



NATIONAL EMERGENCY MANAGEMENT ASSOCIATION

WHITE PAPER ON DOMESTIC PREPAREDNESS

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SUPPORTING ORGANIZATIONS: **Adjutants General Association of the United States**
International Association of Emergency Managers
National Emergency Management Association
National Guard Association of the United States

BACKGROUND

Emergency management as a discipline has been shaped by historical events, both nationally and internationally. During World War II, it became apparent for the first time that our nation was susceptible to enemy attack. As a result, the first organization and function of what is called "Civil Defense" was established. The majority of civil preparedness and disaster response capability at the local level had its foundation in the Civil Defense program. Federal financial assistance to state and local jurisdictions for civil defense programs was begun in 1958 and provided federal matching funds (50/50) for personnel and administrative expenditures for civil defense preparedness. Attack preparedness was mandated as a joint federal-state-local responsibility. This funding base provided the very foundation upon which civil preparedness (what we now refer to as emergency management) was built.

The recent terrorist attacks demonstrate the fact that the nation needs to develop a capability reminiscent of the past when there existed a robust state and local emergency management and response capability. A strengthened national program incorporating today's all hazards approach to emergency preparedness is imperative. Congress, federal agencies, governors, state and local emergency management directors, other local officials and all disciplines of emergency responders must work together to develop a strategy for standardized, bottom-up national capabilities to effectively respond to catastrophic disaster situations.

In addition to the States' Principles for a National Domestic Preparedness Strategy, adopted in February 2000, NEMA thinks it critical that the following enhancements be incorporated into a nationwide strategy for catastrophic disaster preparedness. Items are listed by category and not necessarily by priority.

Emergency Preparedness and Response

- Congress should provide to the states immediate federal funding for full-time catastrophic disaster coordinators in moderate and high-risk local jurisdictions of the United States, including the 120 largest cities where training and equipment was provided under the Nunn-Lugar-Domenici domestic preparedness programs. These personnel will have responsibility for developing and maintaining terrorism consequences plans, procedures, exercises, and resources. For those states with appropriate jurisdictional staffing levels already in place, the flexibility to utilize federal funds to enhance the overall emergency preparedness program based on identified priorities is critical. Measures should be implemented to ensure this funding does not supplant existing state and local emergency management funding commitments.
- States need financial assistance to improve catastrophic response and Continuity of Operations Plans (COOP) and Continuity of Government (COG) for states. FEMA should be provided additional funding to develop, construct and/or retrofit federal/state/local command and control centers (Emergency Operating Centers) for NBC events. These coordination centers must exist at each level of government. Alternate EOC locations must be available should the primary center be damaged or destroyed by the event.
- Interstate and intrastate mutual aid assistance must be recognized and supported by the federal government as an expedient, cost-effective approach to disaster response and recovery. The Emergency Management Assistance Compact (EMAC) has been adopted by forty-one states and two territories with additional states planning to join. EMAC is an interstate mutual aid agreement ratified by Congress, passed by state legislatures and signed into law by governors, and is well coordinated with the Federal Response Plan. Other states utilize the existing Interstate Civil Defense and Disaster Compact as well as regional compacts that are

similarly coordinated with existing plans. These complementary operational systems should be linked as the framework and procedures for all response and recovery activities.

- The Emergency Management Accreditation Program (EMAP) should be implemented and recognized by federal agencies as a strategic tool to build greater multi-discipline/all-hazards capabilities at the state and local level, including domestic terrorism. EMAP is a voluntary, national standards and accreditation program for state and local emergency management programs. The initiative is being developed in partnership by NEMA, FEMA and the International Association of Emergency Managers and is currently in the pilot phase.
- FEMA, State and local emergency managers must implement renewed emphasis on family and community preparedness to ensure Americans have necessary skills to survive a catastrophic disaster.
- A standardized national donations management protocol is needed to address the outpouring of food, clothing, supplies, and other items that are commonly sent to impacted states and localities following a disaster. If not handled properly, large amounts of unnecessary or inappropriate donations can add another level of complication to the disaster itself. We believe the “shoring up” of State and local emergency management agencies will provide the necessary organization to improve this system; however, additional planning and an information management capability are desperately needed.

