AUTHENTICATED
U.S. GOVERNMENT
INFORMATION
GPO

S. Hrg. 111–152

ARE WE READY? A STATUS REPORT ON EMERGENCY PREPAREDNESS FOR THE 2009 HURRICANE SEASON

HEARING

BEFORE THE

AD HOC SUBCOMMITTEE ON DISASTER RECOVERY

OF THE

COMMITTEE ON
HOMELAND SECURITY AND
GOVERNMENTAL AFFAIRS
UNITED STATES SENATE

ONE HUNDRED ELEVENTH CONGRESS

FIRST SESSION

JUNE 4, 2009

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

51–783 PDF WASHINGTON : 2009

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

COMMITTEE ON HOMELAND SECURITY AND GOVERNMENTAL AFFAIRS

JOSEPH I. LIEBERMAN, Connecticut, *Chairman*

CARL LEVIN, Michigan
DANIEL K. AKAKA, Hawaii
THOMAS R. CARPER, Delaware
MARK L. PRYOR, Arkansas
MARY L. LANDRIEU, Louisiana
CLAIRE MCCASKILL, Missouri
JON TESTER, Montana
ROLAND W. BURRIS, Illinois
MICHAEL F. BENNET, Colorado

SUSAN M. COLLINS, Maine
TOM COBURN, Oklahoma
JOHN MCCAIN, Arizona
GEORGE V. VOINOVICH, Ohio
JOHN ENSIGN, Nevada
LINDSEY GRAHAM, South Carolina

MICHAEL L. ALEXANDER, *Staff Director*
BRANDON L. MILHORN, *Minority Staff Director and Chief Counsel*
TRINA DRIESSNACK TYRER, *Chief Clerk*

AD HOC SUBCOMMITTEE ON DISASTER RECOVERY

MARY L. LANDRIEU, Louisiana, *Chairman*

CLAIRE MCCASKILL, Missouri
ROLAND W. BURRIS, Illinois

LINDSEY GRAHAM, South Carolina

BEN BILLINGS, *Staff Director*
ANDY OLSON, *Minority Staff Director*
KELSEY STROUD, *Chief Clerk*

CONTENTS

Opening statements: Page
Senator Landrieu 1
Senator Burris 8
Senator Graham 15

WITNESSES

THURSDAY, JUNE 4, 2009

Hon. W. Craig Fugate, Administrator, Federal Emergency Management Agency, U.S. Department of Homeland Security 5
Major General Frank Grass, Director of Operations, U.S. Northern Command 7
George Foresman, Advisory Board Co-Chairman of the ReadyCommunities Partnership, Corporate Crisis Response Officers Association, Former Undersecretary, Preparedness and Emergency Response, U.S. Department of Homeland Security 22
Armond Mascelli, Vice President, Disaster Operations, American Red Cross ... 24
Janet Durden, President, United Way of Northeast Louisiana 26

ALPHABETICAL LIST OF WITNESSES

Durden, Janet:
Testimony 26
Prepared statement with attachments 58
Foresman, George:
Testimony 22
Prepared statement 50
Fugate, Hon. W. Craig:
Testimony 5
Prepared statement 35
Grass, Major General Frank:
Testimony 7
Prepared statement 48
Mascelli, Armond:
Testimony 24
Prepared statement 52

APPENDIX

Ronald C. Osborne, Director, State of South Carolina, Office of the Adjutant General, Emergency Management Division, prepared statement submitted by Senator Graham 93
Charts submitted for the Record by Senator Landrieu 97
Questions and responses submitted for the Record from:
Mr. Fugate 101
Major General Grass 107
Mr. Mascelli with attachments 110
Mr. Mascelli answer to question asked at hearing 114
Additional statements submitted for the record by:
Mr. Kenny Harrell 115
Ms. Lucinda Nord 116
Ms. Francis G. Furrie 117
Ms. Tracy Hays 118
Ms. Lori Linstead 119
Mr. Stephen G. Almon 120

ARE WE READY? A STATUS REPORT ON EMERGENCY PREPAREDNESS FOR THE 2009 HURRICANE SEASON

THURSDAY, JUNE 4, 2009

U.S. SENATE,
AD HOC SUBCOMMITTEE ON DISASTER RECOVERY,
OF THE COMMITTEE ON HOMELAND SECURITY
AND GOVERNMENTAL AFFAIRS,
Washington, DC.

The Subcommittee met, pursuant to notice, at 2:03 p.m., in room SD–342, Dirksen Senate Office Building, Hon. Mary L. Landrieu, Chairman of the Subcommittee, presiding.

Present: Senators Landrieu, Burris, and Graham.

OPENING STATEMENT OF SENATOR LANDRIEU

Senator LANDRIEU. Good afternoon. Our Subcommittee on Disaster Recovery will come to order. And let me welcome everyone that has joined us today for what I think is a very important hearing and what is one of a series of hearings that will continue to happen as we strive to get our Nation's response capabilities in the very best possible shape that we can for hurricanes and all disasters.

That is the subject of this hearing today, to see where we are, and we have the opportunity to have on our first panel the new FEMA administrator who will be testifying today for the first time since his confirmation.

Welcome, Mr. Fugate. And Major General Grass from Missouri, who will be testifying today as well.

Let me say that this hearing is focused on hurricane response because we started hurricane season this week. But we will be examining issues that affect not just the hurricane region, but all regions of the country in this hearing today, and we will be focusing on plans and processes that actually have applicability across the board for many different types of threats, be it hurricanes, earthquakes, etc.

The Ranking Member and I both represent States that have seen large portions of our States, major cities, and very important rural areas devastated by recent hurricanes. 2004, 2005, and 2008 were particularly hard years for cities and communities throughout the Gulf Coast, from Florida to Texas, but the last century has been difficult for many States.

And I would like to put the first chart up.[1]

These are the tracker of all the hurricanes that have hit this particular region of the country, which is the Hurricane Belt, from 1955 to 2005. The blue line is Hurricane Katrina, which was the greatest among all the storms depicted there by a significant amount, in terms of size, of damage. And then, Hurricane Rita, which ranks second amongst the storms in terms of damage. And I would like to show you the next graph, which is even more startling, these are the storms since 1851 to the present.[2]

So when we, in the Gulf Coast, talk about the threat, it is real, it is frightening, and it is important for this Subcommittee, and all committees of this Congress, to continue to focus, as best we can, on the sure threat of hurricanes, that are getting more and more predictable, we know, and can be better focused on where they are going to hit and when they are hitting, unlike earthquakes, although our science is getting much better on earthquakes and fires as well. But we have gotten pretty good at predicting where these storms will hit. There is very little we can do, I think, immediately to stop them, but we most certainly can prepare our people better for the threat that they are facing.

It is important for us to understand our capacity to deal with these real and ongoing, and in some people's minds, ever-strengthening threats, and that is what this Subcommittee will focus on and has focused on since the wake-up call of Hurricane Katrina, which will be 4 years ago on August 29.

We want to make sure that we continue the work necessary to make more scientifically-based predictions and warnings for people, so they can move out of the way of these powerful storms. We want to make sure that their evacuation routes are clear and secure and that the rules and regulations involving evacuation are clear to the millions of people that have to follow them, as well as to those who are organizing the evacuations.

What will people be reimbursed for, what they will not be reimbursed for is of particular interest to me. Immediately stabilizing availablity of water, food, and medicine to all the people that flee from storms like this is important, and we have not quite gotten that right yet. Where do people that flee these storms, where do they live in the event that they cannot go back to the house, or the shelter, or the apartment, or the place, nursing home, hospitals that they evacuated from? Where do we shelter them and who pays for that and for how long?

Then, what do we do to help these communities recover when they are big cities, large metropolitan areas with millions of people? How do we help the small rural communities that do not get any attention from anybody once the wind and the waves are gone? How do we help them to recover? I would suggest that we have a lot of work to do.

I would like to say a few words about the devastating hurricanes that struck Texas and Louisiana last year because the response to those demonstrated progress that has been made, as well as the requirement for significant improvement.

---

[1] The chart referred to appears in the Appendix on page 97.
[2] The chart referred to appears in the Appendix on page 98.

The evacuations for Hurricanes Gustav and Ike were the largest in U.S. history. Louisiana moved 2 million people out of harm's way, including the elderly, the disabled, and those without transport.

Texas kept Houston residents at home so roads could be cleared for people on the Coast to flee from Hurricane Ike without getting stuck in traffic as they did when Hurricane Rita was approaching. Communication and coordination between different levels of government was better. FEMA declared pre-landfall disasters in both States, surged resources into the areas before impact, and the Federal levees held.

However, insufficient quantities of generators forced hospitals in Baton Rouge to evacuate patients. Insufficient supply of generators caused gas stations to shut down, which almost caused a panic in a major metropolitan area, as for weeks people could not access any gasoline. When people cannot access gasoline, they cannot get to work. It shuts the economy down. People start getting laid off of work. Even within a week or two of a storm that could happen.

We cannot afford to lose more jobs right now, I might remind the people testifying today. Local governments waited days for commodities like ice and water and blue tarps. The State of Louisiana bus contractor failed. Evacuees were forced to take school buses without air conditioning or bathrooms, which does not seem like much, except if it is 100 degrees out and your bus ride is 10 hours or longer, it becomes a real issue for people who are sick or elderly, or for small children to sit still on a bus is very hard, particularly if they have to do so without bathrooms.

Evacuees from Texas and Louisiana arrived in Shreveport and Bastrop, just two, to give examples of. And I have walked through these shelters myself that were wholly inadequate. There were no cots, there were no blankets, there were inadequate showers, and people were forced to sleep on floors because the cots and towels did not arrive until 17 days after people arrived. So it was a very interesting couple of weeks for the mayors of those towns, which did their very level best to make a bad situation better.

Local levees in South Louisiana failed again. They failed in Hurricane Katrina, they failed in Hurricane Rita, they failed in Hurricane Gustav and Hurricane Ike. And as Administrator Fugate knows, because he is from Florida, the people of South Florida are very concerned about their water management issues and whether their dikes, levees, and water will hold, and that is the subject of another hearing.

Recovery has continued to be a frustrating and cumbersome process for individuals and local governments despite many improvements, which I will mention in a moment. I believe we are still relying, Mr. Fugate, too much on trailers in order to jump start recoveries, and we are going to be pressing hard on new housing and shelter options from this Subcommittee.

I will continue to say that providing these communities with $5 million in community disaster loan assistance is probably not what Charleston, Savannah, Miami, New Orleans, Atlanta, Baton Rouge, or any number of communities—they cannot do much with $5 million, and that is all the law allows them to borrow.

So Administrator Fugate from FEMA will discuss the 2008 response and the agency's work on alert and warning systems, evacuation plans, and, from his perspective—if we are better situated as the 2009 season opens.

Major General Grass from U.S. Northern Command will outline the Department of Defense's support mission for hurricane response, including aerial storm surveillance, air MedEvac, search and rescue, communications support, logistics support, recent hurricane response exercises, and NORTHCOM's coordination with the State National Guard. It is a lot, but we are going to try to get that in. And I will mention that we are very proud to have the general with us. And he is from the Missouri National Guard, which is of particular interest to Senator McCaskill.

Then on our next panel, we will have George Foresman, a former DHS official who is here today to talk about the private sector's role because this Subcommittee Chairman, and Ranking Member, and Members recognized, it is not just the Federal Government. It is State and local government. It is individuals. It is the private sector and the nonprofit sector. We want to give them a voice.

We also are happy to hear from Armond Mascelli, the Director of Operations for the American Red Cross. They have gone through a major transformation since Hurricane Katrina. We are very interested in hearing about the fact that they have increased their volunteer base from 23,000 to 90,000. And we think it is not only a bigger but a better Red Cross, and we are excited about hearing, because I think Americans look to the Red Cross to give them strength and comfort at times of disaster, and that, of course, has been a key role of the Red Cross for many years.

Finally, Janet Durden joins us on behalf of a community in Northeast Louisiana, of which I am very proud, my husband's hometown. And in Hurricane Katrina, they did a phenomenal job through their 2–1–1 system there. As the offices lost current and became overwhelmed in south Louisiana, north Louisiana picked up, and I am sure the same thing happened in Texas, Alabama, Mississippi, and Florida. As these storms come in, the northern part of the State provides a great amount of help. And we want to hear about the increased activity of the 2–1–1 operation, which is sort of the go-to-operation when people need information during an emergency. They do not call 9–1–1, they call 2–1–1, and we want to help Americans understand that.

So with that opening statement, I would like to ask Mr. Fugate to begin.

Let me ask Senator Burris—I know you are just coming in, and welcome.

Do you want to make any brief opening statement or should we go right to the panel?

Senator BURRIS. Go right to the panel, and I will catch up.

Senator LANDRIEU. Thank you, Senator.

We are happy to have Craig Fugate with us, who is the new Administrator of FEMA, a man whom I supported wholeheartedly, as did many other members of the Senate. You are extremely experienced. We thank you for the work that you have already done, but we are looking forward to hearing from you, Administrator Fugate, because, you know as I know, that while we have made some

progress, there is a tremendous amount of work that has to be done, and we are looking to you for leadership and guidance.

And may I say before you start, how thankful I am to Nancy Ward, who came in before the election of President Obama and the appointment of the Secretary of Homeland Security, Janet Napolitano, and stepped in the interim and was immediately able to make a tremendous difference and improvement. And I know that you are happy with what she was able to do. And I wanted to acknowledge that and then thank you for now being the formal and official director, and I look forward to your remarks.

STATEMENT OF THE HON. W. CRAIG FUGATE,[1] ADMINISTRATOR, FEDERAL EMERGENCY MANAGEMENT AGENCY, U.S. DEPARTMENT OF HOMELAND SECURITY

Mr. FUGATE. Thank you, Madam Chairman and Senator Burris. There is always your first time to testify a lot of formalities. I have submitted written testimony to address some of the questions. I have some opening statements. I will try to keep these short because I would rather have the questions and be able to have the dialogue.

I am pleased to be here to represent Homeland Security and the Federal Emergency Management Agency to talk about preparations for 2009. And I really appreciate the opportunity to come before you, particularly your leadership in these issues, this Subcommittee's work in identifying as a Nation where we need to go. That kind of talks about changing how we want to approach things.

We, in FEMA, believe our role is to ensure that we are working together as a Nation to build, sustain, and improve our capabilities to prepare for, protect against, respond to, recover from, and mitigate against all hazards. And the key thing here is recognizing that FEMA by itself cannot be successful.

Many of the groups that you have represented today in your hearing are part of that team. More importantly, it is our local and State officials and the volunteer organizations, but ultimately it is our citizens that are part of that team. And if nothing else, I am trying to get people to recognize that the public is not the liability; they are the resource that can help us be more successful, but we also have to be there for their needs when disaster strikes.

As you know, the Post-Katrina Emergency Management Reform Act of 2006 established the position of administrator, provided for the authorities and additional functions that we now have at FEMA, more tools that, as you pointed out, last year began showing the improvement, but, again, we still have a ways to go. And it allows us to further strengthen that relationship with our State partners, with our tribal and local governments as part of that community. It is contributed to our increased operational capacity to manage all types of emergencies.

As you remember, one of the challenges in Hurricane Katrina was not being able to move and release items until there was a declaration. And the challenges of pre-positioning and providing that assistance, that clarity, has been brought because of the work your Subcommittee did and the findings that said we needed to en-

[1] The prepared statement of Mr. Fugate appears in the Appendix on page 35.

able the administrator and the team to support governors more proactively.

We continue that work in empowering FEMA to do that. In fact, as you point out, we face a variety of hazards. We have also instituted, starting this morning, no-notice exercises. To begin testing the team, we simulated a major earthquake in California this morning at 6 a.m, no notice to the team, to see and make sure that we are reinforcing these procedures so that, as you point out, we are not 72 hours after disaster strikes getting critical resources there in support of the governors.

This process of building this team and enhancing what you have given us, the tools, is really what we are focused on in this 2009 season. There is tremendous capability that has been built and the legal construct that often times your work, the Subcommittee's work, and the legislation's past has addressed. Now it is our responsibility to make sure we can implement that fully.

So as we go through this and build these integral partnerships—Secretary Napolitano, as you pointed out, and Nancy Ward, who I just cannot say enough great things about, having worked with her as a State Director, having her serve in that role and helping transition as I came on board, and now, again, a very strong regional administrator as part of the FEMA family. As you pointed out, she brought a lot of common-sense approach and got a good team to address the challenges we face in the recovery, and that is a continual commitment that we have.

As I serve in this capacity, coming from a State director and working with Secretary Napolitano, as she was a former governor, we very much bring the experience that we were once, too, customers of our Federal family and the challenges we face in trying to help our citizens. And we continue to work towards that, and we are working on our State partners to give them more ownership of this process.

We know that, as you point out, temporary housing—how do we house people after a disaster—is not a solution that we are going to be able to bring from Washington and fit all States. We really want to work with our States as we have developed some ideas and concepts to really work with our States and say, what other ideas have you come up with. How do we make sure that we are able to capture what resources are there, what is the best way to address that. We know that there is no one solution that fits every scenario, and we want to make sure that we are working with the States to build those housing task forces, so that as, unfortunately, these may occur in the future, we have more options as we go forward.

It is again, multidiscipline, multi-team approach. We need to have that ownership and buy in at all levels and integrate. And when I said working together, I think sometimes when we look at our planning process, we are so government-centric, we forget that the community's a lot more than government.

As you have here, some of the volunteer agencies that are represented, of course, our partners, the American Red Cross, the people that promote the United Way with 2–1–1, and brokering those resources is critical, that we bring about that team approach and

that we work as not just representing government but what the private sector does.

I mean, to me, it is always the challenge—does it make sense to be distributing supplies when we have an open grocery store, but we have other areas in the community that are not served? And we cannot do that if our focus is we are just going to build a government-centric team and we do not recognize. We have to build a team that involves all the partners that can serve and support our citizens. But most importantly, making sure our citizens understand they have a role to be as prepared as they can so that when disaster strikes, we can focus on the most vulnerable citizens because we have done our part to get a plan to be ready.

Finally, the last thing, Madam Chairman, as my time runs out, if we can just ask folks—all this work that your Subcommittee is doing, we can do a lot more if people do one more thing when disaster strikes. If you and your family are OK, check on a neighbor. We can do a lot more working together than we can just trying to do it from a government-centric approach.

Senator LANDRIEU. Spoken like a true local FEMA administrator. I thank you. And we will give you as much time as you need. Thank you for sticking to the 5 minutes, but I want to be very liberal with you in your time because I do think that you have a great message to bring to the Nation.

General Grass.

STATEMENT OF MAJOR GENERAL FRANK GRASS,[1] DIRECTOR OF OPERATIONS, U.S. NORTHERN COMMAND

General GRASS. Chairman Landrieu, Senator Burris, thank you for the opportunity today to represent and present comments of the defense support to civil authorities that we do at NORTHCOM everyday. I would like to take just a moment to introduce my executive officer, Commander Dan Baxter, who grew up in Jefferson Parish, Louisiana, a great naval aviator, and has many relatives living there today. He definitely understands the hurricane season, ma'am.

Senator LANDRIEU. Very nice to meet you.

Commander Baxter. Thank you.

General GRASS. We at U.S. Northern Command are privileged to be a member of the whole U.S. Government approach to disaster response, including active Guard and Reserve, alongside our Federal, State, tribal and local partners.

We started our planning this year well in advance of the past year. We stand ready to assist the primary Federal agencies in responding quickly to man-made and natural disasters when directed by the President or the Secretary of Defense. When requested and approved by appropriate Federal officials, in accordance with the national response framework, we support civil authorities by providing specialized skills and assets to save lives, reduce suffering, and restore infrastructure in the wake of catastrophic events in the homeland.

Last year, during one of the most destructive hurricane seasons on record, we supported the Department of Homeland Security and

[1] The prepared statement of General Grass appears in the Appendix on page 48.

the Federal Emergency Management Agency in responding to three major hurricanes, Hurricanes Gustav, Hanna and Ike, within a 13-day period.

We continued to take significant steps in improving our response capabilities. First of all, we have incorporated the Joint Staff standing execution order to streamline defense support to civil authorities within operational planning for the 2009 hurricane season. This Joint Staff Execution Order provides U.S. Northern Command commander the authority to establish operational staging areas, Federal mobilization centers, national logistic support areas, and Department of Defense base support installations to support FEMA. In addition, our 10 full-time defense coordinating officers and their staffs coordinate and plan continually with their respective FEMA regions.

In collaboration with the Department of Defense and the Department of Homeland Security, we have also developed pre-scripted mission assignments for FEMA. We have 24 of those approved currently. It provides a menu of response capabilities with a cost to FEMA so they can quickly respond and request those mission assignments, based on anticipated requirements of medical evacuation, damage assessment and commodity distribution, to mention just a few.

Finally, in 2009 February, we co-hosted the first National Guard and Northern Command Hurricane Planning Conference, in South Carolina. It brought together adjutant generals from the Eastern and Gulf Coast States, along with the chief of the National Guard Bureau and General Renuart, my boss, to the opportunity to look at gaps and also work with FEMA and other interagencies, and provide a list of shortfalls that we anticipate, based on current deployments, for the 2009 hurricane season.

Additional planning for the 2009 hurricane season included discussions with U.S. Transportation Command on aeromedical evacuation, general population evacuation, discussions with the Department of Homeland Security and also FEMA, Health and Human Services, and our service component commands. All of these are planning conferences and table-top exercises we have conducted in preparation for the season.

If and when called, Northern Command continues to stand ready to provide robust support to civil authorities during the 2009 hurricane season. Thank you for the opportunity to present today, and I stand ready to answer your questions.

Senator LANDRIEU. Thank you, General. We very much appreciate it. Senator Burris.

OPENING STATEMENT OF SENATOR BURRIS

Senator BURRIS. Thank you very much, Madam Chairman. And to our distinguished panel, it is certainly a good opportunity to listen and learn what we are preparing for.

Mr. Fugate, we know that we had a bad—it was not quite a tornado. We hear a lot about hurricanes, but inland a hurricane is a tornado, and that is what we get in Illinois. And my home, as a matter of fact, is in Tornado Alley down in Southern Illinois. And we just had a big storm come through a few weeks ago, and it was not quite at the tornado level. They called it a "dorado." But they

come up with this new name for it, but it is high winds that reaches about 75 miles an hour.

Is that correct, Mr. Fugate? Is that what they call it now, a dorado?

Mr. FUGATE. That is one term they use. You also may hear it called a microburst. My experience has been if you lose your roof, it is kind of academic. It was a strong——

Senator BURRIS. It is a hell of a storm. Right.

Mr. FUGATE. Yes, sir.

Senator BURRIS. And we had quite a bit of damage. And, of course, our governor has asked for some assistance, and I am just hoping that assistance would be forthcoming because, unfortunately, in Southern Illinois, there is a lot of poverty and it is just not that much resources. So I just hope that we can get some assistance on that.

Are you familiar with that request? Has it been put in for Southern Illinois yet?

Mr. FUGATE. No, sir, I am not. We will research that. It could still be at the region. I have not seen it.

Senator BURRIS. It was about 6 weeks ago.

Mr. FUGATE. Yes, sir. It may have already come through. I have been on the job for about 2 weeks and 3 days, so if I have not seen it, I will find out where it is at, sir.

Senator BURRIS. Check it out for us.

General, I was down in my National Guard facility, down at Camp Lincoln the other day, and we were talking about a coordination of the disasters of what our National Guard does. We also have another issue called flooding over that Mississippi River that ends up in New Orleans. But it comes down through Illinois, roaring like a Mack truck doing 90 down I–55. And it leaves in its wake a lot of flooding.

And I was just wondering, how does NORTHCOM coordinate with the National Guard in terms of the disaster coordination? Does it go through the National Guard first or who is really in charge there?

General GRASS. To answer your question, our coordination is with the National Guard Bureau, but the first response will always be with the National Guard supporting the State and local officials.

We, though, immediately upon indications that there is a disaster pending, we will begin to coordinate with the National Guard in case there are gaps in their capability to respond. And I talk with the National Guard chief of operations daily, looking across the country, looking at where they have forces deployed so we are prepared to respond if they have gaps.

We recently responded to the flood in the Red River of the North in North Dakota, working with the National Guard in North Dakota and Minnesota. And we provided some active duty forces to back them up, at the request of the Federal Emergency Management Agency. And we prepositioned six aircraft.

Senator BURRIS. Pardon me. So you say your request also could be from FEMA to you.

Now, does that have to originate at the state level? It generally originates at the State level.

