform the development and implementation of a single, nationally integrated system and process capable of assessing the level of national preparedness. In FY 2009, FEMA will expand this work to develop a comprehensive assessment system using the technical architecture of National Incident Management System Compliance Assistance Support Tool (NIMSCAST) and incorporating components from several legacy assessment systems such as the National Preparedness System, Pilot Capabilities Assessment, and Gap Analysis Program. This new system will significantly reduce the reporting burden upon State and local governments, while simultaneously measuring each jurisdiction's level of readiness.

FEMA provides the general public (including State and local governments) with a wide variety of published/printed products at no charge. Each product is assigned a control manager from the products issuing office whose control manager determines the amount of products, per request, that can be shipped to each customer. The limit is usually determined by the type of product, the target audience, as well as the office's printing budget. In most cases when a request is received that exceeds the established limit, the control manager is notified via e-mail and instructs the publications warehouse how many products to ship. Thus, FEMA has not established an arbitrary limit of 25 copies across the board of any one type of product or customer.

In addition to products being available from FEMA's warehouse, some FEMA products are made available for sale through the Government Printing Office's (GPO) bookstore. The availability of those products is determined by GPO if they review our printing request and determine there is a potential interest for the product. If they choose to make the product available for sale they will increase the print order to make copies available for sale. This process has to be administered by the GPO as FEMA is not permitted to set up a "copies for sale" system.

In conclusion, State and local governments can request more than 25 copies of FEMA publications; however, the actual number of copies available for FEMA to send per request will vary in accordance with the factors set forth above.

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| **Question#:** | 9 |
| **Topic:** | CERT |
| **Hearing:** | It Takes a Village: Community Preparedness |
| **Primary:** | The Honorable George V. Voinovich |
| **Committee:** | HOMELAND SECURITY (SENATE) |

**Question:** Thus far, only 28 states and Puerto Rico have conducted basic Community Emergency Response Team (CERT) training. How will FEMA encourage the expansion of CERT training to other states and territories?

**Answer:** As of June 23, 2008, there are in fact 2,973 local Community Emergency Response Team (CERT) Programs across the country including every state and territory. (See below for breakout by State/territory.) The number of local CERT Programs nationwide increased an average of 19% in each of the last two years. FEMA continues to encourage expansion of the CERT Program through the following:

- DHS grants to fund CERT Basic Training, CERT trainer training, and other State and local CERT Program requirements;
- Development of new standard CERT Train-the-Trainer Course, to be deployed nationally in fall 2008;
- Development and promulgation of CERT training for target audiences such as Teen CERT, Campus CERT, and Workplace CERT;
- Partnerships with national organizations such as The American Legion, American Legion Auxiliary, and Campfire USA to promote CERT to their memberships; and,
- Ongoing technical assistance from the CERT National Program Office to State and local government agencies on starting and maintaining local CERT Programs.

Below are the numbers of local CERT Programs by State/territory to date:

Alabama (29)
Alaska (5)
Arizona (45)
Arkansas (23)
California (240)
Colorado (21)
Connecticut (34)
Delaware (1)
District of Columbia (1)
Florida (182)
Georgia (40)
Guam (1)
Hawaii (3)

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| **Question#:** | 9 |
| **Topic:** | CERT |
| **Hearing:** | It Takes a Village: Community Preparedness |
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| **Committee:** | HOMELAND SECURITY (SENATE) |

Idaho (27)
Illinois (40)
Indiana (49)
Iowa (29)
Kansas (34)
Kentucky (47)
Louisiana (37)
Maine (32)
Maryland (22)
Massachusetts (125)
Michigan (76)
Minnesota (27)
Mississippi (92)
Missouri (138)
Montana (9)
Nebraska (11)
Nevada (9)
New Hampshire (16)
New Jersey (408)
New Mexico (7)
New York (40)
North Carolina (96)
North Dakota (20)
Ohio (85)
Oklahoma (34)
Oregon (49)
Pennsylvania (20)
Puerto Rico (6)
Rhode Island (28)
South Carolina (37)
South Dakota (20)
Tennessee (48)
Texas (386)
U.S. Virgin Islands (1)
Utah (67)
Vermont (13)
Virginia (42)
Washington (67)
West Virginia (16)
Wisconsin (7)
Wyoming (18)

**Post-Hearing Questions for the Record**
**Submitted to Russell Decker**
**Director, Office of Homeland Security and Emergency Management and**
**First Vice President, International Association of Emergency Managers**