Health and Medical

- The medical surge capacity must be strengthened. The emergency management, medical and public health professions must work with lawmakers to ensure each region of our nation has a certain minimum surge capacity to deal with mass casualty events. Hospitals should agree to provide defined and standardized levels of resources, capabilities and assistance to handle mass casualties, especially those contaminated by chemical/biological agents. Funding for equipment and supplies to accomplish this mission should be provided to develop this additional capability, in exchange for their agreeing to participate as a local receiving hospital and as part of the U.S. Public Health Service's National Disaster Medical System (NDMS). Funding for the health care system for emergency planning and extraordinary operation response costs that are not available from any other means must be provided by the federal government. Additionally, the federal government needs to provide the equipment and supplies to accomplish this mission and develop this additional capability; also, states need assistance to complete the National Pharmaceutical Stockpile distribution response plan.
- State-Local Disaster Medical Assistance Teams should be developed across the country with standardized equipment, personnel and training. These teams would serve as the first line of response to support impacted communities within impacted states, and could be required to respond outside the state as a mutual aid resource upon request. Self-contained capability to respond outside their jurisdiction should be provided by military Reserve Component assets available in each state.
- The current sixty U.S. Public Health Service NDMS Disaster Medical Assistance Teams (DMAT) should be uniformly enhanced for Weapons of Mass Destruction (WMD) response, including focus on personnel protection and training for WMD. Currently only four of the teams have been upgraded and equipped to serve as National Medical Response Teams (NMRTS).

Additional WMD Recommendations

- The Department of Justice should immediately release the FY00 and FY01 equipment funds in order to begin implementation of these recommendations, and then require a basic statewide strategy in order to receive FY02 funds; and further, provide funding to states to administer the equipment program. Also, allow greater flexibility with the approved equipment list in order to accomplish any of these recommendations. Specifically, this should include the use of funds for the purchase of necessary equipment for hospitals and the health care industry, regardless of the private sector ownership of these critical “first receiver” response system components. In addition, Congress should increase funding to DOJ to provide detection, personnel protection and decontamination equipment for the nation's emergency response agencies. Lastly, federal training and maintenance money must be included in any national terrorism response program.

- Congress and the Department of Defense should authorize homeland defense as a key federal defense mission tasking for the National Guard. By providing this authorization and removing restrictive language and funding on utilization of National Guard assets and personnel, the civil-military integrated response will be dramatically improved. In addition, Congress should provide funding to DoD for full-time staffing of state joint civil-military emergency operations centers. Further, Congress should provide funding to National Guard Bureau to complete fielding of National Guard Civil Support Teams in additional states and territories.
- State-Local Urban Search and Rescue capabilities should be developed across the country with standardized equipment, personnel and training. These teams would serve as the first line of response to support impacted communities within impacted states, and may be required to respond outside the state as a mutual aid resource upon request. Self-contained capability to respond outside their jurisdiction should be provided by National Guard assets available in each state. Further, standardization of the national USAR format and approach should be accomplished in such a way that there is a gradation in the USAR response teams to enhance overall national capability.
- The Department of Defense should undertake a review of the distribution of aviation assets to the National Guard in each state, territory and District of Columbia.
- National interagency and intergovernmental information management protocols are needed to support information sharing (ie. Damage/Situation Reports, Warning/Intelligence Reports, Resource Coordination). Further, an unclassified version of INTELINK needs to be developed for use by the greater emergency response community.
- Better federal interagency coordination is needed to assist states in identifying and accessing the full range of federal resources and assistance available to them. Currently, states are left on their own to identify individual agency programs and then contact each agency to determine programs and resources available.
- Security clearances must be more standardized and reciprocal between agencies and levels of government. Use of a compartmented, need-to-know system would greatly facilitate secure sharing of critical intelligence. Additionally, a critical need exists to enhance the ability of local and state officials to receive federal security clearances more expeditiously.
- FEMA's fire grant program should be expanded and modified to strengthen regional and national, not just local, fire protection capabilities to respond to catastrophic disasters. State level involvement in the program would allow increased coordination and prioritization of resource needs within each state. A comprehensive national strategy would ensure best use of available funding provided to local fire departments to enhance regional and national response capabilities.
- The National Warning System (NAWAS), maintained by FEMA, has been downsized in recent years. This system was designed to provide rapid communications and warning capabilities between federal, state and local emergency management agencies. The Congress should provide funding to rapidly upgrade and expand a sustainable national intergovernmental communication and warning system.
- FEMA, in collaboration with state, local, private and other federal agency emergency response partners, should rapidly develop a standardized emergency responder identification and accounting system to improve personnel credentialing and accountability at scenes of catastrophic disasters.
- The Environmental Protection Agency should be provided funding to develop additional guidance on "shelter in-place" strategies for nuclear/biological/chemical (NBC) events, especially in urban centers.
- There is a need for technology transfer from the federal government and its contractors to state and local governments to support an automated decision support system. Several federal agencies have data that is unclassified that could be used for planning, response and recovery activities. These federally developed systems would contribute immensely to accomplishing many of the recommendations set forth in this paper and do so in a cost effective manner.

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