Mr. FUGATE. Senator, the process by which we would activate NORTHCOM would be at the request of the State, and we would not have assets within either your National Guard or other Federal assets, and it was appropriate. We would mission Task D folks at NORCOM to provide that assistance.

But one of the things we have done—and this goes back to some of the issues that Madam Chairman had raised previously. A lot of times, these would be requests that we had not planned ahead of time.

What we have done is after Hurricane Katrina, and then after the hurricanes last year, we have developed what we call a prescripted mission, which is, essentially, we are putting together the types of things that we would be likely asking for from NORTHCOM. We write these missions out very clearly what we are trying to accomplish. NORTHCOM then identifies the resources, trains those resources, and have them ready to go so that rather than trying to describe or call up pieces to do something, we can activate a mission package that NORTHCOM can then execute in support of our mission, which is working through those States.

So if it exceeds the capability of that National Guard, we often times have built these packages for the threats we know about, so that whether it was to do a flood fight, whether it was to support mass care, whether it was to support commodity distribution or bring in specific equipment, these are the types of things that we have written out. I believe there are over 260 of those missions we have already written out. And that is in addition to the capability NORTHCOM could do in addition to the support we would have from the Federal family for things we had not written one on.

One of the things we try to do in our after-action reports is capture anything that was different that we either needed to adjust that mission or we needed to create a mission support for. So that is a constantly evolving process each time we go through a disaster.

Senator BURRIS. Well, gentlemen, I have naturally been a civilian for so long, coming back into the government. I think the general public has no idea of the preparation and planning that goes into these disaster. And what I am certainly saying as a public official, it is good that I know these things so, hopefully we can get a message out to the people that we are really prepared to assist in these situations, which leads me, Mr. Fugate, to another question.

Are you familiar with what the University of Illinois has with this super computer that they are simulating the tornadoes and the hurricanes, and simulating disasters on these computer models?

I was down at the University of Illinois, which has the fastest computer, Madam Chairman, in the whole country. And what they showed me a demonstration of is a simulated tornado. And they can then study this, and then actually prepare, based on the atmospheric conditions that are taking place and the development of the various winds and velocities, and all the other elements that go to make up a tornado, as well as simulating floods and a disaster, even at the city of Chicago. They have this computer design that, say, if there is a disaster in Chicago, where are evacuation routes.

Do you know of any other facility where this is being studied computer-wise or these simulations are taking place?

Mr. FUGATE. Senator Burris, I know there are a lot of different programs out there. I do not know directly about this, but I will ask my staff to get with your staff so I can be briefed on it, sir.

Senator BURRIS. Yes. We would certainly like to let you know what the University of Illinois is really coming up with in terms of the simulations and the preparations for it.

Senator LANDRIEU. Thank you, Senator.

I am actually aware of a center like that in Louisiana. I do not know if our computers are as fast as yours, but we will see. I think it is; the battle of the computers here between Illinois and Louisiana. But I am very impressed with what several of our universities have done on the heels of Hurricanes Katrina and Rita, and using technology that was there, and building some strategic partnerships.

So let's explore the opportunity because there may be some real expertise out there, Mr. Fugate; I know there is at the University of Lafayette because I have seen it. Perhaps, Senator Burris has a suggestion as well.

I would like to get to my line of questioning if I could, Senator, and we will come back.

I wanted to ask, first, Mr. Fugate, what are your top three priorities? I know you have many, but if you could, for this Subcommittee—because we would like to work with you. We are going to push. We are going to work with you, but push to get the very best systems we can.

So what are your top three priorities as you are stepping in to an agency that has really been on the front line in many ways these last few years? And I am certain that you have discussed this with the Secretary and with the highest levels of this Administration. So would you outline that for us now?

Mr. FUGATE. Yes, ma'am. They are rather broad, they are easy to communicate, and they require a lot of moving pieces, and they are very simple.

My first and my greatest priority is to increase the responsibility of participation of our citizens to prepare for disaster. I truly believe that far too many of us who do not get ready, do not prepare, often times put our most vulnerable citizens in jeopardy as we compete for those needed resources. And in looking at these large-scale type disasters, I know that the more that those of us that can be ready, can be prepared, the more successful the team will be. That is one.

Two. I really have come into this job with the understanding that in our response to the immediate needs to a State and a governor, we need to be focused on the outcome we are trying to achieve and not necessarily look at process. I am challenging the team, as we have been participating in hurricane exercises, to not merely define our response by our capabilities, but define the response by what is needed to support an impacted State and local government, recognizing there are many parts of that partnership.

But as an example, it does not seem to me to be very effective in search and rescue operations that if we are not reaching the injured quickly, that we are mobilizing, staging and assessing, and

it is still 2, 3 days into the event, and we have not reached people, we have not changed that outcome. So I would rather take the approach of let's define what that outcome should be. Let's then work in partnership and say, rather than waiting for a disaster and trying to bring it from the outside, how do we build that capability within those communities, within those States? And then where the Federal Government responds, how do we do that.

But speed and stabilization have to be based upon not what we can build capability to and say that is what the response will be, but look at what could happen and go, if that does, have we got all the parts of the team working together, including our support from the National Guard, from our active duty and reserve components, to achieve that? And not merely go, we are going to incrementally improve something.

I think that starts getting back to the crux of some of your issues that you raised, some of the challenges we had in 2008, such as hospitals that we had not gotten generators pre-planned for. We need to do that ahead of time, because it is not a generator, it is getting that hospital back on line. And that may mean a generator, an electrician, or a mechanic. And if you just look at one piece of it, you did not get the outcome, which was getting that hospital back on line so you do not have to evacuate it. And that is one of the things that I learned and continue to bring forth. So that response, based on changing outcomes.

The third piece—and this is a piece I have seen in much of what you have been trying to get in testimony; it is much of what you have been writing about—is what is recovery? We keep talking about long-term recovery; we keep trying to build it. And I keep walking away from it. I am not sure that all the pieces understand what we are trying to do. And I certainly recognize the Stafford Act all by itself will not achieve what we need to achieve. But if we do not have some focal point that says this is where we are going, then I think we get lost in our housing programs. We get lost in these solutions because they are not really tied to that outcome.

It is a very simplistic approach, but it helps me guide an outcome that I can articulate and begin looking at the variety of resources we have at the Federal level to support State, and that is reestablishing a tax base in a community within a time frame that I would say no greater than 5 years, that equals or exceeds that tax base prior to the event. And this is recognizing you do not want to just take 5 years, but in an event like Hurricane Katrina, where we have so much rebuilding to take place, that it is——

Sometimes people say it may be a simplistic measure, but having been in government most of my life, tax bases are a good indicator of the health of the economy. It tells us how many homes we have. It tells me that businesses are buying permits and people are buying cars. It tells me that I can provide for the services, such as schools and other components. And it gives me a chance to start looking at programs that can come in, such as HUD dollars from Community Block Development Grants, training dollars that come in from the Department of Labor, working with Commerce and other groups and SBA to make sure that—sometimes disasters happen as a community is pivoting economically, and it does not make sense if you do not recognize that just putting it back will

not change the economic outcome, and we still end up with a failure; so looking at something that may not be the best answer in all cases, but from the standpoint of being able to give us a focal point to start driving recovery. Not just merely administering the Stafford Act, but really getting to the point where a community has their tax base in tact, which is a good indicator that they can continue those services that have been successful.

The housing mission, getting schools open, providing public safety, setting the stage for business to thrive, helps me articulate a view that says as much as we work as a team to respond to the governor in a disaster—it is not FEMA. We merely are articulating, on behalf of the President, the team approach of all of our Federal agencies. That approach in recovery was just, to me, one of the things; that you cannot have a great response and not recover is still a failure.

It gives us a better opportunity to start looking at holistically what Federal programs do we already have, what authorities we already have. And even though FEMA may not have those programs, helping provide that focus of the Stafford Act, parts of the program doing what it can, but also bringing in the rest of the Federal family to help a local government and a State re-establish that government, that tax base, which in turn is a reflection that we have been able to achieve these things, such as housing, jobs, and maintaining the community infrastructure.

Senator LANDRIEU. Well, let me say, Mr. Fugate, what you have just outlined is music to my ears. And the people that I represent will be very grateful to hear such a clear and passionate vision of what is needed and, truly, what has been lacking for many years here, and your focus on citizens and empowering them to make decisions that help us make all of this much better, even though these are very difficult challenges, whether it is hurricanes, earthquakes, tornadoes, or great floods.

Your focus on results as opposed to process, I cannot tell you how happy that makes this Senator. And what you just said about trying to define what recovery is because I myself have searched for that, and your focus on defining it as restoring the tax base, either 100 percent or 120 percent, or being satisfied with 80 percent. Whatever we decide it is, at least it gives us a goal that we all know we are working toward. And I think that is a very excellent vision that you have outlined, and I most certainly can appreciate the significance of it.

Let me ask you this question, which I have to bring up to you because it is a very tough issue at home, is the V-zone issue.

Can you take a minute to explain to the country what a V-zone is, how many parts of the country are going to be affected by the Federal Government's current policy on V-zones, and why we are struggling right now with what we rebuild and what we do not rebuild?

I am happy that FEMA released, I think, 60 percent of $33 million or so that we have tied up in this issue which affects the building of fire stations, police stations along the coast of Louisiana, Mississippi. All the coastal communities from Texas to Mississippi to Florida are going to be affected as well as many communities

alongside rivers. And I am going to get a map of the United States with all the V-zones on it so people can understand.

You may find yourself in one of these V-zones. And if a tornado comes, Senator Burris, and destroys areas in the V-zones, the reimbursement that your community thinks they may be getting from the Federal Government is not necessarily going to happen.

So I would like Mr. Fugate to take a minute, and I am going to press you on how we can try to resolve this for our State. But go ahead.

Mr. FUGATE. Madam Chairman, a V-zone is a velocity zone. It refers to the Flood Insurance Program in determining risk, that these are areas that have the highest risk. And we have had, as a policy within the Nation, to direct new growth away from the most vulnerable, most hazardous areas. That is a good policy; it makes sense.

The challenge, though, however, is as we go back and re-map and identify these areas, we are often times finding that we have many communities that were built in the V-zone and historically are there—and as we had developed our policy of passively directing construction out of there and again, not wanting to put new growth there. But when you had a disaster, if something was damaged there, we would relocate.

Well, there are probably opportunities in a small event, where we had only a few homes, that relocation would make sense. But when you are dealing with the challenges we find across the Gulf Coast and other places that, when you look at the new data that would suggest it is a high velocity or a high-risk area, merely using the passive approach of removal and not rebuilding the totally destroyed but allowing repairs to damaged buildings, but mitigating, really did not recognize that we still have to ask the question that as good stewards, we do not want to promote growth in a hazardous area, but if it is already there, can we not look at engineering? And I understand, Madam Chairman, you have just come back from the Netherlands where they do a lot more active engineering to protect property that we would look at as being in a vulnerable zone.

So I think we are reaching a point, where as we come back and we discuss the reauthorization of the National Flood Insurance Program and we look at V-zones, we have the immediate issues you are facing right now in your district that we are working under our current rules and regulations. But also looking at, as we go forward, is it time to recognize that there are many places along coastal communities that are going to face this same challenge in a disaster; that we have to recognize it?

If we are going to allow a repair to occur if we mitigate, why would a destroyed building not also be considered the same factor? And should we not be looking at if we can engineer a solution that keeps the public safe, reduces the future damages, does not commit to new growth in these areas but allows those historical communities to rebuild as they were, but better so they are not damaged. I think that is something we have to ask ourselves as a country. And this will be, again, through your leadership and through the process of Congress, looking at reauthorization that we want guidance on.

But I think we have to recognize that for far too many areas, that a passive approach of relocation only does not provide options that communities need to be able to continue. As you pointed out numerous times, doing an alternative project for a fire station fire away from the community it is supposed to protect does not make any sense.

Senator LANDRIEU. And I want the public to understand the significance of this issue. Right now, we have communities that have been in place for hundreds of years, that are vibrant communities, vital communities, that are shipping communities, that have been designated as V-zones. The current law says FEMA will—you can repair your home, but we will not build a fire station, we will not build a post office. We will not build a library.

So the question then becomes how viable a community can you remain without a fire station, without a police station, without a library? And that is a big question. And when this map is put up, which I do not have today, it is going to show all the V-zones in the country and how many millions of people, millions and millions and millions of people, live in V-zones, which are in this Senator's State. I can promise you this is going to be a major debate on this reauthorization of flood insurance.

As you know, I have a hold on that bill. That hold is going to remain until this issue gets resolved in a way that I believe, or my Subcommittee—I am only one Senator, but this Subcommittee is going to work very close with you to find a rational approach, which is part of what motivated me to go to the Netherlands because I think that they have an extremely rational approach to this issue, which is a whole different system we will not get into at this hearing, but we will have some more hearings on that subject.

I have been joined by my Ranking Member, and I would like to recognize him now because, as I was pointing out, he and I have quite a challenge. And why I love having him on my Subcommittee, when I pointed this map out to him, he said, "And, yes, Strom Thurman was there through most of these."

Senator GRAHAM. He did not miss many of them.

Senator LANDRIEU. So he is ready to work side by side with me.

And let me correct myself. When I pointed out earlier, Senator—the blue is actually the route of Hurricane Rita, which was one of the second largest, I think, storms of all of these, and Hurricane Katrina was the yellow. I said the reverse. And I, of course, should know these patterns better than anyone. So Hurricane Rita was the blue and Hurricane Katrina was the yellow, and this was done before Hurricane Ike. And I am going to put Hurricane Ike up there because it really ran right smack into Galveston. And I am sure you have had some major storms in your time.

But, Senator Graham, let me recognize you at this time.

OPENING STATEMENT OF SENATOR GRAHAM

Senator GRAHAM. Well, thank you, Madam Chairman. That would be interesting modern art, and it is just scary that it represents hurricanes. Hurricane Hugo came through South Carolina and was very devastating.

One, I appreciate the work of the Chairman of this Subcommittee. I have never met anybody in the entire Congress more

dedicated to a cause than you are to this Subcommittee. I am just trying to stay up with you. But South Carolina is certainly in harm's way.

I want to thank all the folks at the State, local and Federal level who help our fellow citizens with disaster. In Myrtle Beach, we had a huge fire. The fire did a lot of damage to Myrtle Beach. And it is not just hurricanes. The Red Cross was there. So hurricanes are what we are talking about today, but coastal communities can be hit in many different ways.

Ron Osborne, the Director of the Emergency Management Division, the Office of Adjutant General, Madam Chairman, could not be here today, but he prepared a report about hurricane preparedness, and I would like to submit it to the record. They are doing an exercise in South Carolina, a major exercise today. But Mr. Osborne is a very smart guy, and I would like to put this into the record and share it with the Subcommittee.[1]

Senator LANDRIEU. Without objection.

Senator GRAHAM. And one final thought. As you talk about—when you go down to the coast of South Carolina, land is obviously very valuable, but there are a lot of minority communities and where do they go? I mean, there are people that have been there, literally, generation after generation after generation, and where do they go and what do they do? For someone that may live in Nebraska or on the upper part of South Carolina where hurricanes are not such a factor, I think we want to make sure that our coastal residents can get help.

I mean, people are not being irresponsible. They are not living in areas for mudslides. I mean, so many people in our country live along the coast, and it is a rich tradition culturally, the Gullah culture in South Carolina, and I want to hang on to it. I want to make sure that we have that rational approach.

So, Madam Chairman, I will help you in any way I can to make sure that when a community is hurt, the community is rebuilt, and that community includes fire stations, libraries and other aspects of a community. Because if you are not willing to invest in those things, you have lost a community, and these communities are worth hanging on to.

Senator LANDRIEU. Thank you very much. Let me ask the General a question if I might.

You said that the exercises that you have recently conducted identified some gaps, General, in the organization between NORTHCOM and the National Guard.

Could you identify for us one or two or three of those gaps that you identified and what you are doing to close them?

General GRASS. Madam Chairman, as we met in South Carolina in February, the first thing we did was we brought together the staff from the National Guard from each of the 11 coastal States. And we sat with the National Guard, FEMA, and then we brought in a representative from Beaufort County, county-level first responder, and then we brought in the State coordinating officer.

[1] The prepared statement from Ron Osborne submitted by Senator Graham for the record appears in the Appendix on page 93.

What we did is we walked through those gaps from how the locals would be responding, how the State would respond. Then the National Guard gave us a lay down by State of where their shortfalls were. Then FEMA came in and explained what capabilities they may be requesting, and then General Renuart summarized the table-top exercise.

I would tell you that the biggest shortfall in this current hurricane season probably is in the brigade structure within the National Guard because of the number of brigades deploying. Even though it is a shortfall in certain regions—and it is not a shortfall across the Nation. So it is a matter of reallocating forces. And the National Guard is working very closely right now with the State's adjutant general to identify those forces that can fill those shortfalls.

So the brigade structure was one area. Another area was the number of rotary wing aircraft that could be deploying. Again, we looked across the States, and there are plenty of assets available. It is, again, identifying those well in advance, who would back up who within the States. And on top of that, we have looked closely at the active component, both Army, Navy, Air Force, Marines, and Coast Guard assets, working with the Coast Guard through DHS to see where their assets would be available as rotary wing would be called into the emergency.

The last area that I would mention that is of concern to us, and we worked closely last week with U.S. Transportation Command, DHS, FEMA, Health and Human Services, and the Veterans' Administration, is aeromedical evacuation. And I think we have improved greatly since last hurricane season on the ability to identify patients that may be moved, how to receive them on the outbound end. And the problem I think that we will face, and we have brought it up and discussed at great length, is the release time of those patients at local and state levels, because if you wait until the last moment, we can only move so many patients.

So we are trying to have our defense coordinating officers working closely with Administrator Fugate's Federal coordinating officers to talk to the locals and give them that time line, and say, if you make the decision 48 hours, here is the number of patients that we can still move and get aircraft in.

Senator LANDRIEU. Now, I am going to ask my staff for the next hearing to design a chart along the Coast from Texas to New York, and indicate how many nursing home patients live within 30 miles of the coast, and I am going to provide those numbers for you. Because, as you know, in Hurricane Katrina, we had the very unfortunate incidents of dozens of patients drowned in those nursing homes. And, of course, it was quite traumatic for the families as well as for the victims, obviously.

I do not think people realize, like Senator Graham just said, how many people live near this coast. And not everyone that lives near the coast has an automobile. Not everyone is well. Not everyone is strong enough or young enough to move out—they have got to have help moving out—or be wealthy enough to afford the several thousand dollars that it costs to leave your home for several days. Even if you manage to just find shelter in a tent, there is some expense associated with that. And I just do not think people have an idea

of this that have not recently gone through what some of our States have gone through.

So that is going to be an interesting focus. And I think that you have identified this MedEvac situation as something with which the National Guard and NORTHCOM can be very helpful. Because, as you know, States do not have helicopters to move their citizens out of harm's way. So it would be helpful to have these Federal assets available to conduct this evacuation.

Senator GRAHAM. General Grass, it is not a question of lack of capacity in terms of overall numbers for the Guard; it is just the resources may not be in the right spot. Is that correct?

General GRASS. Senator, yes, sir.

Senator GRAHAM. And I hear recruiting and retention is pretty good now in the Guard?

General GRASS. Yes, sir. They are over-strength right now.

Senator GRAHAM. How important is the Guard to hurricane assistance in terms of the different agencies involved? How important does the Guard—what role do they play?

General GRASS. I cannot talk for the National Guard being a Title 10 Federal officer right now serving at Northern Command. But I grew up in the Missouri National Guard, so I will talk about my experiences from the past. But they are the first responders in support of the fire departments, the emergency responders, and the governor. And so, they are going to be there first. And it behooves us at NORTHCOM to understand their capability, look at their response times, because if they are successful at the local level, that is less Federal assets that we have to put forward.

Senator GRAHAM. You do not see any need from this Subcommittee or the Armed Services Committee to plus up anything? It is just to redistribute, reorganize what we have got?

General GRASS. Yes, Senator. The Congress has been very gracious with the Department of Defense in our ability to look at what we call the 10 essentials that we use in the homeland, those capabilities that we respond to disasters. And we are coming along very well and improving that capability, especially in equipping of those 10 essentials.

Senator LANDRIEU. Thank you.

Mr. Fugate, would you comment, from your perspective, on the role of the National Guard, whether you consider it to be essential, and how you want to position your organization with it?

Then also comment on the idea about a civilian-ready reserve force that could supplement both FEMA and the National Guard in terms of trained personnel that could be called out in the event of a catastrophic disaster, which, obviously, we cannot maintain on call every day, but it would be nice to maybe have something like that.

Maybe that is partly what the Red Cross is going to do, or maybe that is a role the National Guard can play. But if there is a gap—please comment on the National Guard and then this ready reserve idea.

Mr. FUGATE. Thank you, Madam Chairman. The National Guard is a key component of any State governor's ability to respond to a variety of disasters. They are a force multiplier for the local and State responders.

Again, with your leadership, upon my confirmation, one of my first visits was with General McKinley, commanding general of the National Guard Bureau, having worked very closely with my TAG, knowing that relationship. And, again, we have a very strong Statewide mutual aid system under EMAC. We leveraged that with the National Guard so that as units rotate in and out, we have capability, we identify other States. In addition to that, there is a lot of work done within the TAGs to make sure that things, such as your joint operation center training, that they are ready to go and support each other in a disaster.

So I think it is a good team. It is a key component of our national defense strategy. But most importantly, they are the first of those assets available to governors on that governors' authority, and those governors can request from other State governors additional Guard units as part of their authority in managing a disaster.

As far as the reserve component, there is actually some requirements that have been provided in the Post-Katrina Emergency Management Reform Act for FEMA to build and take our existing structures and build a more professional response force and provide more training and capabilities within our reserve force. And so, we are looking at that.

As far as a standing reserve, that would be something I would like to further research. But I think there are some elements of that that we are already seeing in some of our programs, where we are not creating so much formal reserve processes, but building like community emergency response teams through the CERT training; and in many cases, building capabilities that are more adequately leveraged at the local level by enhancing, through community emergency response teams, through citizen corp capabilities, that people stand ready to help in their neighborhoods and their communities when a disaster strikes.

Senator LANDRIEU. Thank you. General Grass, When you did your assessment of the Joint Task Force, one of the issues that came up was the significance of particularly this coast. I mean, all of our coasts have port assets. That, of course, must be maintained, not just for the benefit of those communities, but the Nation's economy depends—and in some measure you could say the world's economy depends on the continued operations of these major ports.

If you start from Houston and work your way up to Maine, there are many major ports that can be affected. And we saw when Hurricane Katrina hit, one of the largest, by volume, ports in the Nation was shut down for a long period of time, and the oil and gas operations off the Gulf Coast came precariously close to shutting down as well.

Had Hurricane Rita hit Houston, which it did not—it hit close to Houston. It was very interesting, as someone might want to write what could have happened to the price of oil and gas had both the Port of New Orleans and the Port of Houston—and almost all offshore operations at that point would have been shut down for quite some time. That did not happen, but it would be an interesting research project.

But what is your responsibility to the ports to keeping them open, and did you discuss that at your exercise, and could you testify to that point, please?

General GRASS. Madam Chairman, again, working with FEMA—and I will give you an example of what we did during Hurricane Ike last year. We work closely with the Coast Guard through DHS and FEMA. And FEMA requested an amphibious ship be deployed into the Gulf. And the Port of Galveston was devastated by Hurricane Ike, and there was over a hundred obstacles in the channel. And so, the USS Nassau was deployed there.

We have, any given day, two ships on the East Coast and two ships on the West Coast, primarily amphibious ships that can take on rotary wing helos. Also, it is the type that you unload vessels out the back that can respond. And we had Navy Seabees on board that went ashore, and they worked with the locals to try to open the port facilities, again, working at the request of FEMA.

Senator LANDRIEU. Now, you said you have two ships on the East Coast and the West Coast. Do you have any on the Gulf Coast?

General GRASS. No, ma'am, not at this point. But the two on the East Coast would respond.

Senator LANDRIEU. And they are able to get there in time or be pre-positioned in the event you had enough notice?

General GRASS. Yes, ma'am. If we receive a request from FEMA, we are prepared to move those. And as we move those, again, we are looking at the storm path to try to get them as close into a port as we can outside of the storm path.