**From Senator Mark Pryor**

**"It Takes a Village: Community Preparedness"**
**June 5, 2008**

1. **Mr. Decker, According to IAEM's *Principles of Emergency Management*, published last year, coordination among experts in the public and non-profit sectors is essential to mitigating the effects of a disaster. Mr. Decker, how do your members coordinate with state and local public health officials to develop preparedness plans *before* a disaster? What happens if your members and state and local health officers disagree on a course of action *during* an emergency?**

   First let me say that planning for a public health emergency is not really different than planning for any other type of hazard. The same basic principles apply. Those principles also include making certain that all possible stakeholders are involved in the process from planning, to response, to recovery and mitigation. Many of our members report having successful long-term relationships with their public health counterparts. In my home county, our local Health Commissioner is a key member of our planning process and holds a seat in our Emergency Operations Center. During the course of any emergency, local officials follow the Incident Command System, which establishes clear lines of command and control. As much as possible and practical, unified command is also utilized where by senior level leaders assist in decision-making by consensus. However, when conflicts arise, there is always a single Incident Commander who will make the ultimate decision when disagreements arise. Emergency Management and our Public Health counterparts are all professionals. We understand how to function in an established command structure, and we understand that to be successful we must have a clear chain of command. We also understand and recognize that the determination of who is in command will change with circumstances and conditions.

2. **Mr. Decker, what do you recommend the federal government do to increase coordination among emergency managers and public health officials on the local level?**

I don't know that there is any one thing that the federal government can do to influence how local government functions during an emergency or crisis. Perhaps the single best action by those in Congress and in the Administration would be to simply recognize "best practices" across the country. Identify those communities that are successfully working cooperatively to the benefit of their jurisdictions and hold those programs up as models of effectiveness.

3. **Mr. Decker: A recent DHS analysis of state emergency operations plans concluded that only 44% of states and 30% of urban areas included non-governmental resources in their inventories of available supplies. What factors would encourage states to incorporate these resources into their plans?**

I agree that the results of this study are a concern. In this matter, I can only speak to operations within my home county in Ohio. We have enjoyed a long-standing relationship with the local Chamber of Commerce. Their leadership sits on the Local Emergency Planning Committee, their executive director chairs the disaster resource committee within our Emergency Management Agency, and the Chamber has a designated seat in the county's Emergency Operations Center. In our case, the majority of all resources identified for use in a disaster or emergency are from the private sector.

This same approach is being taken at the national level with the appointment of several private sector representatives to the FEMA National Advisory Council.

4. **What mechanisms are in place to check to see whether states and local entities have plans for individual groups – disabled, poor, non-English speaking, etc.?**

Local emergency plans cannot be effectively created in a vacuum. They must be designed with input from all facets of the community. These include, public safety, public health, public works, elected officials, private sector partners, business, industry, non-profit organizations, faith-based institutions, and all special needs groups. Failure to include any of these will lead to the failure of the plan.

I believe the best mechanism for ensuring inclusion of these groups is the public accountability that every emergency manager answers to. Local emergency managers are responsible to locally elected officials who, of course, are held accountable by the voters. An inquisitive and free media also serve to make certain that our local plans are exercised and effective.

**Post-Hearing Questions**
**Submitted by Suzy DeFrancis, Chief Public Affairs Officer**
**"It Takes a Village: Community Preparedness"**
**June 5, 2008**

**Question #1**

*Ms. DeFrancis, could you please speak in further detail about your community disaster education presentations and the Red Cross Strategy for increasing the number of people who attend trainings and/or outreach sessions?*

**Answer**

The Red Cross has taken several steps to increase the number of people who attend trainings and/or outreach sessions. Last year, over 5½ million people attended Red Cross community disaster education presentations or demonstrations. In order to increase our reach and help individuals, families, schools, businesses and communities realize the importance of being prepared and to have them take the necessary actions, we have designed tools that people can access and use without signing up for a training class or attending a presentation. Our *Be Red Cross Ready* online education module includes information about the three actions to take to be prepared and includes CPR/AED and first aid for choking demonstrations. We have incorporated our *Be Red Cross Ready* messaging in all of our communicator's toolkits for chapters and developed a specific pandemic flu communicator's toolkit to enable chapters to strengthen our messaging within their communities. Additionally, our pandemic flu DVD and information is now accessible online to reach those who are unable to personally attend educational presentations.