Senator LANDRIEU. Last question, Mr. Fugate, and I am going to submit several, about pets, about community disaster loans, and other things—trailers, alternative housing. But because my time is short, and because the season is now, and because a storm will hit, this debris removal for local communities is a nightmare, and it causes unmitigated pain and suffering on the part of local officials, that one of the first things they have to do is remove debris. And we had just one headache after another about FEMA's rules and regulations that went something like this.

If the tree limb was more than 5 inches round, you got reimbursed at a hundred percent, if it was 4 inches, you got 80 percent, and if it was 2 inches, you got 30 percent. I am exaggerating a little bit. But for the purposes of this hearing, what has been changed about debris removal in a catastrophic or major storm? What hope could you give to these local officials, that is one of their immediate headaches, trying to just clear their streets, clear their roads so that people can get back? Obviously, with debris there, no one can move. That has to be done. And it seems to me that we keep making mistake after mistake after mistake.

So what can you do as the FEMA director to put a system in place that is clear, easy to use and cost effective? We are not asking the Federal Government to always pick up 100 percent, but we are asking the Federal Government to have clear rules and regulations so the local officials can actually begin the recovery, because without debris removal, there is no recovery.

Mr. FUGATE. Madam Chairman, debris and emergency protective measures are two of those things that I think that we have to make sure we know what the outcome is so we can get there quickly. And that is, to get debris, where, one, we can get access in the community, and, two, we get the debris up so we prevent the problems it creates and we begin the recovery.

There were some successful programs started. There were pilots—I would like to revisit those—that provided a better incentive financially to the local governments and States, who went ahead and developed debris management plans. So they had many of these questions answered, knew what they were going to do.

But I think it is also incumbent upon us at FEMA to make sure that our guidance is providing clear direction without being a process that is so difficult, that as a local official, the only way I can understand it is to hire a former FEMA official as a contractor to explain to me the rules; that I am now having to seek reimbursement from the Federal Government in my time of need.

Senator LANDRIEU. Thank you very much.

Thank you. The panel has been wonderful. I wish we could spend more time, but we will follow up. Thank you all.

If the second panel would take your seats, please. Thank you very much for joining us. I would like to introduce all of you, and then in the order that I do so, you are asked to proceed with your opening remarks.

Our first witness today on the second panel will be George Foresman. Mr. Foresman co-chairs the Advisory Board for the Corporate Crisis Response Officers Association. He is also the former Undersecretary for Preparedness and Emergency Response at the Department of Homeland Security. The Corporate Crisis Response Officers Association is a new organization chartered to identify, train, and engage crisis response officers, as local contact points for the public sector.

So I am, as Chairman of this Subcommittee—and you heard Mr. Fugate say that we look to the private sector for partners. We want to not only look to the private sector for partners, but I want to look to the private sector for better technologies, operations and efficiencies that we can, of course, incorporate into the government response. And we thank you very much for your testimony today. We are anxious to hear your views and perspective.

Next, we will hear from Armond Mascelli. Mr. Mascelli is Vice President of Disaster Operations at the American Red Cross. Mr. Mascelli is responsible for initiating and coordinating the Red Cross' response to major domestic disasters, and managing the organization's disaster logistics, technology and human resource systems.

I understand the Red Cross since Hurricane Katrina has gone through a major reorganization, and we are looking forward to hearing some of the outcomes today.

Finally, last but most certainly not least, Janet Durden, President of the Northeast Louisiana Chapter of the United Way. She served on the coordinating council for Louisiana 2–1–1, but this is actually a nationwide emergency response system that I think can be very helpful in all of the issues that we have talked about this morning.

So, Mr. Foresman, if you will begin. Thank you.

STATEMENT OF GEORGE FORESMAN,[1] ADVISORY BOARD CO-CHAIRMAN OF THE READYCOMMUNITIES PARTNERSHIP, CORPORATE CRISIS RESPONSE OFFICERS ASSOCIATION, FORMER UNDERSECRETARY, PREPAREDNESS AND EMERGENCY RESPONSE, U.S. DEPARTMENT OF HOMELAND SECURITY

Mr. FORESMAN. Senator, thank you very much. I am pleased to be here.

Senator Landrieu, thank you for the opportunity to be with you this afternoon and to talk about the important work of the ReadyCommunities Partnership. We have provided written testimony and respectfully request that it be included in the record.

The ReadyCommunities Partnership is an initiative for the Corporate Crisis Response Officers Association. It seeks to identify and implement best practices that help support improvements in public and private sector disaster response and recovery efforts. This initiative has grassroots, developed by a coalition of public and private sector leaders who recognize that better preparedness for emergencies and disasters could not solely depend on the actions of the Federal Government or, in fact, government alone.

This initiative is centered on a community-based approach that seeks to further galvanize the resources of the public and private sectors to address a large-scale crisis in a community. These two sectors depend on each other on a day-to-day life of a community as they collaborate on how to improve their economic competitiveness, schools, and infrastructure.

The partnership operates under a tenet that the dependency should be just as strong, if not stronger, during a crisis. Yet today, even following Hurricane Katrina and countless other disasters, a widespread cultural belief remains that envisions crisis response and recovery during the first critical 72 hours as being government-centered with private sector engagement limited to those for-profit companies and not-for-profit organizations that deliver essential services, like electricity, phone, debris removal, or disaster aid.

As a result, the broader private sector is viewed as part of the victim population rather than as a potential community of resources to be leveraged to alleviate suffering and speed up recovery, and the communities return to normal.

The ReadyCommunities Partnership seeks to give local, political and business leaders, as well as emergency managers, an additional low-cost tool to improve private sector integration for pre- and post-event crisis management efforts, while simultaneously acknowledging that it must be accomplished in a manner that complements existing government-centered community preparedness initiatives.

Specific to the challenges that we face for the upcoming hurricane season, America's newest FEMA administrator, Craig Fugate, has just provided you with a very compelling update on FEMA's readiness for the upcoming season. I cannot think of a better or more qualified professional to lead FEMA. I will also offer that as someone who has been associated with the field for more than a quarter of a century, Craig and his senior management team are

[1] The prepared statement of Mr. Foresman appears in the Appendix on page 50.

collectively the most diverse, qualified, and hands-on experienced group to ever occupy the senior seats of that agency. This is bolstered by the talented group and its parent organization, the Department of Homeland Security.

It gives me optimism, and it should give optimism to Americans, that the Federal Government is continuing to reform and improve in its ability to support communities and States in dealing with emergencies and disasters of all kinds. But to be fair, however, even with this great leadership team, the Federal Government is but one part of America's preparedness equation. Federal readiness should not imply national readiness. Other parts, local and State government, non-profits, the private sector, and America's citizens, have equally compelling and important roles in all aspects of communities, not just government actions. We need to make sure that the entire community is ready for the hurricane season.

Our recent work with the private sector relative to the flu outbreak provides anecdotal evidence to suggest that private sector preparedness efforts remain inconsistent and not necessarily coordinated with the government officials in communities where these businesses operate. Even with the heightened attention to nationwide pandemic planning, for instance, over the past 4 years, there has been surprise at the number of businesses, large and small, who have done nothing at the assumption that their local, State and Federal Governments will and can do everything when a crisis like a hurricane or a pandemic appears at the front door.

But yet, at the same time, we have seen innovative hurricane preparedness efforts along the Gulf Coast and the Atlantic Coast, between local and State governments, and the private sector, and in States such as Florida. But, unfortunately, these are not replicated across all States vulnerable to a hurricane strike. In light of both, we are left to conclude that, on the whole, community preparedness with the right mix of public and private collaboration and mutual dependence is lacking. This will create unrealistic expectations and requirements for government, and especially for the Federal Government. This Subcommittee knows that with preparedness efforts, leaders make the difference, business and government making the political and economic business case that crisis preparedness is essential to the physical and economic survival.

In light of today's severely cash-strapped communities, States and businesses, there is very little margin for error in terms of the efficiencies applied to how we respond to and recover from disasters. The ReadyCommunities Partnership has seen the value of businesses, large and small, designating a corporate crisis response officer to work hand in hand with government in the preparation for and response and recovery to a crisis. These predesignated contact points, along with pre-event collaboration, enhance the resiliency of a community in a crisis because when something bad happens, the right public and private officials are talking at the right time about the right issues.

Thank you for the opportunity to appear today, and I look forward to your questions.

Senator LANDRIEU. Thank you very much.

Mr. Mascelli, am I pronouncing that correctly?

Mr. MASCELLI. Yes, ma'am, you are.

Senator LANDRIEU. Thank you.

STATEMENT OF ARMOND MASCELLI,[1] VICE PRESIDENT, DISASTER OPERATIONS, AMERICAN RED CROSS

Mr. MASCELLI. Senator, thank you very much. It is an honor to testify before you on behalf of the American Red Cross. We appreciate this opportunity to share with you some of the details on our ability to respond to the challenges that may face the American people during the coming months. Before I begin my testimony, I would like to take this opportunity to thank our new FEMA Administrator Fugate for his work in Florida and to express the appreciation of the Red Cross for his support to our disaster preparedness and response efforts in that State.

For more than 125 years, the Red Cross has provided relief to the victims of disasters, helped families and individuals prevent, prepare for, and respond to emergencies. From single-family house fires to large-scale disasters like hurricanes, the Red Cross works to provide essential life-saving and sustaining services to those in need. We shelter, we feed, we provide critical supplies and emotional support to those impacted by disasters in communities across our country. Our work relies heavily on generous contributions from the public, including donations of time, money, and blood.

Today I will report on our preparations for the upcoming hurricane season.

Our organization on a local and national level operates in a constant cycle of responding to disasters and preparing for the future. Red Cross regularly participates in activities to build capacity, to partner, to plan, prepare, exercise, and evaluate our capabilities.

Spring is a critical time of year for us because, typically, we are responding to tornados and floods in one part of the country, while at the same time preparing for potential demands of the upcoming hurricane season. To meet expected needs, material resources have been pre-positioned in 23 warehouses that we have across the country for easy access and mobilization. We have completed a detailed assessment of our communications equipment inventory and have verified the readiness of our nationwide disaster fleet.

The National Shelter System is ready. It now contains shelter locations and capacity information for over 55,000 buildings that could potentially be used as shelters across this country. The National Shelter System is used for both planning and operational decisions. It records all shelter openings and closings and overnight populations on a daily basis. We have made the National Shelter System available to FEMA and to all the States free of charge. And it is also currently being used by 12 other national non-government partners.

Staffing for disaster operations is also a critical function that requires advance planning. While we focus on the use of local volunteers when possible, we also have a cadre of people trained and available to leave their communities to go to disasters. The number is now 50,000 available to travel, which is a substantial increase from the 23,000 we had available for Hurricane Katrina. These disaster workers are trained for specific jobs, and we are now in the

[1] The prepared statement of Mr. Mascelli appears in the Appendix on page 52.

process of evaluating availability for disaster assignment over the next several months.

Since Hurricane Katrina, in part, as a result of several after-action reports, including one from the Senate Committee on Homeland Security and Governmental Affairs, the Red Cross has focused more resources on coordination with the Federal, State and local government. With support from FEMA, we currently have brought full-time Red Cross representatives into each of the 10 FEMA regional offices, and we also have two additional staff who are working at the FEMA National Headquarters. We have also tasked a staff member to work with the National Disaster Housing Task Force.

During the last year, we have been working with State governments in improving planning; for example, the Red Cross and the state of Louisiana working toward a single unified sheltering plan. Discussions are continuing with the State's Department of Social Services and the Governor's Office of Homeland Security Emergency Preparedness about mutual logistics and sheltering for people with critical transportation needs.

We recently participated, in the State of Florida, in a major disaster exercise with FEMA on a table-top exercise, to model a Category 4 hurricane affecting Savannah, Georgia. We also participated in a recent cabinet-level exercise that dealt with a catastrophic hurricane scenario.

Identifying new and strengthening existing partnerships continues to be a strong priority of my organization. On the local level, chapters partner with local community, faith-based and civic organizations. We have also stepped up efforts to ensure that community 2–1–1 organizations have current disaster information. I would like to acknowledge to Ms. Durden the good work that the United Way has been doing in this area.

In addition, we have cultivated and strengthened partnerships with such diverse groups as HOPE worldwide, the National Association for the Advancement of Colored People, the Legal Services Corporation, and the Tzu Chi Buddhist Foundation. In addition, we have worked closely with the National Association of Judiciary Interpreters and Translators, the Virtual Translation Center, the National Council of La Raza, National Disability Rights Network, and Save the Children. We have also worked with pet rights groups, such as the U.S. Humane Society.

Seeing that my time is short, I will just move on to say that the Red Cross is also involved and continuing to improve our disaster response in a cost-effective way. In an economic turndown, the needs of the most vulnerable are magnified by disasters. At the same time, the donations to charitable organizations are decreasing. Like many non-profit organizations that depend on the generosity of donors, we are faced with financial challenges.

The major disasters of 2008, such as the wildfires in California, flooding in the Midwest, and Hurricanes Gustav and Ike, created expenses that far outpaced donations. We were fortunate that our organization received support from Congress——

Senator LANDRIEU. You could try to wrap up, if you could. I am sorry.

Mr. MASCELLI. With that, I will conclude my presentation, and if you have questions, I would be happy to answer them.

Senator LANDRIEU. Thank you very much. Ms. Durden.

STATEMENT OF JANET DURDEN,[1] PRESIDENT, UNITED WAY OF NORTHEAST LOUISIANA

Ms. DURDEN. Thank you, Chairman Landrieu. It is an honor and a privilege to have this opportunity to be able to speak today on behalf of the United Way and their 2–1–1 system across America. As you are aware, 2–1–1 is an information referral line that connects people to existing community resources, like rent and mortgage assistance, as well as food and utility assistance; however, 2–1–1 plays a vital role in disaster response and recovery. Trained specialists assist callers in times of natural disaster and crisis, providing real time information on shelter locations, food and water distribution sites, and all important evacuation routes. 2–1–1 disseminates accurate information about the crisis and it relieves the very overworked 9–1–1 dispatchers, who are also taking those non-emergency calls.

As you are aware, 2–1–1 was truly a bright spot in a very difficult time in our State in responding to 2005 Hurricanes Katrina and Rita. Prior to the landfall of Hurricane Katrina, the 2–1–1 in New Orleans had to close. Our United Way, the United Way of Northeast Louisiana and Monroe, began taking all the 2–1–1 calls that were directed from New Orleans. Overnight, we expanded from a four-person call center there in Monroe to a 65-person 2–1–1. We had additional support that was outstanding. From 2–1–1 call specialists around America, 25 States sent people to our community, and there were hundreds of local volunteers that responded.

As a result of that, in Monroe, 2–1–1 responded to more than 111,000 calls in 2 months. The call volume peaked at 7,358 the day that Hurricane Rita hit. After 2005, we were even better prepared for 2008. Going into the hurricane season in 2000, we had a partially integrated telephony, a statewide disaster plan, a centralized disaster database, and 24-hour a day, 7-day a week coverage.

2–1–1 Louisiana answered more than 117,000 calls between Hurricane Gustav hitting on August 31 and September 16, 2008. In the peak of that, we were assisted by the 2–1–1 system in California, which was invaluable in expanding our capacity. In an 8-day window, when Hurricane Ike hit Texas in September, the Texas 2–1–1 answered 157,000 calls, an absolutely incredible response. Inland, the aftermath of Hurricane Ike caused unprecedented flooding, as you are well aware, and wind damage throughout the Midwest. The 2–1–1's in Missouri, Iowa, Indiana, and Ohio played significant roles in their recovery efforts.

The 2009 preparation is well underway, and I am pleased to report to you that we have complete integrated telephony throughout the State of Louisiana. Most importantly, we have an extended and enhanced relationship with the Louisiana State government. I am pleased to tell you that we have had both Red Cross, 2–1–1 and

[1] The prepared statement of Ms. Durden with attachments appears in the Appendix on page 58.

the National Guard embedded in DSS for months of planning that have been underway. And third, I would tell you that statewide, we have recruited and begun training response volunteers if called upon. However, there remain enormous vulnerabilities, and I would like to address those.

The current economic crisis has surged the call volume beyond the current capacity of our system in many locations around America. Most 2–1–1's are still in need of critical elements for disaster response. For example, generators, remote-controlled calling ability, telephone service priority arrangements with telephone companies, and of significant concern to all of us are the gaps in services along the U.S. Atlantic coast.

To properly respond to disaster, 2–1–1's across America need to unify technology and standard operating procedure to ensure best responsiveness. Every resident must have 2–1–1 access on any kind of telecommunications device, particularly cell phones. 2–1–1's need a system of national inoperability with each other and other three-digit numbers.

Senator Landrieu, we are in desperate need of the Congress' help to ensure both a reliable response to disaster and to everyday needs. Fortunately, Congress can cure this vulnerability during this session by passing the Calling For 2–1–1 Act before the next event occurs.

Senator Landrieu, we are extremely grateful to you for your steadfast support of this legislation, for your co-sponsorship of the bill, and your ability to deliver on dedicated Federal funding for Louisiana 2–1–1 this year. Thank you again for this opportunity, and I welcome the opportunity to answer questions.

Senator LANDRIEU. Thank you very much. I really appreciate the content of all of your testimony and the thoughtfulness that went into it.

I would like to start, Mr. Mascelli, with questions here to you about these charts,[1] which represents the National Shelter System. I know that this was probably in your testimony in some detail, but could you take a minute to explain.

These are all the, and the only, official Red Cross shelters. And would you describe most of them as school buildings or most of them as churches or places where people worship? How would you describe the shelters if someone looked at that map and said describe the actual buildings that those dots represent?

Mr. MASCELLI. Yes, Senator. You are right in the sense that most of them are public buildings. Part of the criteria when we look at buildings, along with safety construction, etc., is that they have facilities there that could support a population: Kitchens, bathrooms, etc. Schools and churches fill that bill quite readily, so most of them are either churches or schools throughout the United States.

We had the shelters before Hurricane Katrina, but after Hurricane Katrina, we actually put those into a database. So the first time, in a computer base, we could see where they were at short notice, what might be available. And also, when we actually have a disaster, our local chapters will report back to us how many shelters are opening, numbers of people in the shelters, etc.

[1] The charts referred to appear in the Appendix on pages 99 and 100.

Senator LANDRIEU. And the school issue is interesting to me because, obviously, in a catastrophic disaster like the one that we had, and others have had, when people move in to schools for a long period of time, it is hard to actually operate the school. And one of the essential ingredients of recovery for parents with children is to get their children back in school as soon as possible because, then, at least when the children are in school, the parents can go about all the work that they need to do to rebuild their home, their business, etc.

How does the Red Cross approach the use of school buildings in areas that could potentially suffer catastrophic flooding and destruction? And do you have a backup plan in the event that using schools in some areas might not be the best approach in that circumstance?

Mr. MASCELLI. There is right now work being done, but there is a long way from a solution regarding—and you are absolutely right, a place of catastrophic disaster. What happens when you have large numbers of people that are dislocated on a sudden basis for long periods of time? Now, there is the Housing Task Force that FEMA has, that really should be the natural connection from getting people from shelters into some other type of housing. I know that looking at evacuations of people to other areas, that is a possibility, but that has its own trials and tribulations in terms of dislocating large numbers of people to other communities.

So as it stands right now, the options are kind of limited and this does press communities. We feel it quite a bit, particularly when people evacuate from one community to go to another community, and that community would like to get back to normal again. So it is something that, until a solution comes up, a ready solution comes up, for interim housing for large numbers of people, we will still be struggling with that.

Senator LANDRIEU. In the Red Cross' model right now for the sheltering program, do you have a timeframe of 1 week or 2 weeks or 3 days or 30 days? Your sheltering plan is, I know, geared toward immediate, not long term assistance.

Mr. MASCELLI. Right.

Senator LANDRIEU. So what is your explanation today of that?

Mr. MASCELLI. We look at emergency shelters for about a 30-day period. We think after that, for a whole variety of other reasons, that may not be a good environment for a lot of folks. So unless absolutely no other option is available, we would like the sheltering to be within a 30-day period.

Senator LANDRIEU. Mr. Foresman, this is still what I would identify as one of dozens of gaps that I see across the board.

Do you have any comments about any private sector solution that some of your members might be willing to put forward on this particular issue?

Mr. FORESMAN. Well, Senator, I do. I have three points that I would make.

First, I think that part of what you heard in Administrator Fugate's testimony is this whole idea about getting to defining the objective rather than defining the process. And I think that is really critical, and you said it in your opening statement, that part of

it is about how do we link, because disaster housing is very much of a community issue. It is a State issue, it is a local issue.

The Federal Government is a supporter in a lot of different ways, but it is about being able to partner those private sector entities with those local governments, not only in the context of crisis preparedness for the first 72 hours, but what are the innovative solutions, particularly doing large-scale housing operations. And I think FEMA is to be commended for having gotten the task force report out on housing, but we have got to address the broader issue of what are we going to do if, God forbid, we have 200,000 Americans that are homeless again? Because the solutions that we currently have on the table will not solve that for us. And as my colleague from the Red Cross has correctly pointed out, you cannot leave them in schools indefinitely.

The second point, we have seen through a lot of our corporate sponsors, who have engaged in a very active way—Sprint is a very big player in the ReadyCommunities' initiative Previstar. Previstar has provided some technology about being able to identify resources on a more ready scale, for instance, in a local community, not being dependent on the traditional government resource identification, but private sector tools that allow the private sector to put in their resources and make those available to local officials, to the nonprofit community, to a variety of others to be able to deal with it.

The final comment is this, Senator. We have been wrestling with a model of disaster preparedness and recovery in this country for the past 25 years that, apparently, is not good for catastrophic events. What you heard in the last hour with Administrator Fugate's testimony and his vision, what you are hearing from the colleagues of 2–1–1 and from the Red Cross and the United Way is 21st Century thinking for disaster response and recovery. That is what the ReadyCommunities initiative is about. Let's not put it all on the back of government to try to be everything to everybody in the midst of a crisis. Let's truly take a community approach to a community problem to deal with a crisis event.

Senator LANDRIEU. Thank you very much. And I want you to know that I agree 100 percent with what you said, but I also would stress that it is important for the Federal Government to be able to function, and to function efficiently and well. Because when it does not, the other parties, whether they are private sector or nonprofit or States or locals, have that much more of a difficult time.

So you are correct. The focus of this hearing is, is the Nation ready, not just is FEMA ready or Homeland Security ready or the Federal Government ready. Is the Nation ready? But it is important for, at least, the Federal framework to be clear. And I think the vision that Administrator Fugate—and I happen to agree with you about the quality of people now in these positions. If any team could get it done, this is the team that can, with our support and, of course, a lot of other people's input.

Mr. Mascelli, let me ask you this about the Red Cross. I know Congress just appropriated a significant amount of money for the Red Cross, which maybe is not unprecedented but it is not usual.

Can you comment on the financial stability right now of your organization and what resources you have to address this pending hurricane season?

Mr. MASCELLI. Yes. We did receive an appropriation from the Federal Government. We are in the process of drawing funds through the Federal Emergency Management Agency, which is the executor of the grant.

Senator LANDRIEU. And how much was that?

Mr. MASCELLI. One hundred million dollars total. And we are in the process of drawing from that reimbursement for expenses for the last hurricane season, and it continues until the end of this fiscal year, Federal fiscal year.

In addition to that, we have taken a number of activities to basically come within budget, and looking at our finances. And part of that is we have restructured our organization fairly substantially, our national headquarters, and then with our chapter structure to reduce cost. And we are still in the middle of that at this point. In addition to that, an aggressive fundraising campaign to get out even in this time of economic instability, to be able to raise funds when we have these big disasters on an ongoing basis.

So we believe that the combination of cutting back and restructuring the organization, reducing expenses, aggressive fundraising, and then the use of the appropriation, that we should balance our organization. We do project for our next fiscal year, which begins July 1, 2009, that we will have a balanced budget and we will proceed on that basis.

Senator LANDRIEU. Thank you. What is your operating budget?

Mr. MASCELLI. I would have to get back to you. Counting the biomedical services, the blood services, it is a little over $3 billion.

Senator LANDRIEU. Ms. Durden, can you comment about the bill that we are moving through Congress? And, again, just hit what the two or three most important parts of that legislation are for supporting a national network, basically, of volunteers in large measure—it is led by staff but leveraged by volunteers—that would provide not only the operations, but the training necessary to provide that backup communications, so essential in disaster, really, of any size, for small disasters. And as Mr. Fugate said, if it is your roof that is gone, it is not a small problem for you.

Tell us again about the specifics of what you see as the benefits of that legislation.

Ms. DURDEN. The Calling for 2–1–1 Act, Senator, is critical. And I think the first point is that only 80 percent of our country has access to 2–1–1. There are 23 States in America that will have a hundred percent coverage as we are in Louisiana, but that is 25 States, counting—including Puerto Rico. I think there is a map that shows that.

Senator LANDRIEU. If the map could be put up there. So the full coverage is in——

Ms. DURDEN. The full coverage is in green.

Senator LANDRIEU [continuing]. Green. And then the blue States are——

Ms. DURDEN. Eighty percent is the dark blue.

Senator LANDRIEU. OK. And then the red States are——

Ms. DURDEN. The red States are where 2–1–1 is in development. And I think it is particularly concerning that there are gaps along our Gulf Coast, all the way up to Delaware, Long Island, New York; rural Georgia; North Carolina; and the Panhandle of Florida

are some of those areas where there are gaps, and that is of significance.

Another factor that this authorization bill would allow us is the telephony capacity to be connected. We are very blessed in Louisiana that there were donors that gave after Hurricane Katrina that enabled us to have Voice Over IP. And that gives us the opportunity, with the flipping of a switch, to move it around. And that is an absolutely incredible opportunity, but that is very rare in our country. And so, the capacity through technology is just critical.

Senator LANDRIEU. If you could take that down, if you would just a moment, and leave the state issue——

Ms. DURDEN. The map.

Senator LANDRIEU [continuing]. The map.

Am I seeing that New York has some serious gaps in that very highly urbanized area there? You are shaking your head; New York, New Jersey.

Is that Pennsylvania?

Ms. DURDEN. That is correct.

Senator LANDRIEU. Pennsylvania. And then is that Kentucky?

Ms. DURDEN. South Dakota, Arizona, and Wyoming.

Senator LANDRIEU. OK, the western States. But on the eastern seaboard—and the reason that I raised this issue at this hearing in the beginning of this season is that the predictions that I have seen, or the feeling about this season, because the storms have been so intense in the Gulf, there is some sense that this is the East Coast's time. And I just need to reinforce that I know that people in the northeast have not had a storm in a long time, but there are some significant studies that show what will happen if they do, and it is not a pretty picture.

In 1938, there was a major storm that hit Long Island, and you can just understand and think about what the population was then, but what it is today, 70 years plus later.

Are you testifying that actually in that part of that highly urbanized area, that there virtually is no method outside of your 9–1–1 system which you would use to report an emergency? In terms of where you could go get a shelter, where you could get a voucher for an apartment, where you could get a meal for your child, that is basically the service that you provide?

Ms. DURDEN. That is correct.

Senator LANDRIEU. And you are absolutely right. I think it speaks to the urgency of this Calling for 2–1–1 Act that you are supporting. And I have to tell you that we know that was never more vividly described or illustrated than after September 11, 2001. The State of New York did not have it; the State of Connecticut did. And the documented difference in the response in that very urbanized region of our country was vivid, and 2–1–1 was very successful in their response in the state of Connecticut. And it is well documented, the concerns that occurred in New York following September 11, 2001.

I just want to mention for the record, that in 1938, a Category 4 hurricane struck Long Island. It destroyed 75,000 buildings and displaced thousands of residents.

For these highly, densely populated areas, if you do not have a number to dial to get information, if your electricity is severely compromised, if you do not have the right sheltering plans, and if the only FEMA housing plan is still what it is today, FEMA trailers, we are in for a very serious situation here. And that is why this Subcommittee continues to work. And we will continue to work, but it is just a matter of time. And I do not know how much more I can do personally to impress upon people how real some of these gaps are and what catastrophe lies ahead should a Category 5 or 4, or a very powerful 3, slam into one of these very densely populated urban and low-lying areas along this coast.

So having said that, we have just a short amount of time. If there is anything that you want to add—I have probably one or two more questions.

Is there anything, Mr. Mascelli, you would like to add about how you are going to shelter several million people?

Mr. MASCELLI. Yes, ma'am. I would just like to just reinforce what you said about the major metropolitan areas and the level of capacity and preparedness in the area. It really—these catastrophic disasters are an animal unto themselves, something that, fortunately, we have not experienced until recently.

There is a great deal of work that needs to be done, particularly in those areas. We seem to do OK on the recurring disasters at a certain level, and those happen on a regular basis. But when we get to these catastrophic events, large populations affected, large dislocation, it affects the whole country, the economy of the country, the people, the psyche of the country, etc. So it is something that keeps us concerned on a consistent basis.

Senator LANDRIEU. And just for comparison, not to really beat a dead horse here, but it has been something that as a Senator from Louisiana and the lead spokesperson for the Gulf Coast on this issue—I have to say that with the terrorist attack in New York, which was just a horrible and a totally different kind of event—that there were a confined number of buildings that were destroyed in a very confined space. And while it was a disaster that rocked the world, most of the people in New York and Washington, DC on that night went to sleep in their own homes. And there was a small percentage of people led by Rudy Giuliani and all the rest of a very small group that were focused on this particular thing. I mean, hands on, the whole world watched. But that night in New York and New Jersey and Connecticut, I mean, almost everyone was in their own bed.

That is the difference between what happened there and what happened in Hurricane Katrina, where that night of the storm, 2 million people were somewhere other than their own bedroom. And I do not think the country understands what is going to happen if this happens in New York or New Jersey or Connecticut or Pennsylvania, or Virginia; I mean, anyplace. And I think that people think that they are not going to be impacted by a Category 5 hurricane. I think they think that they have built buildings strong enough to withstand them, but I beg to differ.

So I will continue to make my voice heard to the President and to the leadership, and hope that we get through this storm season without facing a Category 3, 4, or 5 in a major metropolitan area,

not that New Orleans is not a major metropolitan area or Galveston or Houston. But a northeast metropolitan area has a lot more density than we do along the Gulf Coast. Because the numbers are just staggering.

And I do not know, Janet, if you want to——

Ms. DURDEN. I do want to, first of all, thank you for your sense of urgency. And I want to give you an update regarding this critical issue of the urban parts of the northeast. New York City has excellent coverage of 2–1–1, but because of the economic condition of many of our States, specifically New York State has had to cut their funding of 2–1–1. So you are absolutely on point as you talk about that urgency in those metropolitan areas.

The other comment I would make—and you know this so vividly. But while you did an outstanding chart that shows the 73 percent growth in call volume in a 2-year period, I think the public needs to understand those 14 million are people. And during Hurricane Katrina, those were people whose lives were being saved by the volunteers and the staff on the phone of 2–1–1. We did rooftop rescues. We did connecting people to the appropriate governmental entities. And the most vivid example happened with someone you know quite well. Joe Thomas' wife, Robin, was serving as a volunteer, and took a call from a man who went back into his home and found his mother's body. There was no one for him to call but 2–1–1.

I think that your urgency to continue this funding and this legislation speaks to the need of American people, and I want to thank you for that.

Senator LANDRIEU. Thank you very much. Any closing comments?

Mr. FORESMAN. Senator, I just want to make—also add the thanks to it. Having spent a few years doing this, I have gotten pretty good at realizing that there has not been a lot of advocacy on the Hill, consistent advocacy, on the issues of disaster response and recovery. And to your point—and one of the things that we have seen with the ReadyCommunities initiative is——

I know you are focused on hurricanes. That is your constituency, that is your geography, that is one of the biggest threats that you have faced. But we have, over the course of the last 60 days, had a little bit of a shake in the Los Angeles region. We have had a scare from pandemic. And I think the one recognition and the one thing that I very strongly encourage you to do is let's make this about the need for better capabilities to deal with catastrophic events, particularly housing, irrespective of what the cause is. Because as the Senator from Illinois pointed out, he is more concerned about tornados or dorados, or whatever we are calling them, or microbursts, these days. And we have got to make sure that we are resonating the argument with the people who are hearing them.

Senator LANDRIEU. Well, thank you. And I will tell you what I am going to do because I do want to support the point that you just made. I am going to call a hearing for earthquakes particularly. And I want to show a film in this Subcommittee of what is going to happen when an earthquake, a major earthquake, hits not just California but also Memphis, which is vulnerable. And I am going

to use the risk assessment that has been done by our risk managers to show the likely disasters, based on their scientific information.

This is not just what Senator Landrieu thinks might happen. This is what our government and scientists believe is probable to happen. And what this Subcommittee is going to do is to try continuously to show those probabilities and the gaps in response capacity to what we are predicting is going to happen. And as we work, I realize there are other priorities of the government. This is not the only priority of the government. But having represented people who live and survive through a catastrophic disaster, it is hard to tell them that there is another priority.

That is what is going to happen. I mean, for the 2 or 3 or 4 million, or 5 million, or 20 million people that are caught up in it at the time it happens, it is very hard to tell them that there is a higher priority than giving them a meal, a shelter, a potential job, a place to return. And it becomes a very significant issue for any country, whether it is China or India or other countries that we have seen go through some horrific catastrophic disasters. And it is just a matter of time until some of these predictions happen. And I would like to say we are ready, but I am telling you we are not, in any number of areas that we have heard about today.

So thank you all. I think we will bring the hearing to a close. The record will remain open for 15 days, and we urge anyone, either here or listening, to submit any information that will be helpful to our Subcommittee, and we thank you very much. Hearing is adjourned.

[Whereupon, at 3:55 p.m., the Subcommittee was adjourned.]

APPENDIX

DEPARTMENT OF HOMELAND SECURITY

FEDERAL EMERGENCY MANAGEMENT AGENCY

STATEMENT FOR THE RECORD

W. CRAIG FUGATE

ADMINISTRATOR

ON THE

PREPARATIONS FOR THE 2009 HURRICANE SEASON

BEFORE THE
SUBCOMMITTEE ON DISASTER RECOVERY

U.S. SENATE

June 4, 2009

INTRODUCTION

Senator Landrieu, Ranking Member Graham and Distinguished Members of the Subcommittee on Disaster Recovery; it is a privilege to appear before you today on behalf of the Department of Homeland Security (DHS) and the Federal Emergency Management Agency (FEMA) to discuss the Agency, its accomplishments and challenges during Hurricanes Gustav and Ike in 2008, and its preparations for the 2009 hurricane season. We appreciate your leadership and commitment to working together as a Nation to build, sustain, and improve our capability to prepare for, protect against, respond to, recover from, and mitigate all hazards.

As you know, the Post-Katrina Emergency Management Reform Act established new leadership positions and brought additional functions into FEMA. It has allowed the Agency to continue to strengthen our relationships with Federal, State, Tribal and Local partners and other members of the nation's emergency management community, and has significantly contributed to increasing FEMA's operational capacity to manage all aspects of disasters and emergencies and more effectively support our customers. I commit to continuing to build and empower FEMA, and to continue to improve our ability to meet the needs of the American people in times of disaster. With the help of FEMA's skilled and dedicated staff and our DHS and Federal colleagues, key partnerships with State, Local and Tribal governments as well as the private sector and voluntary agencies, and the support and oversight of Congress, we will meet the challenge.

Building strong and operationally integrated partnerships is paramount to our success. I know how important States, Localities and Tribes are at the front end. They are the first responders. They know best what they need. FEMA is there to back them up and to provide them with support. Secretary Napolitano has made clear her commitment to improving intergovernmental coordination and, almost immediately following her confirmation, she issued an action directive on improving ties with State, Tribal, and Local governments. As a former State Emergency Management Director, I well understand and appreciate the necessity for close collaboration, and to this end, I am committed to strengthening FEMA's ties with our partners, and providing increased clarity regarding our respective roles and responsibilities. As a prime example, we are encouraging every Governor to establish a State-led housing task force to ensure that State, Tribal, and Local governments are empowered and able to take the lead in determining the best and most appropriate housing options to meet the post-disaster needs of the residents in their State.

FEMA must continue to aggressively lead an integrated approach to preparedness that authoritatively strengthens the Nation's ability to address all hazards. The preparedness of our State, Local, and Tribal partners – as well as that of the public, who share responsibility in our Nation's readiness - is critical to our Nation's ability to quickly respond to and recover from disasters and emergencies. Responding to disaster must be a multi-pronged, team approach, and we must continue our collaborative efforts to integrate and build capacity and capability at all levels of government, while fully incorporating volunteer, faith and community-based organizations, and the private sector.

In the past year, FEMA and its partners have been able to respond rapidly and effectively to every disaster we have been called upon to support. So far, in 2009, FEMA has responded to 24

major disasters, five emergencies, and issued 24 Fire Management Assistance Grants. These events included severe storms in Arkansas, Kentucky, and Missouri, and record flooding in North Dakota and Minnesota. The feedback from these States has been universally positive. In addition, we have made dramatic progress improving and accelerating ongoing recovery efforts across the Gulf Coast region, and enjoy a stronger relationship with our partners in those States than ever before.

We now face another hurricane season; and while none of us can predict exactly what Mother Nature holds in store for us, rest assured, we are prepared. We are ready to respond to the next disaster, and I am pleased to outline for you the extensive improvements and preparations we have made to ensure our readiness.

INTEGRATED PREPAREDNESS, READINESS AND RISK ASSESSMENT

FEMA continues, through increased emphasis on training and education, to strengthen and improve FEMA's incident management capability. Our Emergency Management Institute conducted multiple Hurricane Preparedness Courses for all of our coastal Federal, State, Tribal and Local partners. The Agency also conducted five courses at the National Hurricane Conference in Austin, Texas, covering the critical areas of:

- Debris Management;
- Emergency Planning and Special Needs Populations (i.e., persons with disabilities, the elderly, persons with limited English proficiency, etc.);
- Mitigation Planning for Local Government;
- Hurricane Readiness for Coastal Communities; and
- Hurricane Readiness for Inland Communities.

I would also like to emphasize that FEMA has developed and offers over 30 online courses designed to help all audiences better prepare for disaster situations. We have also partnered with the Communications, News, Equipment, and Training program or COMNET through the National Terrorism Preparedness Institute to update an online Hurricane Preparedness module that has been completed by over 27,000 emergency managers from across the Nation.

To enhance the Nation's readiness posture and help ensure that both the National Response Framework (NRF) and National Incident Management System (NIMS) are fully embraced and implemented by emergency management practitioners at every level of government, FEMA has conducted a series of national level exercises. These have included recent Assistant Secretary-level and Cabinet Secretary-level exercises that enabled top leadership to tabletop and discuss the critical dimensions of a catastrophic hurricane scenario. The Agency is also supporting a 5-day hurricane preparedness exercise conducted in Florida, as well as providing support to a Louisiana State Emergency Management Center hurricane preparedness functional exercise. To further support Louisiana, FEMA provided Homeland Security Exercise and Evaluation Program training to State exercise planners to help them develop and evaluate hurricane preparedness exercises. We are also supporting the Honolulu Senior Leaders Seminar and associated

functional exercise. These represent just a handful of the readiness-partnering activities in which FEMA is and will remain engaged.

To further improve our readiness posture, FEMA has established additional pre-coordinated contracts with key sources of private sector support, and we currently have approximately 75 such contingency contracts in our inventory. By establishing these contracts well in advance of an event, competition is used to the fullest extent possible. This allows FEMA to announce these procurements, allows vendors ample time to develop proposals, allows FEMA to rigorously review and evaluate vendor proposals, and lastly, allows FEMA to provide vendor debriefings on the proposals received. Contracts of this type have already proven their operational value. In response to Hurricane Gustav, FEMA activated pre-coordinated ground and air ambulance evacuation services, rail evacuation services, and housing inspection services contracts. In May 2009, FEMA awarded four new Individual Assistance Technical Assistance contracts. For the first time, these contracts have been awarded on a regional, or sector, basis, allowing the individual contractors to better focus their planning, and thereby achieve a higher level of contractor preparedness. During Hurricane Ike recovery efforts, we found that the previous contracts did not produce the desired level of expediency; however, the new sector-based contracting strategy, with its regional focus and built-in readiness requirements, such as pre-approved coordination, playbooks and subcontracting plans, should give us the results and flexibility we need. We are also revamping our base camp contracts to shelter first responders and emergency workers, making them modular and scalable, thus enabling FEMA to be better stewards of taxpayers' money. Additionally, we are working on new and improved Public Assistance Technical Assistance Contracts.

On the oversight front, FEMA has made considerable strides in improving the contract management and oversight aspects of its acquisition responsibilities. It has institutionalized the use of Contract Administration Plans to facilitate efficient and effective contract administration and improve the Agency's post-award contract execution. Contract Administration Plans also promote task order competition, ensuring that services are made rapidly available to meet critical disaster response needs, as well as establish consistent enterprise-wide contract administration processes for our Contracting Officer's Technical Representatives across the country. It also documents the agreements between program offices and our Acquisitions Management Division and will serve as a guide for continual actions related to contract administration.

The Agency has also published the Emergency Acquisition Field Guide, which will ensure that contract specialist personnel can quickly, effectively and appropriately contract for goods and services in an emergency situation. The guide defines the critical elements of an emergency acquisition in plain language so that any member of the disaster support team can understand and apply proper procedures. It includes information on purchase cards, program management, and contracting.

With respect to making our nation more disaster resistant, FEMA will continue its transition to a multiyear mapping effort that requires a review of each flood hazard map every five years, to update and refine the data. This revitalized effort will provide sound and far more accurate flood hazard data, align flood map updates with flood risk assessments to support stronger hazard mitigation planning, and enable broader flood risk communications crucial to a National

reduction in flood risk. FEMA is also partnering with State and Local governments to help develop their capability for managing and maintaining their flood hazard data. The Agency has completed a total of eight listening sessions with State and Local governments in order to learn how to programmatically expand the National Hurricane Program and its suite of product and service offerings, as well as improve its method for program delivery and capability development. In addition, FEMA has established multi-year Post Storm Assessment Inter-agency Agreements with the U.S. Army Corps of Engineers to minimize delays in conducting post-storm assessments of technical National Hurricane Program products, such as Hurricane Evacuation Studies.

While the initiatives and efforts discussed above are a critical dimension of national preparedness, FEMA and our Federal, State, Tribal, and Local government partners will only be successful if the public is also adequately prepared. All Americans must play a role in the national preparedness and emergency management process, and all Americans must understand and take responsibility for their role in disaster preparedness. This means that each and every family must ensure that they have a plan in the case of a disaster, a plan that asks and answers such questions as: Where is your rally point? Who will you contact outside of the disaster area to let friends and family know you are ok? Is your family's emergency kit stocked, fresh, and ready to go at any time? Taking this philosophy one step further, we should redouble our efforts to encourage all Americans to be proactive, to include such actions as taking an Emergency Medical Technician course, or learning another skill that may help them and their family if and when disaster strikes. And, if a disaster does impact a community, we should encourage every American to check on their neighbors once their own family is safe and secure.

But personal proactivity begins even earlier. Every individual, family and community must take steps now to reduce their own vulnerability to storms by taking concrete actions to mitigate against the effects of a hurricane. These steps could include modest retrofitting actions such as installing hurricane clips to roofs, placing hurricane shutters on windows, and trimming weakened trees around homes and businesses, to name but a few. Through its Citizen Corps and Ready Campaign programs, FEMA is pursuing grassroots strategies to help ensure that the public is prepared.

DHS and FEMA are also collaborating with the President and our Federal partners to help launch programs related to last month's Serve America Act. FEMA is promoting a range of volunteer service activities that further DHS mission areas, including efforts that build hurricane preparedness.

We must continue to not just encourage, but demand a more robust culture of preparedness in America, a culture in which every American takes personal responsibility for his or her own emergency preparedness.

ENHANCED OPERATIONS, PLANNING AND REGIONAL COORDINATION.

For a more effective and seamless response, FEMA is, with the support of Congress, leveraging an enhanced operational planning capacity to develop vertically- and horizontally-integrated

response plans that comply with NIMS and the NRF. One of my major priorities is to more fully empower our FEMA Regions and our cadre of Federal Coordinating Officers, and operational planning will help me achieve that goal.

Since 2007, FEMA headquarters has hired more than 25 operational planners, giving us the capability to perform sophisticated operational analyses, analyze trends, and improve response planning for both ongoing and future events. These operational planners and other staff have enabled us to meet the HSPD-8, Annex 1 requirements for developing interagency plans for prevention, protection, response, and recovery activities related to the National Planning Scenarios and for augmenting capabilities in the FEMA Regions and Area Offices. With this new staff, there is now greater depth and capability to prepare operational plans and conduct crisis action planning to lead and support a national all-hazard emergency management response. We are also expanding our focus on catastrophic disaster planning using Federal plans that have a regional and national focus. Additionally, these plans will be synchronized with urban area/regional plans developed from the Homeland Security Grant Program to prepare for National-level exercises based on the New Madrid Seismic Zone Plans.

FEMA has also provided regional evacuation planning support to the Gulf Coast and East Coast States. Since 2005, FEMA has significantly improved its evacuation planning capabilities. We have completed a Mass Evacuation Incident Annex to the NRF and a supporting supplement is under development. There has also been greater coordination of medical evacuation and assessment of public health and medical community plans. FEMA is more successfully coordinating medical special needs evacuation planning with the Department of Defense, Department of Health and Human Services, and the States, as evidenced by the successful large-scale medical evacuations from Louisiana during Hurricane Gustav and Texas during Hurricane Ike. Through this coordination with our partners, more than 600 pre-arranged ambulances were available to Louisiana for Hurricane Gustav and 300 of these were quickly transitioned to support Texas for the Hurricane Ike response. Special Department of Defense aircraft were also deployed to help evacuate critically ill patients. For Hurricane Gustav, we implemented the Gulf Coast evacuation plan developed over the past three years in coordination with the State of Louisiana, and helped evacuate more than 2 million people in 48 hours to multiple States using multi-modal evacuation sources, including air, train, and bus. Approximately 2,025 people were evacuated from New Orleans to Memphis on three AMTRAK trains. Air evacuation for an additional 6,104 persons was accomplished on 56 flights from New Orleans to Ft. Smith, Arkansas; Knoxville and Nashville, Tennessee; and Louisville, Kentucky.

FEMA continues to provide technical assistance to at-risk Gulf Coast States for hurricane evacuation and transportation planning. For example, FEMA recently convened a Gulf Coast Contra-Flow Conference to further examine evacuation planning and processes. FEMA partnered with the Department of Transportation, Federal Highway Administration, and 10 States in the southeast, specifically focusing on transportation, emergency management, public safety, and security requirements. We have also established multi-modal transportation contracts (air, rail, and bus) to provide assistance to States to support evacuation.

FEMA is also working with vulnerable States to identify what additional support they will most likely need in the event of a disaster. We are expanding Gap Analysis Program applications to

collect more data on States' resource availability in order to facilitate a timelier and efficient disaster response. The Gap Analysis Program was developed using a consistent, national approach to determine asset gaps at the Local, State and National levels. The initial focus in 2007 was on eight areas: debris, interim housing, sheltering, evacuation, commodity distribution, medical, and communication, and fuel in 18 hurricane-prone States. The GAP has now been expanded nationwide to address all-hazards, with a focus on the following areas: commodities distribution, emergency debris clearance, transportation and evacuation, sheltering/mass care (general population, special needs, and pets), search and rescue, interim housing, fuel and emergency power, medical (with the Department of Health Human Services), and communications. The All-Hazards Gap Analysis Template is now being applied in all 10 FEMA Regions.

FEMA has been conducting and coordinating a large number of 2009 hurricane season preparedness efforts. Federal Coordinating Officers, or FCOs, have been pre-designated for eight high-risk States: Texas, Louisiana, Mississippi, Alabama, Georgia, Florida, South Carolina, and North Carolina. Working with the States and territories, FCO-led teams help develop and improve Local plans that identify and address gaps in capability, as well as ensure effective and unified incident management. These FCOs also participate at State and regional workshops and tabletop exercises and are participating in the regional hurricane conferences in Texas, the Gulf Coast, Florida, mid-Atlantic and the Caribbean, as well as at the National Hurricane Conference.

But our efforts don't stop there. FEMA is collaborating with hurricane-prone States to develop up-to-date 2009 State emergency communications plans to improve survivability, interoperability, and interoperable of disaster emergency communications during hurricane response. FEMA, along with its Federal, State, and local partners, will develop and implement non-traditional forms of communications for warnings and notifications to the public in order to provide for the widest dissemination possible and reach members of the special needs population who are often underserved in emergency situations due to use of only traditional forms of communication. To this end, accessible communication formats and alternate, relevant languages will be employed. FEMA's support to State and Local governments was evidenced during responses to the numerous hurricanes in the Gulf Coast in 2008. We have also established Regional Emergency Communications Coordination (RECC) Work Groups in a majority of the Regions to facilitate communications planning and response capabilities, and are currently completing upgrades of communications equipment on response vehicles. In addition, FEMA is increasing public messaging on preparedness, evacuation and sheltering plans and developing region-specific playbooks to address such items as organic capabilities, shortfalls, environmental and human threats and catastrophic risks, and planning tools to meet emerging requirements.