The Red Cross is currently implementing a strategy to reach diverse communities through faith based organizations. One example is our partnership with HOPE *worldwide*, an international faith based organization. Our partnership focuses on disaster preparedness, youth and young adult programs, and blood drive participation. In January 2008, both organizations mobilized volunteers in 10 cities across the U.S. to canvas African American neighborhoods on The Martin Luther King Day of Service with fire safety and prevention information. More than 2,000 HOPE *worldwide* and Red Cross volunteers participated to reach 42,000 households. The American Red Cross continues to work with HOPE *worldwide* through their network of 45 U.S. office locations, 152 church leaders and more than 33,000 volunteers to expand participation in additional cities for The Martin Luther King Day of Service in 2009 and 2010.

We have also partnered with FEMA to produce preparedness education materials in multiple languages and formats including Spanish, Vietnamese, Korean, Mandarin Chinese, Braille and large print, as well as materials with information directed to older adults and people with disabilities.

**Disaster-specific Topic Information and Presentations**
The Red Cross convenes the Coalition of Organizations for Disaster Education (CODE), made up of government agencies and non-profit organizations. The coalition reaches consensus on standard messages for communicating and educating the public. The messaging covers the four phases of the disaster life-cycle: pre-event; just-in-time (when the hazardous threat is imminent);

during the response and recovery. Standard messages have been compiled on numerous natural and human-caused hazards. Red Cross chapters use this messaging to develop educational materials, presentations and communications for media outlets. These "awareness" messages provide general information about how to prepare, what to expect and what protective actions are recommended for specific disasters that can occur. Community presentations are customized by chapter volunteer facilitators based on the needs and interests of the intended audience and what types of disasters are common in their geographic area.

**Community Disaster Education Initiatives and Presentations**
Mr. Chairman, as highlighted in previous written testimony, our community disaster education initiatives and presentations help us reach our strategic goal of being "America's partner" and a leader in mobilizing communities to help individuals, families and organizations to prepare for disasters and other emergencies. *Be Red Cross Ready*, the Pandemic Flu *Are You Ready?* Series, and Masters of Disaster® are three key emergency preparedness education initiatives.

***Be Red Cross Ready***
*Be Red Cross Ready* was developed to better streamline common preparedness messages among our emergency preparedness partners at the local and national level. The initiative offers easy-to-use tools anchored in one clear, simple message to help the public prepare in three simple actions: 1) Get a kit, 2) Make a plan and 3) Be informed. Specific training curricula and presentation outlines have been developed that chapters use to target primary schools and families, middle schools, high schools and workplaces, and seniors. Over 1 million people enrolled in *Be Red Cross Ready* presentations last year. An online *Be Red Cross Ready* educational presentation is available on our Web site at www.redcross.org/beredcrossready.

***Pandemic Flu* Are You Ready? *Information Series***
Educating the public about pandemic influenza preparedness has been identified as a key role for the Red Cross. The purpose of the initiative is to provide people with the knowledge needed to prepare for a flu pandemic, what to expect and steps they can take to help prevent the spread of any influenza virus. A leaders guide, DVD and presentation have been developed that may be used in workplaces, communities and in households to help individuals prepare for a potential influenza pandemic. An online Pandemic Flu Information Series presentation is available on our Web site at www.redcross.org.

***Masters of Disaster®***
"Am I safe?" "Why did it happen?" "Will it happen again?" These are typical questions that children ask when a disaster occurs whether it happens in their town, a different part of the country or across the world. The curriculum in the *Masters of Disaster* educator and family kits helps those in schools, clubs, organizations and families address these questions when they arise. The content and the activities are divided into ability levels for children in primary, elementary and middle school and allows for easy adaptation for preschool or children with special needs. Last year, over 1 million children participated in *Masters of Disaster* lessons and activities.

**Question #2**

*Ms. DeFrancis, you mentioned in your written statement that one of the hardest things about community preparedness is getting people to commit to doing it when there is no imminent threat. As a communications specialist, how do you recommend we try to engage new people who might not be active volunteers now?*

**Answer**

The American Red Cross and other charitable organizations that rely heavily on volunteers have been researching effective methods for engaging potential volunteers for many years. We are

not only recruiting volunteers to help with our disaster operations or to give blood, we are continually working to engage people and communities in preparedness actions. These are on-going tasks, Mr, Chairman, and we take them very seriously.

It's clear, the most important motivator for preparedness is a disaster or the imminent threat of a disaster. The consequences of disaster may provide teachable moments in that people are paying attention and are more open to becoming engaged in volunteerism or preparedness actions. These are the times when personal perception of risk may be heightened as well as compassion for others experiencing the disaster. Since disasters offer time-sensitive windows in which to reach people, it is necessary that communicators, local officials and others who deliver preparedness messages are set ahead of time so they are immediately able to respond within this limited window.