FEMA also recognizes the value of social media tools to help the public prepare for and respond to disasters. Tools such as Twitter, Flickr and YouTube are increasingly used by emergency responders, citizens and mass media to gather information and disseminate emergency messages. For example, FEMA has been using Twitter since October, 2008 to offer information about the agency's mission, efforts and perspective. The Agency also launched its YouTube page www.youtube.com/fema in 2008 to provide stories about how its programs work in communities nationwide as they prepared for, respond to and recover from disasters.

In May 2009, FEMA hosted more than 150 representatives from 20 federal agencies at the Government Web 2.0 Best Practices Workshop. The focus of the workshop was to identify workarounds for roadblocks specific to federal communications, as well as to demonstrate initiatives many federal agencies and departments are pursuing to better communicate with partners and the public through social media / web 2.0 tools.

The Agency has strengthened its operational capabilities with Incident Management Assistance Teams, or IMATs, and stronger regional operations. This year, FEMA has IMATs standing by and ready to respond to disasters, or the threat of disasters, at a moment's notice. These teams are full-time, rapid-response teams able to deploy within two hours of notification, and be on-scene at an incident within 12 hours.

IMATs support the State and Local incident command structure through a unified command, coordinate Federal response activities, and provide information about the situation and current conditions to FEMA leadership. Two national-level and four regional-level teams are now operational. The National and Regional IMATs were instrumental in providing on-scene situational awareness during the 2008 hurricane responses. All existing IMATs at the time were deployed to support the responses to Hurricanes Gustav and Ike. Critical on-scene command, control, and communications support was provided by IMATs for Houma, Louisiana government officials and the Mayor of Galveston, Texas during last year's hurricanes. Additionally, Urban Search and Rescue Task Forces were deployed for hurricane responses and supported search and rescue missions, leading to more than 3,000 rescues in both Louisiana and Texas.

FEMA continues to improve coordination and connectivity with interagency, military, and DHS partners through upgrades to our network of operations centers, such as the National Response Coordination Center, the Regional Response Coordination Centers, and the FEMA Operations Center. These operations centers coordinate and sustain response operations; maintain situational awareness and a common operating picture; facilitate information sharing between FEMA and non-FEMA entities; and provide internal and external stakeholders a consolidated, consistent, and accurate status of ongoing incidents, responses or potential events.

Additional disaster operations preparations for 2009 Hurricane Season include:

- The completion of the Federal Interagency Hurricane Concept Plan and conduct of a tabletop exercise;
- Upgrades to communications equipment on Urban Search and Rescue vehicles and the completion of training on these new capabilities;
- The completion of Regional Hurricane Plans;
- Frequent interagency hurricane preparation meetings;
- The coordination of evacuation planning with DHS to develop capabilities for moving patients and those with special needs;
- The coordination of more refined Pre-Scripted Mission Assignments to better facilitate disaster response support from other departments and agencies.

IMPROVED ASSISTANCE TO AFFECTED AREAS AND POPULATIONS

Under recovery, FEMA is focused on providing assistance in an easily accessible and coordinated manner through simple and effective delivery mechanisms, while also minimizing opportunities for waste, fraud, and abuse. We have expanded our capability to register those in need of aid, and have multiple mobile registration centers that can be deployed to help register disaster survivors who are without access to phones or computers.

In January 2009, FEMA released the National Disaster Housing Strategy, an achievement due in no small measure to this Committee's steadfast leadership and advocacy. For the first time, the Nation has a document that organizes the many planning and operational elements and considerations of disaster housing within a single strategic framework. It is intended to provide a common set of principles that will allow all housing stakeholders, at every level of government, to more effectively employ available resources to meet the needs of disaster survivors. Further, and perhaps most importantly, this Strategy recognizes and reinforces the need for all parties to plan and operationally prepare to play a much greater role in the disaster housing continuum, including the need for States to take the lead role in defining appropriate disaster housing strategies. To this end, on April 6, 2009, then Acting Administrator Nancy Ward appointed Jack Schuback as the Interim Executive Director of the National Disaster Housing Task Force. While serving in this role, Jack will work with the Department of Housing and Urban Development (HUD) to lead the interagency implementation of the National Disaster Housing Strategy, to include leading national-level disaster housing planning and preparedness efforts. The National Disaster Housing Task Force, as required by the Strategy, is currently finalizing an implementation plan and is hard at work on an initial concept of operations plan.

In April, we released the 2009 Disaster Housing Plan, which describes the specific actions that FEMA will take this year to support State, Tribal, and Local officials in meeting the housing needs of disaster survivors. The plan outlines, for all levels of government, FEMA's framework for commencing a disaster housing mission and it strongly encourages joint planning for disaster housing needs well in advance of a disaster. State-led Housing Task Forces will play a crucial role in shaping an appropriate response. FEMA regional offices are currently working with each State or Territory within their region to establish these State-led task forces. Moreover, we are also finalizing an interagency agreement with the U.S. Army Corps of Engineers, enabling them to more adeptly support FEMA housing missions.

Department of Homeland Security Secretary Napolitano is committed to partnering with the Department of Housing and Urban Development to explore opportunities to more expansively engage in and collaboratively support the Federal disaster housing mission. We are working to better align our roles and responsibilities in support of our State and Local partners, which will allow FEMA to focus on the immediate, emergency needs of disaster survivors such as sheltering and interim housing, with HUD employing its expertise in public housing to assume a much greater role in long-term disaster housing. This expertise includes, among other things, providing technical assistance and information on housing opportunities and low-income housing, and determining the accessibility of housing for persons with disabilities through

physical surveying. This alignment of responsibilities is reflected in the National Disaster Housing Strategy.

Should a direct temporary housing mission in support of our State and Local partners arise this hurricane season, FEMA is prepared. We have contracted for new low-formaldehyde travel trailers that will meet FEMA and State standards for indoor air quality and which are superior to any available commercially. We are also contracting for low-emission park models and mobile homes, and expect to award the same in the near term. According to the Centers for Disease Control and Prevention, FEMA's air quality standard for direct housing units is comparable to indoor emissions levels found in conventional U.S. homes. Formaldehyde can be found in almost all indoor environments and is commonly used in manufacturing a variety of building products, home furnishings, textiles, medicines, and cosmetics. Construction specifications for FEMA direct housing units have been revised to remove the use of formaldehyde emitting building materials and ensure increased air circulation in units. All housing units are subjected to third party air quality assurance testing prior to acceptance by FEMA. In partnership with the Environmental Protection Agency, the Department of Health and Human Services and its Centers for Disease Control and Prevention, and the Department of Homeland Security's Office of Health Affairs, FEMA will continue to seek medical and environmental expertise as necessary to ensure that the health and safety needs of disaster survivors are being met.

In the event of a catastrophic disaster, the Agency is establishing a Temporary Manufactured Housing Unit Supply Contract, which will provide FEMA the ability to sustain disaster housing operations. To expand the Nation's disaster housing options, we are presently analyzing new and innovative forms of alternative housing, and six prototype units have been erected, for controlled testing and evaluation, at FEMA's National Emergency Training Center campus in Emmitsburg, Maryland.

FEMA will continue to ensure effective recovery and disaster assistance programs that balance the assistance needs and desires of the States, communities, and individuals with the Agency's need to serve as good stewards of taxpayer funds. My goal is to ensure that FEMA's Stafford Act authorized grants and technical assistance programs become a model of effectiveness and efficiency. FEMA will take a fresh look at its underlying authorities and pursue opportunities to improve administrative processes and policies to better match State, community, and individual needs while still safeguarding against duplications of payments and preventing waste, fraud, and abuse.

On the disaster application front, FEMA, in collaboration with a number of Federal partners, simplified and unified the application process for disaster survivors. We have expanded our capability to register those in need of aid by providing mobile registration centers that can be on hand to help those without access to phones or computers, while also strengthening our ability to detect and limit fraud and abuse of the assistance programs.

Additionally, FEMA has undertaken many initiatives to improve implementation of the Public Assistance Program. We have established a Public Assistance Steering Committee comprised of senior Public Assistance staff in each of our 10 regions and 10 State representatives. The purpose of the committee is to serve as the Board of Directors for the Public Assistance Program,

develop the vision, strategies and policies to ensure efficient, effective and consistent implementation of the program. We are also exploring innovative new approaches to speeding up Public Assistance decisions. In Louisiana, to expedite public assistance determinations, we have created a high-level Decision Team to expedite final decisions for approving project scopes and eligible work costs for disputed Public Assistance projects between FEMA and States. Two new joint review teams have been created, comprised of FEMA and State personnel, and they have been successful in quickly and fairly resolving a large number of disputes. These teams have increased transparency and promoted closer coordination between the Agency and our Louisiana partners, and we are likely to replicate these teams when necessary in the future.

Moreover, we continue to work with Federal, State and voluntary partners to build a robust system for evacuation, sheltering and housing, including our collaboration with the American Red Cross to implement the National Shelter System. We are also working with the American Red Cross and other voluntary organizations to ensure that plans, resources and protocols are developed and ready to be implemented during the 2009 hurricane season. The American Red Cross has hired and deployed mass care planners to FEMA headquarters, regions and the Pacific and Caribbean Area offices. FEMA is also finalizing feeding templates with the American Red Cross and other voluntary organizations to be used to support State feeding plans. Additionally, the Agency is completing contracts with food providers that are used by the American Red Cross and other voluntary organizations to ensure that adequate and appropriate commodities are made available to support their relief operations.

FEMA, in partnership with several States that have hosted evacuees, has developed an evacuee support planning guide and concept of operations template. This guide reflects the lessons learned by FEMA, States, and local governments since Hurricane Katrina. It will be a valuable resource for States undertaking planning for large scale mass care operations. In July 2006, FEMA published an interim rule which allowed the Agency to reimburse States, federally-recognized Indian Tribal governments, and local governments for sheltering and evacuation costs incurred to assist individuals displaced by a declared event that occurred in another State. In response to Hurricane Gustav in August 2008, FEMA had the opportunity to test the effectiveness of the interim rule. Based on lessons learned from that disaster, FEMA is updating the regulation and policy for host-State sheltering, as well as revising the Standard Operating Procedures and Frequently Asked Questions guide with input from the States and other stakeholders.

We continue to strengthen and refine the National Emergency Family Registry and Locator System, as well as the National Emergency Child Locator Center, to help those who are displaced after a disaster quickly find their loved ones. In addition, we are in the process of executing a cooperative agreement with National Center for Missing and Exploited Children. We also have a policy to help those with pets, and we are finalizing interagency agreements with U.S. Department of Agriculture for preparedness support for the household pets and companion animals' mission. We are also strengthening our ties and relationships with faith-based organizations that are often among the first on the ground after a disaster, offering aid and assistance to those in need. And, we are renewing Memoranda of Understanding with 11 voluntary organizations.

In the area of Long-Term Community Recovery, FEMA is working to establish a cadre composed of disaster reservists specializing in the redevelopment and restoration of communities affected by disasters. The Agency is also increasing its readiness to provide recovery planning technical assistance to hard hit communities through a pre-coordinated contract. The cadre and technical assistance contract will enable FEMA to better support communities to organize their recovery planning efforts and to establish plans and strategies to manage the community recovery process.

IMPROVING TIMELY DELIVERY OF GOODS, SERVICES AND TRACKING

FEMA is improving logistics readiness by enhancing our capability to provide transparent supply chain visibility and accountability of disaster commodities. FEMA Logistics fully supports one of the Nation's top priorities to ensure the needs of disaster survivors are met in an effective and timely manner.

In preparation for the 2009 hurricane season, we have reassessed the agency's strategic pre-positioned sites and inventories, restocked our distribution centers to pre-Ike/Gustav levels, and established a Logistics fly-away team for disaster support and tactical supply chain/distribution assistance to the field. In collaboration with the Emergency Management Institute, U.S. Army Corps of Engineers, National Guard, Regional, and at least 18 State partners, FEMA developed a web-based independent study course, video and training manual covering standard national Point of Distribution (POD) operations. The video is downloadable and also easily embedded on the websites of state and local partners. The video, POD guide and online test are available at http://training.fema.gov/EMIWeb/IS/is26.asp. Over 3,300 people have registered for training thus far. The video and POD guide may also be ordered through FEMA Publications (1-800-480-2520) at no cost with over 4000 distributed to date.

Our Logistics team has worked diligently to strengthen its business processes and leverage the best practices by enhancing relationships with both the public and private sector partners through various initiatives for a more coordinated logistics response operation. We are synchronizing Emergency Support Function (ESF) #7/ [Logistics Management and Resource Support] business processes with the General Services Administration and systematically fielding Logistics standard operating procedures (SOP) for disaster operations, to include a new comprehensive Donations SOP. And we have significantly improved FEMA's forward leaning posture by putting in place contracts and interagency agreements to provide an enhanced logistics capability which include:

- Total Asset Visibility to track FEMA and partner-shipped supplies in route to the disaster area;
- National bus and ambulance evacuation readiness;
- Emergency meals and fuel (the Defense Logistics Agency)
- Water (U.S. Army Corps of Engineers)
- Responder Support Camp contract;
- Supplies and services (the General Services Administration);

- Vehicle drivers and fleet management
- Vehicle Maintenance (FEMA-owned and field assets)
- Logistics Management Transformation Initiative (Strategic Planning/Way Ahead)

Currently, all ten FEMA regions have Total Asset Visibility (TAV) system capability to electronically track, in near real-time status, FEMA and partner-shipped disaster commodities. This system has been used to track disaster commodities and resources from FEMA sites during disasters. During the past year, several improvements were identified which will improve FEMA's effectiveness in managing response operations and tracking resources. Additional data sharing capabilities will also be added in fiscal 2009 and 2010 that will improve management of and in-transit visibility over partner shipments.

The Agency has developed a robust implementation plan for the Congressionally-mandated logistics Demonstration Program. The Logistics Capability Assessment Tool, which will better enable State and Local emergency managers to identify logistical strengths and weaknesses and ultimately enhance their readiness. In addition, in collaboration with our State partners, we are developing and refining another highly useful tool called the Resource Requirements Calculator (RRC) which will also assist the States by developing and analyzing key gap information for critical logistical support Moreover, we are conducting logistics Regional Planning Assistance Team visits to FEMA hurricane-prone regions and resource support coordination visits to their respective States, having just recently visited Texas and Louisiana.

CONCLUSION

Madam Chairman, we are taking aggressive and necessary steps to improve our protection and preparedness posture and readiness, and are creating a more nimble and robust response, recovery, and mitigation capability. As Stated earlier, I am confident that FEMA is prepared for the upcoming hurricane season and all hazards events.

I will continue to work to ensure that FEMA and our Federal, State, Local and Tribal partners are able to meet the needs of the American people in times of disaster, and we will continue to work with the American people to help ensure that they and their families are prepared before disaster strikes.

This Agency has made great strides over the last few years, and with the continued help of my skilled and dedicated staff, the engagement of our partners at every level of government and within the private sector, and with your support, I am confident we will continue to improve. I invite each member of this Committee to visit our headquarters, any of our Regions, or any of our field offices, to meet our incredibly dedicated staff and see first-hand the preparations that are underway to prepare for this hurricane season.

Our success depends on all of us. Preparedness is an ongoing process, one that requires collaborative and continuous conversation with, among others, this committee and the American people. Together, we will succeed by working as a team and as a Nation to build, sustain, and improve our capability to prepare for, protect against, respond to, recover from, and mitigate against all hazards.

Thank you. This concludes my testimony, and I am prepared to answer the Committee's questions.

Prepared Statement of
Major General Frank Grass,
Director of Operations, United States Northern Command

National Guard Posture for 2009 Disaster Preparedness and Response

The National Guard stands ready as the Department of Defense (DoD) first responder when hurricanes threaten the United States. Hurricanes may exceed a state's ability to provide response forces for disaster recovery; therefore a regional response is required. National Guard forces can operate in several statuses to provide support when called upon by one of the nation's Governors. The National Guard has the capability to mass state and regional capabilities to respond to a crisis. As a testament to National Guard support to the Nation's domestic emergencies, the NG provided 728,500 mandays for 70 events in 2008 and 100,600 mandays for 35 events so far in 2009.

Coordinated Planning/Policy Development

- Contingency Plans (CONPLANs):
  - National Guard Bureau (NGB) participates in the development and review of all United States Northern Command (NORTHCOM) CONPLANs.
  - NGB has developed internal plans for the following events: Radiological Dispersal Device (RDD), Terrorist Use of Explosives (TUE), Nuclear Detonation (NUDET), National Disaster, Chemical Attack, and Pandemic Influenza (PI).
- NGB National Scenario Response Checklist: NGB has developed checklists for the 8 National Planning Scenarios to provide NGB leadership with key actions and/or critical decisions required during catastrophic events.
- NGB Regulation 500-1 (National Guard Domestic Operations), published Jun 08. Provides policies, procedures, responsibilities, and direction for National Guard domestic response activities.
- NGB Domestic Operations Manual. Published May 08. Provides guidance for training, planning, and preparations for National Guard domestic operations.
- Development of pre-scripted mission assignments (PSMAs). Ongoing planning and coordination between NGB, Federal Emergency Management Agency (FEMA), Assistant Secretary of Defense – Homeland Security (ASD-HD), Joint Chiefs of Staff (JCS) J34 Joint Director of Military Support (JDOMS) and NORTHCOM to identify capabilities and associated costs for use of National Guard forces in support of domestic response operations.

Workshops and Conferences

- Co-hosted the annual Joint NGB-NORTHCOM Hurricane Workshop 16-20 February 2009, Hilton Head, South Carolina. The venue brought local, state, and federal partners together to begin planning and coordination for the upcoming hurricane season.

- Participated in the HQDA-US Army North Hurricane Rehearsal of Concept (ROC) Drill 14-15 April 2009 at Fort Belvoir, VA. The ROC Drill enhanced the preparation and land domain response for the 2009 Hurricane Season through active coordination among key Hurricane Centers of Influence.
- Participated in the National Hurricane Conference, 6-10 April 2009, Austin TX. The conference serves as a national forum for federal, state and local officials to exchange ideas and recommend new policies to improve Emergency Management.
- Hosted the NGB Domestic Operations Conference, 2-6 March 2009, Baltimore, MD. This annual national-level conference addressed macro-level National Guard Domestic Operations initiatives, policies, concerns and lessons learned.

Capability Assessment and Exercises

- Readiness Reporting.
  - Defense Readiness Reporting System (DRRS) implementation. Expect full nationwide National Guard implementation of DRRS by the end of FY09. DRRS provides an integrated/shared readiness picture throughout DoD.
  - Joint Capabilities Database (JCD). An NGB managed product to track National Guard Homeland Defense and Civil Support capabilities and response posture. JCD provides situational awareness of state-level domestic emergency response capabilities.
- Gap Analysis
  - Hurricane Matrices. These were completed at the Annual Hurricane Conference 16-20 Feb 2009, Hilton Head, South Carolina. They identify state National Guard capability gaps and allow coordination for sourcing those shortfalls from adjacent States.
  - NGB continues to work with FEMA to coordinate and counter gaps in capabilities at the state and local level for the upcoming hurricane season.
- Joint, Interagency and National Guard Domestic Operations Exercise Events
  - Empire 09 - Scenario Summary: Two RDDs detonate in downtown Albany to test the response to an RDD and determine appropriate means for utilizing CSTs.
  - Ardent Sentry/Vigilant Guard 09 - Response to major flooding, train derailment (chemical spill), Foot and Mouth Disease, food contamination (anthrax). Multi-State exercise designed to train NG units in execution of HLS and CS missions.
  - Principal Level Exercise 2-09 - Category 4 hurricane striking FEMA Regions I and II. Provided newly appointed senior Federal officials with a forum to review roles, responsibilities, and authorities for the Federal Interagency Concept Plan's six mission areas in preparation for the 2009 hurricane season.
  - Vigilant Guard 2010 - 5.7 magnitude earthquake in western New York with an epicenter near Buffalo, NY. The exercise linked NYNG with local, state and federal agencies and T10 forces during DSCA operations, and EMAC processes.

Summary

The National Guard remains the DoDs first line of response during domestic operations. Continued planning with interagency and other DoD partners provides unparalleled levels of coordination to ensure the right forces arrive in the right place at the right time.

June 4, 2009
Dirksen Senate Office Building
Homeland Security Committee

Madame Chairman, Members of the Committee, thank you for this privilege to speak with you about the mission and approach of the ReadyCommunities Partnership to increase America's domestic response capabilities in the first 72 hours of a large-scale or national crisis.

My name is George Foresman. I am a former DHS Under Secretary and currently an Advisory Board Co-Chair of the ReadyCommunities Partnership.

The ReadyCommunities Partnership, a project of the Corporate Crisis Response Officers Association, is a response to the recommendation of the Gilmore Commission that a larger role must be developed for the private and community sector in local preparedness and response to crisis.

The Partnership seeks to augment local response capability and reinforce local critical infrastructure by leveraging local assets and best practices through public/private partnerships, recognizing that government doesn't have enough resources to care for all of the people all of the time in all places.

Given the abundance of resources and know-how in the private sector, the Partnership is convinced and believes it is imperative that corporate America be engaged in order for America's communities and businesses to remain resilient in the first 72 hours of a large-scale or national crisis.

Toward that end, the ReadyCommunities Partnership is developing the Prepared Nation Initiative that strongly urges individual Americans and business leaders to take three important steps to improve community resilience:

Step 1: Americans should firstly help themselves by, if you will, putting the "oxygen mask" on themselves first so that they are not a burden to others and can help themselves and their community. This means that each American must take responsibility for choosing and implementing a personal and family preparedness plan such as those developed by Ready.Gov and the American Red Cross.

Step 2: American business must support volunteer responders and critical sector employees by caring for their families especially including the vulnerable and those with special needs in times of crisis in order to augment local response capabilities during the first 72 hours. This act alone can make a substantial difference. At the University of Texas Medical Branch in Galveston, Dr. Karen Sexton took responsibility for her employees and patients in an unprecedented fashion during Hurricane Rita to lead the nation's greatest hospital evacuation and return to date in America's history without loss of life.

Step 3: Americans should help their community in that each business should identify a Crisis Response Officer as the liaison between each local facility and emergency response. Known as CROs, they are to be credentialed and plan, train and communicate

with state, local and federal emergency response and the business community prior to crisis through one-on-one meetings and on an as needed basis through law enforcement and other secure portals. For example, Buffalo's Mayor Byron Brown initiated a program to credential critical sector CROs, including critical sector employees and their family members, and has already integrated hundreds of individuals into the Buffalo secure portal. We believe CROs can be a vital addition to local Citizen Corps chapters and can help build a bridge between the public and private/community sector.

In addition to the CRO and the secure portals, the Partnership has identified numerous best practices from the public and private sector which are listed in an open reference tool for Mayors and other community decision makers at www.nationalblueprint.org/.

The Partnership also advocates development of local-based virtual surge depots to catalog and geo-locate local assets for real-time coordination by local and regional community decision makers.

Throughout the year the Partnership works in select communities with stakeholders across all sectors in pilot projects to identify solutions for apparent gaps and shares these lessons learned each December for all stakeholders on Capitol Hill in Washington, DC at the National Congress for Secure Communities.

To date, the Partnership has conducted pilots and/or symposia in the communities of Charleston, South Carolina, Galveston, Texas, Oakland County, Michigan, Eastern Kentucky and Buffalo, New York to identify best practices for preparedness and response.

In 2009 the Partnership seeks to bring stakeholders together from military base and port communities in Charleston, South Carolina and Jacksonville, Florida to model how critical infrastructure and supply chains can be identified and reinforced; and how local critical sector employee family members can be supported during the first 72 hours of crisis such that the base and port communities are more capable of sustained response.

The Partnership is open to all. I serve on the Advisory board alongside Chairman Hon. Asa Hutchinson, former DHS Secretaries Tom Ridge and Michael Chertoff, LTG Russel L. Honore', US Army (ret.), General Victor E. Renuart, Jr., USAF, Commander, USNORTHCOM, American Red Cross Chairman Bonnie McElveen-Hunter, Sprint State, Local and Public Safety National Director Mr. Dan Gillison, CMayors Byron Brown and Terry Bellamy and a host of other members from the private, academic and community sectors. You can visit our website and learn more about our Partnership at www.nationalcongress.org.

Thank you for this opportunity to represent the ReadyCommunities Partnership in this discussion today. I invite everyone to participate and would be glad to answer any questions.

American Red Cross

Embargoed until Delivery
Thursday, June 4, 2009
2:30pm (ET)

For more information, contact:
Dawn P. Latham, Sr. Policy Advisor
202/303-4219

TESTIMONY OF ARMOND MASCELLI
VICE PRESIDENT, DISASTER OPERATIONS
AMERICAN RED CROSS

Before the Senate Homeland Security and Governmental Affairs Committee, Ad Hoc Subcommittee on Disaster Recovery

Chairwoman Landrieu, Senator Graham and distinguished Members of the Subcommittee, it is an honor to testify before you on behalf of the American Red Cross. The 2009 hurricane season has begun, and I appreciate this opportunity to share with you and your colleagues some details of our ability to respond to the challenges that may face the American public during these coming months.

For more than 125 years, the American Red Cross has provided relief to victims of disaster and helped families and individuals prevent, prepare for, and respond to emergencies. As you may know, our Congressional Charter mandates that the Red Cross carry out a system of national and international relief. Each day, we meet our mission through a national network of more than 700 chapters that respond to over 70,000 disasters annually – about 200 disasters a day. From single family house and apartment fires to large scale disasters like hurricanes, the Red Cross works to provide essential life saving and sustaining services to those in need. We shelter, feed, provide critical supplies and emotional support to those impacted by disasters in communities across our country. Our work relies heavily on the generous contributions of the public – including donations of time, money and blood.

Red Cross volunteers and staff are on the front lines when emergencies occur in their communities. Our national system builds upon our local presence to supplement staff and to provide additional resources. Together, we offer immediate emergency assistance to those in need during disasters of all sizes. While the system is not always perfect, our organization is committed to delivering the best possible service, and we strive to continuously improve our operations and services.

Today, I will report on our preparations for the upcoming hurricane season, will explain how we are operating in a more cost-efficient manner, will outline some areas of concern, and will again reinforce the need for the country to be better prepared.

Preparing for the 2009 Hurricane Season

The 2009 hurricane season began just a few days ago on June 1, and preparation is of great importance not just to hurricane prone states, but to the entire country. We appreciate your attention to this subject and are grateful to our colleagues and partners who are working together with us to help the country prepare.

Our organization operates in a constant cycle of responding to disasters and preparing for the future. The Red Cross – at the local and national levels – regularly participates in activities to build capacity, partner, plan, prepare, exercise and evaluate our capabilities. We periodically review and, when necessary, refine our roles and responsibilities. Spring is a critical time of the year, as we are typically responding to tornadoes and floods at the same time that we are preparing for the potential demands of the upcoming hurricane season.

In preparation for hurricane season, we carefully analyze data and project potential needs for shelters, food, personnel and other operational functions in times of large scale disasters. To meet expected needs, material resources have been pre-positioned in warehouses across the country for easy access and prompt mobilization. We have also completed a detailed assessment of our communications equipment inventory and have verified and pre-positioned our nationwide disaster fleet of more than 300 vehicles. This fleet includes emergency response vehicles, communications vehicles, tractors, trailers and utility vehicles.

Note, also, that the National Shelter System (NSS), which tracks potential shelter locations and capacities, is populated with up-to-date data. It now contains location and capacity information for over 55,000 buildings that could potentially be used as shelters across the country. The system, used for both planning and operational decisions, records all shelter openings, closings and overnight populations on a daily basis. The NSS is available to FEMA and to all states free of charge and it is currently being used by 12 additional national non-government partners.

Staffing of relief operations is also a critical function that requires advanced planning. While we focus on use of local volunteers whenever possible, we now have more than 50,000 trained volunteers who are available to travel outside of their home communities. These disaster workers are trained for specific jobs, and we are now in the process of assessing their availability for disaster assignments during the upcoming season. Including locally available disaster-trained volunteers, we have more than 90,000 volunteers – which is a considerable increase from the 23,000 that were available prior to Hurricane Katrina.

Working with Federal and State Partners

While service delivery happens at the local level, it is supported by a national system. Our disaster field structure is aligned by state and provides a point of contact and integration of plans with Federal, state and local officials across the nation. Since Hurricane Katrina (and in part as a result of several after-action reports – including one by the Senate Committee on Homeland Security and Governmental Affairs), the American Red Cross has focused more resources on coordination with Federal, state, and local government.

With support from FEMA, we have recently brought on full-time Red Cross employees to staff each of the ten FEMA regional offices and the two area offices in the Caribbean and Pacific. We also have one full-time representative to the National Disaster Housing Task Force and two additional full-time staff to represent our organization at FEMA National Headquarters. We are also active participants in FEMA's video teleconferences (VTCs). This increased presence has improved coordination and is strengthening key relationships with our Federal partners.

Just as our chapters have different strengths and weaknesses, we recognize that states also vary in their responses. Hurricanes do not observe borders and it can sometimes become a challenge when we are responding to a multi-state disaster. With this in mind, the Red Cross has worked to facilitate conversations among representatives of the hurricane prone states with the goal that we can all learn from one another. Creating this interaction now will help us work toward our common goal – providing a safer environment before, during and after a hurricane.

This year, the Red Cross is participating in conferences that focus on the abilities and needs of each of the hurricane prone states (from Texas to Maine, plus the Pacific region) to ensure coordination during an event. These meetings provided a forum to identify challenges and opportunities. For example, the Red Cross and the State of Louisiana are working toward a single, unified sheltering plan. Discussions are continuing with the state's Department of Social Services and the Governor's Office of Homeland Security and Emergency Preparedness about mutual logistics, general population shelters and critical transportation needs.

We also have engaged Federal and state government in training exercises focused on hurricane response. Recently, we participated with the state of Florida in a major hurricane exercise and with FEMA on a day-long tabletop exercise to model a category 4 hurricane making landfall in Savannah, GA. In addition, we participated in a Cabinet-level hurricane exercise.

We also want to acknowledge South Carolina's aggressive hurricane planning efforts. Extensive planning takes place each year with all of the sheltering stakeholders to identify and pre-select shelters for use during a hurricane evacuation. The Red Cross works closely with the state, particularly the Department of Social Services (DSS). DSS staff actively support shelters run by the Red Cross in the state, and the Red Cross works closely with DSS to provide training to its staff. The Hurricane Plan is also tested annually through exercises or in response to a storm in South Carolina, such as Tropical Storm Hanna last September.

Collaborating with Nongovernment Partners and the Private Sector

Identifying new partnerships and strengthening existing partnerships continues to be a strong priority for our organization. We are working to be a stronger facilitative partner and leader in disaster, not just with other voluntary agencies already engaged in disaster, but also in welcoming and supporting newer, non-traditional disaster response organizations. We recognize that groups that possess a particular critical expertise, community trust, or credibility can greatly expand and improve a community's response. Organization-wide, we are committed to fostering a culture of collaboration, diversity and inclusion in our partnering efforts.

On the local level, chapters partner with community, faith-based and civic organizations. We also have stepped up efforts to ensure that community 2-1-1 organizations have current disaster information. On a national level, we continue to rely on our long standing partners in disaster, such as the Southern Baptist Disaster Relief, The Salvation Army, and Catholic Charities. In addition, we are cultivating and strengthening more diverse partnerships with groups like HOPE *worldwide*, the NAACP, Legal Services Corporation and Tzu Chi Buddhist Foundation. We work closely with disability rights groups, immigration rights groups, and language interpretation and translation groups such as the National Association of Judiciary Interpreters and Translators, the National Virtual Translation Center, the National Council of La Raza, National Disability Rights Network, Save the Children, and tribal organizations. Our work with pet rights groups such as the U.S. Humane Society has also been important. All of these groups provide invaluable expertise to help clients, in particular diverse clients and those with unique needs.

Together with our partners, we can continue to strengthen the country's capacity to better serve and meet the needs of our very diverse communities.

Serving in a Cost-Effective Manner

Over the past decade, response to major disasters has changed dramatically. FEMA and other Federal agencies have made substantial changes as a result of the Post-Katrina Emergency Management Reform Act, changes to the Stafford Act and the progression from the Federal Response Plan (FRP) to the National Response Plan (NRP) and to the National Response Framework (NRF). Similarly, the Red Cross has evolved and is continually working to improve our processes and to identify ways to deliver service in a more cost-effective manner.

In economic downturns, the needs of the most vulnerable are magnified by disaster. This is occurring at the same time that donations to charitable organizations are decreasing. Like many nonprofit organizations that depend on the generosity of donors, we have been faced with financial challenges. The major disasters of 2008 – such as wildfires in California, flooding in the Midwest, and hurricanes Gustav and Ike – created expenses that far outpaced contributions. We are fortunate that our organization received support from Congress to reimburse some of these expenses. For the coming year, we are working toward a balanced budget that includes program changes to reduce expenses and an aggressive focus on fundraising.

In late 2008, we made some changes to our service delivery program that we are continuing this year. FEMA's provision of "Other Means Assistance," which includes emergency financial assistance, allowed the Red Cross to commit more resources to our core mission – sheltering, feeding and distributing emergency bulk items and supplies. The Red Cross is now providing an increased focus on one-on-one casework, is performing more detailed client needs assessments, and is placing a greater emphasis on distributing supplies to meet emergency needs. Overall, this has maximized use of partners, reduced costs, and created a better volunteer and client experience. We will continue to monitor the program closely this year and will make adjustments as needed.

Another step to reduce costs while maintaining service levels is a strong and continued emphasis on use of local volunteers. While some larger disasters will obviously require

movement of volunteers using our national Disaster Services Human Resources system, use of volunteers from in and around the local area is always the first choice.

Identifying Areas of Concern

In May 2008, the Red Cross testified before the Senate Homeland Security and Governmental Affairs Committee and stated that tremendous work remained to be done in order to properly prepare our nation for response to very large scale disasters. While much progress has been made in the past year, this statement is still true. Now, as before, no major metropolitan area is adequately prepared.

Working with our government partners and nongovernmental agencies, we have considered and exercised worse case scenarios such as a hurricane hitting New York. The results have clearly indicated that it will require the totality of resources across NGOs, all levels of government, private sector, and citizens themselves in order to mount an effective response. The American Red Cross remains committed to working to close the gap between our country's collective capabilities and the threats posed by potential catastrophic disasters – many of which could far exceed the destruction caused by the storms of 2005.

One such scenario would be a sizeable public health emergency such as an emergence of a more virulent strain of the recent H1N1 Influenza outbreak. This is an area of concern on multiple levels: it poses a significant risk as a public health threat, and it could create tremendous complications if an area suffering from an outbreak were also to experience a major natural disaster. In particular, an outbreak could have an impact on the safety and availability of congregate shelters. While the Red Cross looks to local and state public health officials for guidance on the safety and advisability of opening congregate shelters, we need to work diligently to identify solutions that protect both workers and clients while also providing adequate levels of service. Worker guidelines and worker protections are significant considerations in our approach.

Encouraging Community and Citizen Preparedness

Individuals and families across this nation can continue to rely upon the American Red Cross to deliver our promise – providing for emergency needs in times of disaster. However, the system of relief will not work well without continued emphasis on community and personal preparedness. A recent survey showed that approximately 68% of individuals and families have not made an emergency communications plan and 79% have not identified a meeting place should family members become separated during a disaster.

The American Red Cross offers various tools and resources to help citizens become better prepared for an emergency. These programs are designed for specific types of disasters – including hurricanes – and we encourage communities and citizens to become more aware of potential disasters that could adversely impact their regions and to prepare accordingly.

We have learned over the past several years that conveying a single national message of preparedness is critical. Our "Be Red Cross Ready" campaign, which parallels the Department of Homeland Security's Ready Campaign, offers three important steps: (1)

Get a Kit; (2) Make a Plan; and (3) Be Informed. We respectfully request your support and endorsement of a single national preparedness message.

Despite the best efforts of many organizations, including our Federal and state partners, there has been little improvement in citizen and community preparedness. Encouraging preparedness now will help build resilient communities for the future.

Conclusion

Chairwoman Landrieu, Senator Graham and Members of the Subcommittee, thank you again for this opportunity to provide testimony as we enter the 2009 hurricane season. As we have outlined, our organization is committed to working in earnest to be as prepared as possible for the coming hurricane season – as well as for any other disaster that may strike. We are also working hard to improve efficiencies, and to increase individual and community preparedness. We would greatly appreciate any support you can offer in helping to spread this important message.

As we move into the 2009 hurricane season, we are excited to be working with FEMA's strong leadership team, with FEMA Administrator W. Craig Fugate, and with the leadership in the Executive Branch. As our nation's largest mass care provider, we stand ready to work with our partners in government, in the nonprofit sector, and in the private sector to ensure that the country is as prepared as possible to respond.

I am happy to address any questions you may have.

Testimony of Janet Durden
CEO, United Way of Northeast Louisiana
Before the U.S. Senate Committee on Homeland Security and Government Affairs
Ad Hoc Subcommittee on Disaster Recovery

June 4, 2009

Chairman Landrieu, Senator Graham, and Subcommittee Members:

Thank you for inviting me to testify today on behalf of United Way's 2-1-1 information and referral system.

I'd like to provide the committee with some background on 2-1-1; I'll review the role of 2-1-1 in hurricane recovery over the last several years, including 2008; and, finally, I'd like to describe 2-1-1's vulnerabilities and where 2-1-1 will be in a few more years, with the help of Congress.

Background on 2-1-1:

2-1-1 is an information and referral line that connects people to vital social services provided by a range of nonprofit and government agencies. This easy-to-remember number saves time and frustration by eliminating the need for callers to navigate a maze of agencies and help-lines. When a person calls 2-1-1, specially-trained information and referral personnel analyze what services are needed and provide the appropriate resource and related information.

On July 21, 2000, the Federal Communications Commission designated 2-1-1 to be used for community information and referral services. The Commission ruled, "...that the Information & Referral Petitioners have demonstrated sufficient public benefits to justify use of a scarce public resource and we therefore assign 211 to be used for access to community information and referral services."

Start-up funds for 2-1-1 were provided by foundations and businesses. Today the primary funder of 2-1-1 is local United Ways. A dozen state governments provide some funding for 2-1-1. In addition, a few state, county and municipalities contract with 211s for services.

Currently 2-1-1 is available to nearly 80% of the U.S. population, with 236 active 2-1-1 call centers in 45 states. 2-1-1 call centers nationwide received more than 14 million calls in 2008, which is 44% higher than the call total for 2007. Reports indicate that 2009 volume will be dramatically higher, especially in the regions hardest hit by natural disasters and the current economic crisis.

2-1-1 plays a critical role in disaster response and recovery. However, I'd like to note that while today's hearing relates to disaster preparedness, 2-1-1 plays a major role in connecting people to important social services on a day-to-day basis. In most

communities, people can call 2-1-1 to find: mortgage and rent assistance, utility assistance, job training and education programs, food pantries and hot meals, shelters, health care services, crisis intervention, substance abuse intervention and rehabilitation, Earned Income Tax Credit (EITC) assistance, transportation assistance, child care, Head Start centers, and services for seniors.

2-1-1 in Disaster Response and Recovery:

But when any type of natural disaster hits, 2-1-1 Information & Referral Specialists are trained for crisis situations and respond in a caring and professional manner to a multitude of calls for disaster service information. This includes providing data on the local shelter locations, sandbag, food and water distribution sites and evacuation routes. 2-1-1 specialists also assist in the coordination of volunteers and donations; connecting callers to mental health counseling and social service resources; control rumors by evaluating and verifying shared information – a vital service during an emergency – and relieving 911 dispatchers of non-emergency-service calls.

2005 Hurricanes Katrina and Rita:

As you are well aware, Madam Chairman, when Katrina and Rita hit the gulf coast, 2-1-1 was a bright spot in the response.

There are six 2-1-1 call centers in Louisiana and together they provide coverage for the entire state. After Hurricane Katrina hit on August 29th, 2005, the 2-1-1 call center in New Orleans (VIA LINK) was forced to close and its staff forced to evacuate the city. The 2-1-1 call center in Monroe, which is housed in my United Way, the United Way of Northeastern Louisiana (UWNELA), had agreed to take calls from VIA LINK in case this happened. An arrangement that everyone thought might last only a few days lasted for over three months.

As the horrors of Hurricane Katrina began to unfold, UWNELA realized that its four phone line call center could not handle the extraordinary influx of calls it was likely to receive. In a matter of hours, with the help of United Way of America and UWNELA's private sector partner, CenturyTel, the call center in Monroe went from a four seat operation to a 65 seat facility (50 seats for 2-1-1 and 15 seats for volunteer and donations management), transforming all of their board and meeting rooms into one large call center. The next day, the President of CenturyTel persuaded her colleagues in the cellular telephone industry to point all of their 2-1-1 calls to Monroe, which they did within an amazingly short 24 hour period.

United Way of America also arranged for hundreds of 2-1-1 call specialists from around the country to help manage the work related to disaster response, including emergency resource management and responding to callers.
Life got more challenging when, with every government agency in Louisiana stretched to capacity (and beyond) and all emergency numbers slammed

continuously, the Governor selected 2-1-1 as the "go to" number for all social services, shelter, feeding station, volunteer and donation information.

In the aftermath of Hurricane Rita, with communities in Lafayette and Lake Charles severely impacted, even more calls from Louisiana were forwarded to Monroe. While at times the system was stressed beyond its capacity, it performed incredibly well. Together with hundreds of community volunteers and a staff that worked around the clock, the Monroe 2-1-1 responded to 70,538 calls in September and 40,875 calls in October, with call volume peaking at 7,358 calls per day during the height of the Katrina/Rita crisis compared to 'peace time' daily call volumes of less than 200 calls per day.

2-1-1 in nearby states such as Georgia, Oklahoma, Arkansas and Tennessee helped support the immediate and long-term needs of evacuees. Likewise, 2-1-1 centers further away such as Minnesota, Wisconsin, Kentucky and Indiana assisted Gulf Coast residents. The 2-1-1s in these states helped these voluntary and formal evacuees with shelter, food, clothes, public benefits, school enrollment and, if returning to Louisiana, transportation home.

Whether near or far from the affected areas, 2-1-1s across the country played an integral part in helping individuals and families affected by Hurricanes of 2005 to begin their recovery.

2008 Hurricane Season:

As everyone did, we learned a number of important lessons after Katrina and made improvements that were in place in 2008. Going into the season, we had six integrated 2-1-1 call centers; statewide coordinated disaster plans; a centralized disaster information and resource database interface; more consistent standards and protocols; 24 hour, 7 day per week coverage, and direct access to 2-1-1 for wireless callers.

During the 2008 Hurricane Season the Texas and Louisiana Governors urged citizens to dial 2-1-1 for information about resources and assistance available for evacuees. This number was highlighted on several local and national television programs, including The Weather Channel and MSNBC.

2-1-1 Louisiana answered 117,601 calls between August 31, 2008 and September 16, 2008. They received assistance from 2-1-1 California at the peak of the storms.

2-1-1 Texas answered 157,217 calls between September 9, 2008 and September 17, 2008. The UWA/AIRS National Disaster Response Team provided volunteers to help with information and referral, data collection and management at the peak of Hurricane Ike.

2-1-1s across the Midwest participated in the Hurricane Ike disaster response because this storm left unprecedented flooding and wind damage across states such as Missouri, Iowa, Indiana and Ohio. In Indiana, 2-1-1 was the "go to" number for connections with sandbags, food, shelter and, later, volunteers to muck out homes and begin recovery. Several of the 2-1-1s in Indiana and Ohio were left without power for extended periods. Lessons from the 2005 hurricanes produced interoperating agreements and telecommunications solutions that allowed calls to be answered by other centers.

2-1-1s across the U.S. are learning from each disaster and increasing our ability to respond. We have learned to make sure we are engaged with local, state and federal emergency personnel. Our national organizations continue providing training and tools to prepare local 2-1-1s and communities. 2-1-1s across the country continue to develop Memoranda of Understanding to improve coordinated disaster response and maximize resources. And our national organizations are planning with other three-digit numbers like 911, 811, 711 and 511.

Vulnerabilities and the future of 2-1-1:

Our diligent preparations and learnings are not enough. The hurricanes of 2008 stretched the 2-1-1 system in Texas to its limits. And the current economic crisis has surged call volume beyond the current capacity of our nation's 2-1-1s. United Ways joined with state governments and FEMA as partners in disaster response. The private sector— such as United Way, corporate contributors and other donors and volunteers—have laid the foundation for a national 2-1-1 system. Through our efforts, 80% of Americans can call 2-1-1. But we desperately need Congresses' help.

To ensure reliable response to disasters, most 2-1-1s still need generators, remote call-taking ability and Telephone Service Priority arrangements with telephone companies. Along the Atlantic coast, the State of Delaware, Long Island, New York, the panhandle of Florida and certain rural areas in Georgia and North Carolina coastlines do not yet have access to 2-1-1, creating inequities and vulnerabilities for hurricanes. All states along the Atlantic and Gulf coasts are struggling to ensure adequate capacity—especially during this economic downturn.

2-1-1s across the U.S. need to unify their telecommunications, technology and standard operating procedures in order to be responsive to regional, state and national emergencies—natural and manmade. 2-1-1s need to assure that every resident is able to reach a local 2-1-1 center from any kind of telephone or telecommunication device (such as cell phones and IP phones). 2-1-1s need a system for interoperability with each other and with other three-digit numbers (such as 911 and 711). 2-1-1s need to have sufficient capacity in technology, training and staffing to support the everyday needs as well as the surges created by disasters. Through unifying our telecommunications, cost efficiencies will be achieved and 2-1-1 will be positioned to be the complete response tool as was envisioned.

The Calling for 2-1-1 Act:

The Calling for 2-1-1 Act, S.211, is currently pending in the Senate HELP Committee. S.211 authorizes a matching grant program at the Department of Health and Human Services. These grants would provide the 2-1-1 system with the funding necessary to meet the demands as I've outlined above.

We are so grateful for Chairman Landrieu's steadfast support for this legislation and her cosponsorship of the bill. We are also grateful that she was able to deliver dedicated federal funding for Louisiana 2-1-1 this year. With that funding, we'll be able to take 2-1-1 to the next step to ensure Louisiana can meet the needs of its citizens in all times of crises.

I'd also like to thank the Subcommittee's Ranking Member, Senator Graham, on behalf of the South Carolina United Ways and the entire United Way system for his recent decision to cosponsor S.211.

We hope the other Subcommittee Members will consider signing on to this vital legislation.

I'm prepared to answer questions about 2-1-1 or United Way. Thank you, again, for allowing me to testify.



2-1-1 Helpline Response to 2008 Hurricanes

Inquiries related to Hurricanes Gustav and Ike represented over 6% of calls to 2-1-1 Helpline (Tulsa, Okla) from August 30 to September 16, 2008. Statistics regarding the type and number of calls received can be found on the following page.

Items of note:

- Due to the E.coli outbreak in northeast Oklahoma just prior to Hurricane Gustav, no shelter for organized evacuees was established in the Tulsa area. The only official evacuee shelter for the State of Oklahoma was at the Lucent Center in Oklahoma City. For Hurricane Ike, there were no evacuee shelters established in the state.
    - 2-1-1 Helpline participated in daily conference calls as scheduled by OK VOAD during the operation of the Lucent shelter and reported on conditions/needs in the Tulsa area. These calls, the situation updates distributed by the Ok. Dept. of Emergency Management, and local planning meetings were valuable resources.
- The Tulsa area received a fairly significant number of self-evacuees (those travelling by car). To assist self-evacuees with finding resources in Oklahoma, the Oklahoma Dept. of Transportation activated their programmable highway signs with instructions to call 2-1-1 for information.
    - The highway signs resulted in a number of calls from Oklahoma residents who were unfamiliar with 2-1-1's services. They also generated calls from Oklahomans confused about whether there was an evacuation order in place for the Tulsa area as a result of the Gulf Coast hurricanes. This was particularly of concern for callers with limited English skills.
    - The presence of the highway signs with instructions to call 2-1-1 created an expectation of available services on the part of self-evacuees. The signs implied that something specific was organized and readily available. "Registering" self-evacuees for the possibility that something might be forthcoming seems inadequate and potentially misleading. Referring evacuees in Tulsa to shelters in Oklahoma City seemed equally inadequate.
- Although 2-1-1 Helpline routinely referred callers to the community's traditional disaster response agencies (American Red Cross, Salvation Army, etc.), there were no dedicated resources activated for self-evacuees in Oklahoma.
    - Because there was no "reception plan" for self-evacuees, the community was under-prepared to address shelter, financial aid, medical care and other service responsibilities with a local system that is already in high demand. No agency was willing to take on the role of official disaster case management for the self-evacuated so we didn't have a coordinated service response that local providers could support. Most local basic-needs organizations do not perceive that they have a responsibility to serve disaster victims from another state. If the expectation is that local agencies will assume service responsibility for the self-evacuated, leadership will be required to organize such a response.
    - Self-evacuees regularly reported needs for financial assistance, particularly with regard to funds for gasoline to return to Louisiana/Texas. 2-1-1 Helpline worked with OKVOAD and the Tzu Chi Foundation to identify distribution sites in both Tulsa and Ada for prepaid debit cards for the purchase of gasoline.
- Through the national network of 2-1-1 call centers, 2-1-1 Helpline was able to direct callers from Louisiana and Texas back to their state's 2-1-1 services for information about conditions "back home."
- Two service specialists from 2-1-1 Helpline deployed to 2-1-1 Dallas for several days to assist with call taking there.