Of course, in the absence of an immediate threat, the effort becomes greater to get people's attention. As communicators, we must create messages that illustrate the potential risk of inaction, and then highlight the benefits of preparedness in ways that help people to personalize them. One way to do this is to describe the negative consequences of a disaster situation that a target audience is likely to be familiar with, such as a wide-spread power outage, which can occur anywhere, or a disaster that occurred in their area in the past.

However, when people are presented with disaster risk and believe they are incapable of taking action, they may become overwhelmed and avoid or deny the risk all together. It is important to couple risk messaging with appeals that help empower the audience to believe that by taking action they are going to make a difference in lessoning or alleviating risk. This is particularly true when the desired action would increase personal preparedness or engage people as volunteers with the Red Cross or Citizen Corps Council to increase community preparedness.

Whether the goal is to engage people in personal preparedness actions or engage them as volunteers to increase community preparedness, communicators need to understand and be sensitive to the target audience's reservations and motivations, and use this information to craft messages that acknowledge barriers and inspire action. For example, one reason people do not prepare is because they do not perceive their disaster risk as high enough to warrant the time and effort needed to prepare. Based on this knowledge, the communicator could craft a preparedness message to instigate recall of disasters that have occurred in the past or could possibly impact that particular geographical area, and couple that with information that explains how people can take action to prepare for these disasters. Another reason people do not prepare is because they do not believe it will make a difference. In this instance, the counter message could focus on the financial, physical and emotional benefits a person can experience if he or she gets prepared before a disaster strikes.

Likewise, when it comes to engaging volunteers in community preparedness efforts, we should consider their distinct motivations. Some people may want to play a role in creating a safer community, while others are primarily motivated by an opportunity to meet new people, assume a leadership role, or fulfill another personal need.

It is important for communicators to be willing to adjust messages to the target audiences when appropriate. For example, if the public responds to volunteer messages that focus on the social aspect, the communicator should consider revisiting messages that address community-based needs. We may want people to volunteer with their local Red Cross Chapter or Citizen Corps Council because it will help make communities safer, but would we turn away new residents who joined to meet their neighbors?

Once you have their attention, and know how your target audience is motivated, it is important to couple your persuasive messages with easy to understand instructions and tools to help them get started. The three preparedness actions offered in the American Red Cross' *Be Red Cross Ready* program are; 1) Get a kit, 2) Make a plan and 3) Be informed, are the same as those

promoted by the Department of Homeland Security's *Ready* campaign, thus offering a clear, simple directive for preparedness.

Finally, it's important to deliver this information via trustworthy sources and natural leaders who have access to people where they live, work, learn and play. Enlist trusted sources, such as teachers, spiritual leaders, business leaders, media representatives like the trusted local meteorologist, to engage people in volunteering or preparedness actions.

As mentioned earlier, the American Red Cross depends on volunteers. Developing messages that alert citizens to potential disasters and offer the basic resources and information necessary to prepare is an important component of our efforts. We also are evaluating research and drafting messages that, hopefully, recruit new and eager volunteers to get involved in community preparedness efforts. Communication is key, Mr. Chairman. And you can be sure that the American Red Cross remains dedicated in these efforts.

**Question #3**

*Ms. DeFrancis, according to Trust for America's Health latest preparedness report,* Ready or Not? 2007*, almost half of the states do not provide adequate legal liability protections for healthcare volunteers who respond to an emergency. How do these shortfalls affect your members' willingness to respond to a disaster?*

**Answer**

Most of the volunteers the Red Cross deploys to disasters provide mass care services, such as feeding, sheltering, family reunification, bulk distribution and emergency first aid. Typically, liability concerns do not interfere with our recruitment of mass care volunteers.

In the event of a catastrophic disaster such as pandemic flu or a biological or chemical disaster, the health care needs of victims would be overwhelming and it will be necessary for communities to mobilize significant numbers of medical workers, some with out-of-state licensure. To ensure that health care workers can be quickly deployed to care for disaster victims, the American Red Cross supports state legislation that provides reciprocity for out-of-state licenses in a disaster and that medical professionals and the entities that sponsor or employ them are not exposed to liability when they volunteer to save lives. This is the goal of the Uniform Emergency Volunteer Healthcare Practitioners Act (UEVHPA), which has now been introduced in 13 state legislatures and passed into law in 5 states.