Gustav	8/30 to 9/9	
Total Gustav Related Calls		**192**
Disaster Relief Services		
	Evacuee need shelter	24
	Evacuee need food	3
	Evacuee inquiry of available services	16
	Evacuee need gas or transportation to return home	31
	Evacuee in Arkansas- refer to Ak Red Cross	8
	Red Cross and Service Agencies call 2-1-1 for assistance	5
	Evacuee- other mental health, FEMA, Motels, Pets	6
	Relatives of Evacuees wanting information about services	12
	Total Disaster Relief Service Calls	**105**
Weather Related Info		
	Called because of sign- what is 211?	12
	Concerned that Hurricane coming to Tulsa- evacuate?	27
	Weather conditions on gulf coast or safe to go home?	40
	Total Weather Related Calls	**79**
Disaster Relief Donation	**Donation Offer- Shelter - homes**	**4**
Disaster Volunteer Call	**Volunteer Placement**	**2**

Ike	9/11-9/16	
Total Ike Related Calls		**180**
Disaster Relief Services		
	Evacuee need shelter	7
	Evacuee need food	5
	Evacuee inquiry of available services	45
	Evacuee need gas or transportation to return home	7
	Evacuee in Arkansas- refer to Ak Red Cross	4
	Red Cross and Service Agencies call 2-1-1 for assistance	3
	Evacuee- other mental health, FEMA, Motels, Pets, RX	13
	Relatives of Evacuees wanting information about services	10
	Total Disaster Relief Service Calls	**94**
Weather Related Info		
	Called because of sign- what is 211?	2
	Concerned that Hurricane coming to Tulsa- evacuate?	2
	Weather conditions on gulf coast or safe to go home?	75
	Total Weather Related Calls	**79**
Disaster Relief Donation	**Donation Offer- Shelter - homes**	**2**
Disaster Volunteer Call	**Volunteer Placement**	**5**
Other	Evacuee from Florida in Tulsa and needing food	1
	Stranded in flooded campground in Oklahoma	1

211 Connects Alabama

Disaster/Emergency Preparedness Plan

About this Document

This document contains policies and procedures for the State of Alabama 211 System governed by the United Way's of Alabama. In the event of disaster/emergency this document should be used to guide 211 personnel on individual and group responsibilities. Information within this document is ever changing to include improvements and updates. Latest versions of this document are located on the 211 intranet under shared documents.

Contents

211 Connects Alabama 1

General Information 5

Disaster Education 5

Phases of a Disaster 7

Activation Level Descriptions 8

Disaster/Emergency Call Center Mode Descriptions 8

Documenting the Disaster/Emergency 8

Plan Activation 9

Disaster/Emergency Activation Level Procedures 9

Level 1 9

Level 2 9

Level 3 10

Level 4 10

Disaster/Emergency Call Center Plan 11

Local Call Centers 11

Central Call Center 11

I. Staff 11

II. Volunteers 11

III. Call Center Setup 12

IV. Phone System Reference Diagram 14

Appendices 14

Responsibility Chart 15

211 Connects Alabama Resource and Referral Tracking Database (Refer) 16

I. What it contains 16

II. Who updates the information 16

III. Log in instructions 16

211 Connects Alabama Intranet Information 16

I. What it contains 16

II. Who updates the information 16

IV. Log in instructions 16

MOU's 16

Disaster/Emergency Intake Sheet (To be used during software outages) 17
Disaster Resources Cheat Sheet for 2-1-1 Connects Alabama 18
Disaster/Emergency Plan Activation Checklist 21
Disaster/Emergency Plan De-Activation Checklist 22
Phone System Disaster/Emergency Activation Checklist 23
Phone System Disaster/Emergency De-Activation Checklist 23
Resource Contacts 24
I. Call Center Contacts with Corresponding Call Center Map 24
I. Central Call Center Volunteer Roster – Updated 12/02/2008 27
211 Call Center Map 28

General Information

Disaster Education

- **Federal Emergency Management Agency (FEMA)** The Federal Emergency Management Agency (FEMA) is the independent federal agency responsible for leading America's efforts to prepare for, prevent, respond to and recover from disasters. FEMA was formed in 1979 by executive order of the President, combining Federal programs that deal with all phases of emergency management, for disasters of all types, into a single agency. In 2003, FEMA was placed under the newly formed Department of Homeland Security with other agencies specializing in homeland defense.

- **State Emergency Management Agency (SEMA)** is the statewide agency that serves as intermediary between FEMA and the local Emergency Management Agency (EMA). SEMA in unique and unlike any other state emergency management agency in that it also has the Homeland Security Department, Emergency Medical Services, Fire Marshal's office, State Building Inspectors, and Public Safety Training Institute under its umbrella in one single Agency, allowing it to control and provide valuable interaction with these and other state and local agencies. SEMA also helps coordinate requests for assistance with outside areas of state government. The State's Emergency Operation Center (SEOC) is where the disaster is managed and information is disseminated.

- **Local Emergency Management Agencies (EMA)**) is the local agency that assists in protecting lives, property, and the environment in a local area by utilizing the four phases of emergency management: Preparedness, Response, Recovery, and Mitigation, so that together, citizens will be capable of successfully enduring any emergency situation. Local EMAs develop and implement a comprehensive emergency management program which seeks to mitigate the effects of various hazards; Prepare for measures which will preserve life and minimize damage; Respond durig emergencies; Provide assistance; Establish a recovery system to return the community to a normal status.

- **Voluntary Organizations Active in Disaster (VOAD)** comprises a number of formal and informal supports at the local, state and federal level. The acronym VOAD is used both to describe the formal VOAD organization and the organizations which respond to disasters. These include chapters of the American Red Cross, The Salvation Army and numerous faith-based organizations which all have an area of disaster response expertise (i.e., mud out, counseling, tree removal, shelter, etc.).

- **The Incident Command System or ICS** – On February 28, 2003 the President issued Homeland Presidential Directive (HSPD)-5, Management of Domestic Incidents, which directs the Secretary of Homeland Security to develop and administer a National Incident Management System (NIMS). This directive also requires Federal departments and agencies to make adoption of NIMS by State and local organizations a condition for Federal preparedness assistance (through grants, contracts, and other activities beginning in FY2005).

  The ICS is a military-based response system that allows for independent response and yet creates a system for knowing who will do what, when and where. It organizes the response in such a manner that every group knows who is ultimately responsible for the outcome of specific functions that must be performed. It is designed to reduce confusion in decision-making, increase functionality, and effectively manage situations where loss of communication may occur.

- **State and Federal Responses to Disaster** – The impact of the disaster incident on the community and the ability of the community to coordinate a response will determine how an incident is defined. Usually, the local government assumes a first level of response. Many disasters in Alabama are NOT of the level to require federal coordination and/or assistance. When an emergency or disaster occurs, local governments activate their respective Comprehensive Emergency Management Plan (CEMP). State assistance through SEMA may be requested, and the state Emergency Operations Center (EOC) may or may not be activated, depending upon the level of severity of the incident. Should the emergency or disaster be at a level to require an emergency declaration, the Governor may declare a state of emergency, thus

automatically activating the state's Comprehensive Emergency Management Plan. Once activated, the Governor has delegated to the Executive Director of the State Emergency Management Agency the responsibility for implementation of this plan.

When state and local governments and their citizens are overwhelmed by a disaster, the President may issue a disaster declaration, as allowed under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288 (commonly called the Stafford Act). At the state's request, state, local and federal officials conduct a joint preliminary damage assessment (PDA) to estimate the extent of the disaster damage and its impact on the public and public facilities.

Under the Stafford Act, the President may grant either an "Emergency Declaration" or a "Major Disaster Declaration."

The Emergency Declaration may provide for debris removal, search and rescue, emergency medical care, emergency mass care, emergency shelter and provision of food, water, medicine and other essential needs, including the movement of supplies and/or persons known as Public Assistance, or PA. When damage is so widespread and the citizens are uninsured or under-insured, Individual Assistance, or IA, can be provided through FEMA.

The Major Disaster Declaration may activate a number of federal programs to assist in the response and recovery effort.

Phases of a Disaster

PHASES OF A DISASTER (Select Phase)					
	PREVENTION	PREPAREDNESS	RESPONSE	RECOVERY	MITIGATION
TIME FRAME AND MAIN CONCERNS	The period prior to a disaster; the every-day focus is on steps to negate the occurrence of a disaster	The period of a few months to a few minutes when a disaster appears imminent; the focus is on reviewing plans, resource lists, and training to effectively respond to a disaster	The period of responding to the disaster; the focus is on saving lives and minimizing the damage to property	The period during and after a disaster, during which basic life needs and essential services are restored; the community heals the physical, emotional, and financial wounds left by the disaster	The ongoing process following one disaster, and before the next, when the attention is paid to actions that will lessen the impact of future disasters
GOVERNMENT AGENCY TASKS	Evaluate threats, Focus on varying actions to protect lives and property	Provide leadership, funds and training programs in a continuous process to motivate and assist agencies with community preparedness	First responder agencies seek to address the short term, direct effects of an incident and limit loss of life and minimize property damage	Provide mass care and shelter to victims, provide medical care, achieve family reunification, and the execution of service and site restoration plans to restore essential services	Provide leadership, funds, and programs to minimize or eliminate future damage to lives and property
211 Connects Alabama	Work with the local, county and state government to disseminate accurate and helpful information to the community Assist staff with home preparedness	Gather the human and material resources to carry out disaster tasks Build an appropriate structure for disaster work Begin to gather and disseminate important disaster prevention information	Ensure the safety of staff and the viability of the call center facilities Check disaster information for accuracy "Activate" Disaster Information procedures and capabilities	Provide the community I&R services, broadly defined, that can help to effect full recovery through short term and long term phases Recoup extraordinary expenses to the greatest possible extent; Define and explore new possibilities created by the event	Provide staff with information and motivation so that they and their families will be prepared for future disasters; Enhance the safety and readiness of the «AgencyAcronym» facility Provide info to Community Planners; Identify Ga

Activation Level Descriptions

Level 1 - Involves a declared disaster which requires extensive state response. The SEOC is fully staffed. The state requests implementation of the Federal Response Plan and the presence of FEMA.

Level 2 - Involves an event which is becoming, or has become an emergency or disaster and requires significant state response and federal response. Most AEMA staff is assigned to emergency/disaster functions. The governor declares a state of emergency, and the State EOP is implemented.

Level 3 - Involves any event which has the potential to develop into an emergency or disaster and likely to require the Operations Center, stand-by team and two or three state agencies to report to the SEOC. Staffing may require 24-hour manning. Daily activities may be altered to accommodate the situation. Other state agencies may be notified of the situation.

Level 4 - Involves an event likely to be within the capabilities of local government and results in very limited need for state resources. Typical activities continue while the event is monitored.

Disaster/Emergency Call Center Mode Descriptions

I. Localized 211 Center Mode – All centers are operating in accordance with their internal policies and procedures. Phone system routing is set to zip code routing.

II. Centralized Call Center Mode - Central centers are setup in Birmingham and Montgomery to increase call capacities. Phone system routes all calls to the central centers.

Documenting the Disaster/Emergency

- Call Intake
  - Localized – Call intake should be recorded within the 211 State Database (Refer). See attached Disaster/Emergency Intake Form for data collection items, to be used in the event that computers and/or the 211-database software is unavailable. (Note: This data is utilized in the End of Disaster report)
  - Centralized –Call intake should be recorded within the 211 State Database (Refer). See attached Disaster/Emergency Intake Form for data collection items, to be used in the event that computers and/or the 211-database software is unavailable. (Note: This data is utilized in the End of Disaster report)
- During the disaster – Each person listed within this document shall keep records of events and special circumstances throughout the disaster and/or emergency.
- After the Disaster – An end of disaster report will be compiled to record events and steps taken to help reflect and improve procedures.

Plan Activation

I. Who activates the Plan
- The Disaster/Emergency Plan Director
- The Plan Activation Committee, that includes all people within the 211 users group.
- Any person in the 211 User Group can request plan activation by contacting the Disaster/Emergency Plan Director and/or the other members of the 211 User Group.

II. How is the plan activated
- If it is determined, that a disaster is possible or eminent then an initial conference call should be held no later than 120 prior to impact.
- If a disaster or emergency occurs without notice or warning then a conference call should be held immediately. During this scenario you will be emailed and possibly contacted by phone for notification of the conference.
- If there is no means of conducting a conference call or communicating to others on the plan activation committee then considerations for overflow to other States systems may need to be considered.

III. How is the plan deactivated
- The plan activation committee will determine when to lower activation levels.

Disaster/Emergency Activation Level Procedures

Level 1

I. Call Center Roles
- Birmingham Central Call Center is activated and fully staffed.
- Montgomery Call Center is activated and fully staffed. (On standby by for 24 hour readiness)
- Local Call Center gathers resources in their area and relay to stormresources@uwca.org for review and entry into the 211 State software (Refer). Coordinate with the Volunteer Coordinator and Central Call Center Manager to send available staff to assist with calls and/or manage volunteers.

II. Communication
- Please refer to the call center contacts under resources for individual contact information.
- Conference call will be held each day. Time and call information will be specified during the activation conference call and each following conference call.
- Primary resource information pertaining to the disaster/emergency will be entered into the 211 State software (Refer).
- Secondary communications and information will be on the 211 Intranet.

III. Volunteer Plan
- Active

IV. State Failover/Overflow
- Active

Level 2

I. Call Center Roles
- Birmingham Central Call Center is activated and fully staffed.
- Montgomery Call Center is activated and staffed according to need.

- Local Call Center gathers resources in their area and relay to stormresources@uwca.org for review and entry into the 211 State software (Refer). Coordinate with the Volunteer Coordinator and Central Call Center Manager to send available staff to assist with calls and/or manage volunteers.

II. Communication
- Please refer to the call center contacts under resources for individual contact information.
- Conference call will be held each day. Time and call information will be specified during activation conference call and each following conference call.
- Primary resource information pertaining to the disaster/emergency will be entered into the 211 State software (Refer).
- Secondary communications and information will be on the 211 Intranet.

III. Volunteer Plan
- Active

IV. State Failover/Overflow
- On standby

Level 3

I. Call Center Roles
- Localized Call Centers
- After Hours Call Center (Crisis Center Bham) is activated 24/7 to answer overflow/failover from local call centers.

II. Communication
- Please refer to the call center contacts under resources for individual contact information.
- Conference call will be held each day. Time and call information will be specified during activation conference call and each following conference call.
- Primary resource information pertaining to the disaster/emergency will be entered into the 211 State software (Refer).
- Secondary communications and information will be on the 211 Intranet.

III. Volunteer Plan
- Active only if needed by the afterhours call center to handle overflow/failover.

IV. State Failover/Overflow
- Inactive

Level 4

I. Call Center Roles
- Localized Call Centers should expect increased traffic in affected areas.
- After Hours Call Center (Crisis Center Bham) is on standby to answer overflow/failover from local call centers in affected areas.

II. Communication
- Please refer to the call center contacts under resources for individual contact information.
- Conference call will be held each day. Time and call information will be specified during activation conference call and each following conference call.
- Primary resource information pertaining to the disaster/emergency will be entered into the 211 State software (Refer).
- Secondary communications and information will be on the 211 Intranet.

III. Volunteer Plan
- Active only if needed by the afterhours call center to handle overflow/failover.

IV. State Failover/Overflow
- Inactive

Disaster/Emergency Call Center Plan

Local Call Centers

Local Call Centers should follow internal disaster/emergency plans. All plans should allow the local call center to perform responsibilities listed within this document. Anytime a local call center has determined that responsibilities listed within this document cannot be performed the call center must communicate the information to the plan activation committee.

Central Call Center

I. Staff
- Training
  - Training is conducted bi-annually in conjunction with the volunteer training.
  - Training will consist on procedures and policies within this document.
- Contact Listing
- Staff Activation
  - During Hours
  - After Hours
  - Report In Procedures

II. Volunteers
- Training
  - Training is conducted bi-annually. Volunteers will be notified of training location and times.
  - Training will consist of an overview of activation levels, call station setup, intranet, phone system, disaster scenarios and the volunteer activation plan.

- Volunteer Activation Plan
  - Testing – Conducted bi-annually in conjunction with training.
  - Activation Process
    1. Initial Notification – Contact by mass phone and email distribution. Message should include contact information, situation and volunteer needs.
    2. Record Availability as calls are received.
    3. Assign timeslots needed as indicated by the plan activation committee and/or the Central Call Center Manager – Timeslots should be recorded the 211 Online Calendar located on the Home Page of the intranet.
    4. Follow up with each volunteer that is assigned a timeslot to insure availability if their timeslot is not the current day.
    5. Continue Notification Distribution with updated information including continuing needs or plan deactivation notification.

- Volunteer Roster
  - Updated bi-annually in conjunction with training and volunteer registrations.
  - See Resource Contacts for an updated roster.

III. Call Center Setup

Call Station Setup

- The After Hours Call Center (Bham Crisis Center) has 7 call stations pre setup and ready to be activated.
- If more than 7 call stations are needed then additional equipment designated for 211 disasters is located in the 2nd floor Information Systems storage. There is enough equipment for up to 10 call stations.
- In the event that more than the 17 call stations are needed the Loaned Executive call center equipment may used. The equipment is located in the auditorium storage closet and contains 10 workstations and 35 phones.

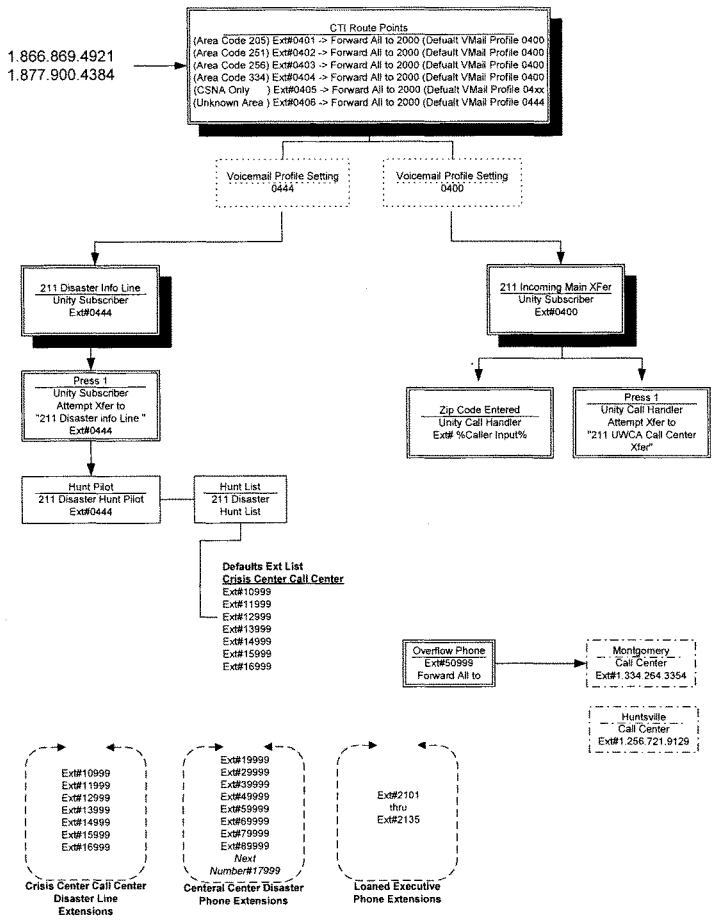
Phone System Activation

- Activate the Disaster Call Center Phones/Lines
  - On Unity Subscriber Ext# 0444 change caller input #1 to attempt to transfer to subscriber ext# 0444 "211 Disaster info Line". This will redirect all callers that press "1" to the 211 Disaster Hunt List.
- Activate out of State or unknown area code calls to the disaster call center
  - Because the default vmail profile is already set to 0444 on CTI Route Point ext# 0406, these calls will be directed to the call center as soon as the lines are activated above.
- In State
  - Each Area code can be individually routed to the disaster line by changing the following CTI Route Points vmail profile to 0444:
    - Area Code 205 - Ext# 0401
    - Area Code 251 - Ext# 0402
    - Area Code 256 - Ext# 0403
    - Area Code 334 - Ext# 0404
    - CSNA Only - Ext# 0405
    - Unknown Area Code - Ext# 0406
- Overflow
  - To overflow to another 211 Call Center or State the Phone Ext# 50999 should be set forward all too %enter the number%.
  - The physical phone with ext# 50999 should be set up in the call center to allow the call center manager to designate when the overflow is active and to where. The call center manager can do this by pushing the forward button (CFwdALL) on the phone and entering the number. Make sure to dial a 9-1(XXX) if it is a long distance number.
  - To disable the overflow to another the Call Center Manger may push the forward button (CFwdALL) one time. A beep will sound alerting that there is no active forwarding.
- Phone System Failover
  - In State – Contact TEC and have them redirect to the call center active in Montgomery. Both Call center are listed below:

- Montgomery VIC # 334.264.3354
- Montgomery Armory # 334.241.2524

- Out of State – Contact TEC and have them redirect to: Awaiting MOU's with other States!

IV. Phone System Reference Diagram



Appendices

Responsibility Chart

		Coordinate with Local EMA	Coordinate Volunteer Activation Plan	Activate Out of State MOU for Failover/Overflow	Transition phone system to activation levels	Setup technology for central call center	Correspond 211 Services with the EOC	Initiate contact with State EMA	Initiate initial plan activation conference call	Pull together End of Disaster/Emergency report	Coordinate disaster/emergency conference calls	Activate/De-Activate disaster/emergency plan and set activation levels	Coordinate disaster/emergency related resources	Oversee Montgomery Central Call Center Operations	Oversee Birmingham Central Call Center Operations	Oversee execution of the disaster/emergency plan
Disaster/Emergency Plan Director (Betty Terrel)				1					P		P					P
Birmingham Central Call Center Manager (Doug Goodwin)															P	
Montgomery Central Call Center Manager (Jo Ann Johnson)										P				P		
Huntsville Call Center Manger (Cindi Stewart/Janet Gable)																
Disaster/Emergency Resource Coordinator (David Duke)													P			
Plan Activation Committee (211 User Group)				P								P				
Technology Director (Doug Goodwin)					P	P			2		1	1				1
Outside Agency Director "Located in EOC" (Becky Booker)				2			P	P	1							
Volunteer Coordinator (Mike Fallagant)			P													
James Wine UWCA Network Admin					1	1										
Tyrus Kidd UWCA Network Technician					2	2										
Mike Latham Crisis Center Birmingham			1													
Local Call Center Directors		P														

MARK LEVEL OF RESPONSIBILITY IN BLOCK FOR EACH POSITION

P = primary responsibility

1 = first backup

2 = second backup

*All others provide support to function as needed

211 Connects Alabama Resource and Referral Tracking Database (Refer)

I. What it contains
- The Refer software contains a list of social resources and referrals to those resources within the State of Alabama. During a disaster/emergency, this site is the central resource and referral application used by all disaster call specialists.
- Links to outside organizational information such as Red Cross, EMA and other 211 enabled States.

II. Who updates the information
- During normal operation, each call center updates resources located within their respective areas.
- During a disaster/emergency, the Disaster Resource Coordinator is responsible for maintaining all information related to the disaster/emergency.

III. Log in instructions
- Using Windows Remote Desktop go to 211AL.Net
- 211 Call Specialist and managers may login using their normal operation credentials
- 211 Disaster Call Volunteers will use the following credentials:
  - The username will be 211A.Vol.1 thru 211A.Vol.35. The username should correspond to the volunteer workstation number.
  - The password will be posts at the volunteer workstation.

211 Connects Alabama Intranet Information

I. What it contains
- During non emergency times this site contains useful information such as 211 center contacts and share documents. During a disaster/emergency, this site is a communication tool and discussion board for the 211 Call Centers.
- An updated copy of this document

II. Who updates the information
- 211 Call Specialist have system rights to update or post information to the website. However, refer to the responsibility chart for individuals responsible for updating information and reviewing posted information.
- 211 Volunteers only have read only rights to posted information.

IV. Log in instructions
- Website is http://211intranet.uwca.org
- Username for 211 Call Specialist - 211user@uwca.org
- Password for 211 Call Specialist - 211alabama
- Username for 211 Volunteers - 211volunteer@uwca.org (active only when needed)
- Password for 211 Volunteers - 211alabama

MOU's

I. Other State 211 Overflow/Failover MOU

Disaster/Emergency Intake Sheet (To be used during software outages)

211 Connects Alabama

Disaster/Emergency Call Intake Form

Date: _____

"211 Connects Alabama, How may I help you?"

Description of need:

_____

_____

_____

(USE THIS INFORMATION TO DETERMINE APPROPRIATE TAXONOMY TERM)*

GENDER: Male Female Unknown

"To better serve you and provide you with the appropriate information, may I have the following information:

"In case we get disconnected what is your name and number & I will call you back?

Name _____ Phone (_____) _____ - _____

(ENTER THIS DATA ON THE CLIENT PAGE)*

"What is the zip code of your home residence? _____

(ENTER DATA ON CLIENT PAGE)*

"Do you know the zip code where you are currently located? _____If yes, (zip code) _____?"

"If not, do you know the county or name of the city you are calling from? _____

(ENTER THIS DATA ON THE SEARCH PAGE)*

"Are there any special needs that we need to know? _____If yes, what are they?

_____

(USE THIS INFORMATION TO DETERMINE APPROPRIATE TAXONOMY TO SEARCH)*

Referral (Try to give 3 if possible): _____ PH) _____

_____ PH) _____

_____ PH) _____

(SELECT "SAVE REFERRAL" ON MATCHLIST RESULTS PAGE)

Was need met? (Circle One) YES NO

(IF NO, ENTER THIS DATA ON UNMET NEEDS PAGE)*

Notes: _____

_____

_____

"How did you hear about 211?" (Media, Social Service Agency, etc.) _____

Thank you for calling 211 Connects Alabama. Please feel free to call us should you need more information or/ if your situation changes and you need additional information.

****Instructions for database entry upon restoration of software***

1. Click on **Calls/Contacts** after logging in to the software.
2. Click **Start New Contact**
3. Click **Find Client**
4. Click **Add New** - enter first and last name, zip code of residence, phone #, and gender.
5. Click **Save** - then **OK**
6. Click **Close**, and then click **Search** (Page 1).
7. Override zip code info by entering zip code, city, or county caller is now.
8. Enter appropriate taxonomy term (use cheat sheet as guide), then click **GO.**
9. Highlight or click on term - then click **Search** (bottom of screen).
10. Matchlist results will appear - double click on resource listing:

    For "mass care shelters" - click on **See Detail** in popup window - then click **Save Referral.**

    For all other referrals click on blue resource information - detail window will pop up, then click **Save Referral** (top of screen).

11. After providing referrals, click on **Data** page (Page 3) - complete contact data on far right window (How did you hear about 211?) - highlight appropriate response.

12. Thank you for calling 211 connects Alabama. Please feel free to call us should you need more information or if your situation changes and you need additional information.

13. Click **End Contact** (top of screen).

For unmet needs:

After step 10 - Click on **Unmet Needs** (very top of page) - if no taxonomy term used to search - enter need, then highlight appropriate reason for need.

Then click **Save**

Continue with step 13

Disaster Resources Cheat Sheet for 2-1-1 Connects Alabama

Statewide

Need	Taxonomy	Notes
American Red Cross Chapters Nationwide	Red Cross Chapters Nationwide	See notes in Call Module
American Red Cross Shelters	Mass Care Shelters	See notes in Call Module
American Red Cross Sites in Alabama	Red Cross Disaster Service Centers	Local Red Cross Chapters/Service Centers in Alabama
Emergency Management Agencies Nationwide	State Offices of Emergency Services	Weblink to contact information for State EMA offices nationwide
Emergency Road Closures	Road Closures Bulletins	See notes in Call Module
Family Locator	Disaster Survivor Inquiries	This system is designed for use when individuals or families are displaced due to a major disaster.
FEMA Disaster Assistance Registration	FEMA Disaster Assistance Tele-Registration	Apply for FEMA Disaster Assistance
Gas Gouging/Fraud Reporting	Disaster Related Fraud Reporting	Alabama Attorney General Office
Gas Station Locator	Open Gas Stations	Web link for gas stations on I-65 from Mobile to Montgomery
Hurricane Evacuation Routes	Evacuation Information	See notes in Call Module
Hurricane Weather Inquiries	Weather Reports	Hurricane weather updates
Nationwide 211 Call Center Contacts	211 Systems	Web link with contact Information for 2-1-1 centers nationwide/local
Roadside Emergencies	Emergency Road Service	Alabama roadside emergency cell number

Local

Need	Taxonomy	Notes
Damage Reports	County Offices of Emergency Services	
Diapers	Diapers	Needs for Diapers
Disaster Related Goods Donations Management	Disaster Related Goods Donations Management	Refer to local County VOADS.
Food Assistance	Mass Feeding Services	Central Locations that provide food
Gas Money	Gas Money	Financial Assistance for Gas
General Clothing Needs	General Clothing Provision	
Heat/Cooling Center	Heat Emergency Cooling Centers - no category link yet	
Language Translator	Language Interpretation	
Mental Health Care	Post Disaster Mental Health Services	
Pet/Animal Shelters	Disaster Related Animal Shelter	
Prescription Assistance	Prescription Expense Assistance	
Salvation Army Contact Info	See Notes	In the call module, instead of searching by Taxonomy, do a NAME search for ***Salvation Army*** using the caller's zip code, city, or county

Shelters/Not listed on American Red Cross Shelter website	County Offices of Emergency Services	If no shelter listed for the callers county on the Amercian Red Cross Shelter website, the 211 Manager to contact the EMA County Office to determine if a shelter is in fact available or ready to open. Then, relay information to the caller.
Shelters/Special Needs	Special Needs Shelters	Disabled/Medical Needs Shelters
Volunteer Management and Coordination Services	Spontaneous Volunteer Management	To locate nearest Volunteer Registration Center

Post Disaster Services/Long Term Recovery Resources

Need	Taxonomy	Notes
Business Disaster Loans	Disaster Loans - no category link yet	(Small Business Development Centers)
Employment	Job Search Resource Centers, Job Search/Placement	
Family Re-established in new community	Disaster Related Case Management	Referrals to Family Resource Centers
Food	Food Pantries, Post Disaster Food Stamps	
Legal Counseling	Post Disaster Legal Counseling	
Permanent Housing	Post Disaster Housing Assistance	Callers displaced looking for housing

Note: For other needs not noted above, refer to day-to-day toxonomy spreadsheet for common calls

Disaster Preparedness Resources

Need		Taxonomy
Disaster Supplies	Weather Radios, Disaster Kits	EMA's or other community agencies offering these supplies.
General Preparedness Info	Disaster Relief/Recovery Organizations, Disaster Preparedness Information	Red Cross Service Centers, Volunteer Centers, EMA's, VOAD's, etc

Disaster/Emergency Plan Activation Checklist

- ☐ Plan Director and/or Plan Activation Committee have activated the plan.
- ☐ Initiate 120 hour from impact conference call with 211 User Group. (If already inside the 120 hour mark then the call should be initiated immediately)
- ☐ Daily Conference call time has been set.
- ☐ Determine Activation Level
- ☐ Roles and Responsibility personnel are in place and active.
    - o Disaster/Emergency Plan Director
    - o Birmingham Central Call Center Manager
    - o Montgomery Central Call Center Manager
    - o Disaster/Emergency Resource Coordinator
    - o Technology Director
    - o Outside Agency Director
    - o Volunteer Coordinator
- ☐ Level 1
    - o Birmingham call center is active and has adequate staffing in place.
    - o Montgomery Center is active and has adequate staffing in place.
    - o Phone system is routing calls to the Central Disaster Call Centers. (Refer to the Disaster/Emergency Phone System Activation Checklist)
    - o 211 Personnel has reported to the EOC.
    - o Disaster Resources are being gathered and activated within State 211 database.
    - o Volunteer Plan is active.
    - o State Failover/Over Flow is active.
- ☐ Level 2
    - o Birmingham call center is active and has adequate staffing in place.
    - o Montgomery Center is active and has adequate staffing in place.
    - o Phone system is routing calls to the Central Disaster Call Centers. (Refer to the Disaster/Emergency Phone System Activation Checklist)
    - o Has the EOC requested 211 Personnel in the EOC? (circle one) Yes / No
        - o If yes, have they reported?
    - o Disaster Resources are being gathered and activated within State 211 database.
    - o Volunteer Plan is active.
    - o State Failover/Over Flow is on standby.
- ☐ Level 3
    - o Afterhours Call Center is active 24/7 to answer overflow/failover from local call centers.
    - o After Hours Call Center has adequate staffing in place.
    - o Phone Lines are routing overflow/failover to the afterhours call center.
    - o Disaster Resources are being gathered and activated within State 211 database.
- ☐ Level 4
    - o Afterhours Call Center is on standby to be active for 24/7 overflow/failover.

Disaster/Emergency Plan De-Activation Checklist

- ☐ Plan Director and/or Plan Activation Committee have set the de-activation time.
- ☐ De-Activation Conference Call is scheduled.
- ☐ Roles and Responsibility personnel have been notified of the de-activation time.
    - o Disaster/Emergency Plan Director
    - o Birmingham Central Call Center Manager
    - o Montgomery Central Call Center Manager
    - o Disaster/Emergency Resource Coordinator
    - o Technology Director
    - o Outside Agency Director
    - o Volunteer Coordinator
- ☐ Level 1
    - o State Failover/Over Flow is de-activated.
    - o Volunteer Plan is de-activated
    - o Phone system is routing calls back to local call centers.
    - o Montgomery Center is active and has been de-activated.
    - o Birmingham central disaster call center has been de-activated.
- ☐ Level 2
    - o State Failover/Over Flow is de-activated.
    - o Volunteer Plan is de-activated
    - o Phone system is routing calls back to local call centers.
    - o Montgomery Center is active and has been de-activated.
    - o Birmingham central disaster call center has been de-activated.
- ☐ Level 3
    - o Afterhours Call Center is de-activated.
    - o Phone Lines are no longer routing overflow/failover to the afterhours call center.
- ☐ Level 4
    - o Afterhours Call Center is de-activated.
    - o Phone Lines are no longer routing overflow/failover to the afterhours call center.
- ☐ Begin compiling the after action report.

Phone System Disaster/Emergency Activation Checklist

- ☐ Activate the Disaster Cal Center Phone Lines.
  - Redirect Subscriber #0444 caller input "1" to attempt to transfer to subscriber #0444.
- ☐ Activate Out-of-State or unknown area code calls to route to the disaster call center.
  - Unknown/Out of State –ext#0406 vmail profile changed to 0444
- ☐ Activate In-State
  - Route all CTI Route Points to voice mail profile #0444.
  - 205 –ext#0401 vmail profile changed to 0444
  - 251 –ext#0402 vmail profile changed to 0444
  - 256 –ext#0403 vmail profile changed to 0444
  - 334 –ext#0404 vmail profile changed to 0444
  - CSNA –ext#0405 vmail profile changed to 0444
- ☐ Activate Overflow to 2nd Montgomery Call Center
  - Set ext# 50999 to forward all to
    - Montgomery VIC # 334.264.3354
    - Montgomery Armory # 334.241.2524

Phone System Disaster/Emergency De-Activation Checklist

- ☐ De-Activate Overflow to 2nd Montgomery Call Center
  - Remove forward all option
- ☐ Set In-State to normal routing
  - Route all CTI Route Points to voice mail profile #0444.
  - 205 –ext#0401 vmail profile changed to 0400
  - 251 –ext#0402 vmail profile changed to 0400
  - 256 –ext#0403 vmail profile changed to 0400
  - 334 –ext#0404 vmail profile changed to 0400
  - CSNA –ext#0405 vmail profile changed to 04XX
- ☐ Set Out-of-State or unknown area code calls to normal routing.
  - Unknown/Out of State –ext#0406 vmail profile changed to 0444
- ☐ De-Activate the Disaster Cal Center Phone Lines.
  - Redirect Subscriber #0444 caller input "1" to attempt to transfer to call handler 211 UWCA Call Center Xfer.

Resource Contacts

1. Call Center Contacts with Corresponding Call Center Map

Center ID	Name of Agency, 211 Program, & Contact Person	I&R phone and contact email
01LC	**United Way of Central Alabama, Inc.**	
	United Way Information & Referral/211 Call Center	I&R# 205.323.0000
	M-F, 8-4:30, after hours calls forwarded to Crisis Center	
	Samuetta Nesbitt: 205-458-2050	snesbitt@uwca.org
	Doug Goodwin: 205-458-2032	dgoodwin@uwca.org
	Angelyn Wilson 205.458.2079	awilson@uwca.org
	Emergency info: (c)205-283-9410, (h)205-590-3164	
	Backup: James Wine: (c)205-482-2246, (h)205-853-8040	
	Mike Latham - Crisis Center	mlatham@crisiscenterbham.com
02LC	**Volunteer and Information Center, Inc.**	
	211 Connects South Central Alabama: M-F, 8-4	I&R# 334.264.3354
	JoAnn Johnson: 334-264-4636, ext. 2	211@clickvic.org
	Emergency contact info: (c)334-322-4420, (h)334-514-8994	
	Backup: Camilla Prince: 334-264-3335	cprince@clickvic.org
	(c)334-546-0102, (h)334-277-0102	
CSNA	**Crisis Services North Alabama, Inc**	
	211 Helpline: 24/7	I&R#256.716.1000
	Cindi Stewart: 256-716-4052 ext. 102	cindi@csna.org
	Emergency contact info: (c)256.682.7210, (h)256.325.3959	
	Backup: Janet Gabel 256.716.4052 ext. 100	janet@csna.org
	(c) 256.348.7121 (h)256.350.3205	
04LC	**United Way of Lake Martin**	
	United Way of Lake Martin 211: no info on hours	I&R#1.256.234.9810
	Marla Browne: 256-329-3600	msbrowne@bellsouth.net
	Emergency info: cell # 205/401-6480	
	husband's cell # 205/401-6498	
05LC	**Shoals Family Success Center**	
	211 Information & Referral: M-F, 8:30-5	I&R#256.246.2737
	NaKisha Martin: 256.765.0033	nakisha@shoalsfamily.net
	Emergency contact info: ©256-668-0429, (h) 256-332-6646	
	Ashley Butler	ashley@uwshoals.org
06LC	**Now merged with 11LC**	

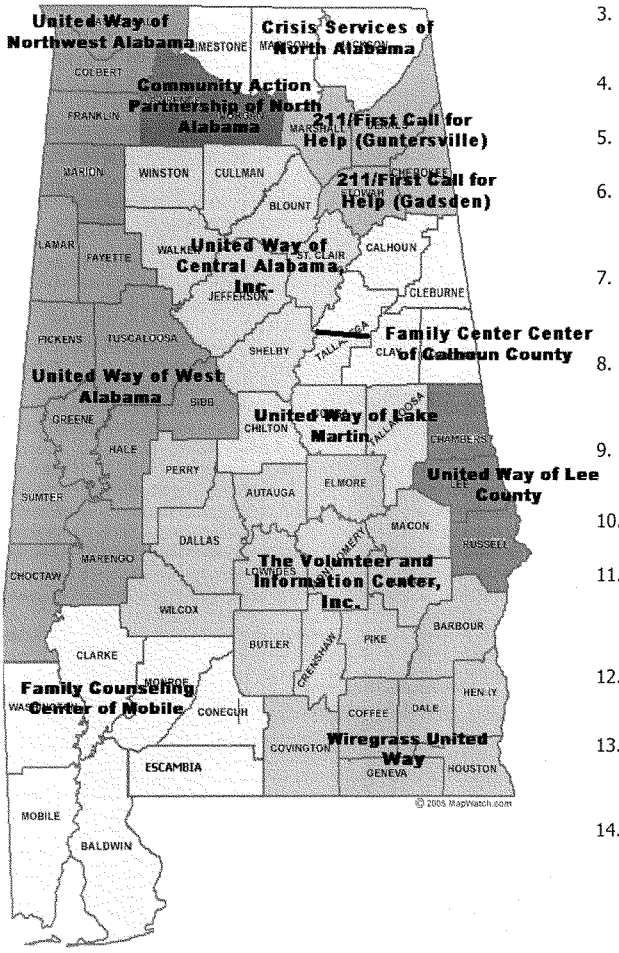
07LC	**United Way of Lee County, Inc**	
	United Way 211 Community Connections: M-F, 8-4	I&R# 334.745.5589
	Becky Benton: 334-745-5540	becky@unitedwayofleecounty.com
	Kristi Holt: 334-745-5540	kristi@unitedwayofleecounty.com
	Emergency #: 334-524-4062	
08LC	**United Way of Marshall and Dekalb County**	
	211/First Call for Help (Guntersville): M-F, 8-4:30	I&R#256.582.0506
	after hours calls forward to Crisis Center in B-ham	
	Betty Terrell: 256-582-0506	bettyt@uwayme.com
	Emergency contact info: (c)256-506-4004, (h)256-582-2090	
	Backup: Jeannie Lyle 256-582-4700; (c)256-506-1979	
	Back up: Amy Wills 256-505-3997; (c) 256-505-7773	
09LC	**Wiregrass United Way, Inc.**	
	211 Southeast Alabama: M-F, 8-5	I&R# 334-836-1961 or 62
	David Duke: 334-836-1963 or 64	Duke211SEAlabama@yahoo.com
	Emergency info: (c)334-701-4215, (h)334-793-7163	
	Backup: Marc Cronin: 334-836-1963 or 64	mcronin@wuw211seal.com
	(c)334-714-4018, (h)334-794-9627	
10LC	**United Way of West Alabama**	
	Information & Referral 211: no info on hours	I&R# TBD
	Homer Butler: 205-345-6640, (c)205-310-1330, (h)205-339-2179	sonny@uwwa.org
	Joanne Miles: 205-345-6640, (c)205-886-1371, (h)205-345-4693	miles@uwwa.org
	Michelle Price: 205-310-0744	michelle@uwwa.org
11LC	**Family Counseling Center of Mobile, Inc.**	
	Lifelines: M-F, 8-5	I&R#251.431.5111
	Jan Preslar: (O) 251-431-5100	jpreslar@lifelinesmobile.org
	Emergency:(C)251-454-1066 (H) 251-342-8513	jpreslar@bellsouth.net
	Backup: Chandra Brown (O)251-602-0909, (C)251-610-0311	cbrown@lifelinesmobile.org
		channieb@aol.com
	Backup: Deanna Truxillo (O)251-431-5100, (C)251-776-0697	dtrux@lifelinesmobile.org
12LC	**United Way of Etowah and Cherokee Counties**	
	211 First Call for Help (Gadsden): M-F, 8-4:30	I&R#256.546.4357
	Susan Carter: 256-546-4357	firstcallforhelp@bellsouth.net
	Emergency contact info: (c)256-504-7354	hoppydew@bellsouth.net
	(h)256-442-8756, (h)256-442-7512	
13LC	**United Way of Athens and Limestone County**	I&R#256.233.3556
	211 of Limestone County: no info on hours	
	Kay McFarland: 256-232-2025	

	Meredith Munyon: 256-232-2025	meredith.uw@charterinternet.com
14LC	**Family Services Center of Calhoun County, Inc.**	I&R# 256 231-2240
	M-Th, 8-5 and F, 8-3:30	
	Phylis Parker: 256 231-2240, (c)256 238-2239	fsc211@cableone.net
	Donald Walton: 256-231-2240, (c)256 310-0677	dwalton@cableone.net
15LC	**Community Action Partnership of North Alabama, Inc.**	I&R#(256) 260-1781
	United Way 211 Information & Referral Call Center	or 866-869-4921
	M-F, 8-5	
	Laurie Lincoln: 256-260-3106	jgreen@capna.org
	Emergency: 256-565-2346 (cell)	llincoln@capna.org
	Back Up:	
	Jack Green: 256-260-3128 256-565-1663 (cell)	
UW of AL	**Becky Booker**	becky@doingwhatmatters.org
	(o)334-265-4505, (c)334-657-9350, (h)334-361-2191	

I. Central Call Center Volunteer Roster – Updated 12/02/2008

First Name	Last Name	Home Phone	Work Phone	Mobile Phone	Email Name
Bonita	Bigbee		268-7188	914-1870	bonita.bigbee@protective.com
Paige	Brannon			410-3885	paige.brannon@gmail.com
Hansell	Burke	871-6844			hansellb@bellsouth.net
Emefa	Butler			306-8789	emefa.butler@proequities.com
Clairee	Clarke	853-5264	244-6719	807-1113	claireeclarke1@bellsouth.net
Brenda	Cochran	856-6240		601-2152	effielee1@netzero.net
Suzanne	Coker	664-3907			
Marychris	Corbally	916-0845		223-1414	mcorbally@hotmail.com
Helen	Ellis	979-5606			hhellis@charter.net
Marea	Ennis			835-8432	reesy1979@yahoo.com
Mike	Falligant	853-8567	323-7785	566-7814	mfalligant@crisiscenterbham.com
Christy	Falligant	853-8567		586-7760	cfall@bellsouth.net
Betsy	Frazer	822-7871		305-3172	betsyfrombham@hotmail.com
Doris	Godsey	822-3733		914-8335	
Pam	Griffin	437-8339		613-1901	pam.griffin@protective.com
Elizabeth	Heck		458-8986	903-0479	eheck@crisiscenterbham.com
Kahla	Hill	324-9456	540-3678		krhill@uab.edu
Herb	Husid	967-3457	243-8474		herb918@bellsouth.net
Marcia	Johnson	986-8417		678-576-6902	marcia.johnson@protective.com
Lauren	Lanehart		458-8982	937-4417	llanehart@crisiscenterbham.com
Mike	Latham		458-8985	276-5565	mlatham@crisiscenterbham.com
Elizabeth	Mathes	988-6916	290-4524		miz98liz@hotmail.com
Meg	McGlamery		458-8981	240-2216	mmcglamery@crisiscenterbham.com
Mary	McGowan	870-5246		901-3084	mary.mcgowan@protective.com
Ellen	Michael	591-7586	268-3106	542-4927	ellen.michael@proequities.com
Jeff	Miller			434-0335	jeff.miller@proequities.com
Keith	Moore	823-9889		492-5494	keith.moore@proequities.com
Holly	Ogletree	933-2674			maudmac@gmail.com
Brandi	Penhale		268-5202	601-1268	brandi.penhale@proequities.com
Lena	Perez			218-8081	l.perez@yahoo.com
Bill	Phillips	995-8867			WPhill6838@aol.com
Peggy	Sanderford Ponder	591-8551		585-1713	psanderfordponder@mhaca.com
Madge	Sidwell	822-1714		305-2580	madgedith@aol.com
Brandi	Smith		458-8988	266-1258	bsmith@crisiscenterbham.com
Pam	Spurgeon	991-3914	268-5765		pam.Spurgeon@proequities.com
Deborah	Stephens			915-9079	deborah.stephens@proequities.com
Jocelyn	Steward			(706) 394-0284	jsteward@uab.edu
Rene	Thompson			222-7619	rene.thompson@proequities.com
Janet	Warren		268-3973	223-0970	janet.warren@protective.com
Beth	Wetheral			531-7135	bwetheral@crisiscenterbham.com
Donna	Winston	833-6515	714-0001x4194		dw8422@att.com
Martha	Woolverton	970-6506			marthawoo@yahoo.com

211 Call Center Map



1. Shoals Family Success Center – Lauderdale, Colbert, Franklin, & Marion Cos.
2. Crisis Services North Alabama, Inc – Limestone, Madison, & Jackson
3. Community Action Partnership of North Alabama, Inc. - Morgan, Lawrence, & Winston Cos.
4. United Way 211/First Call for Help – Marshall & DeKalb Cos.
5. United Way 211 First Call for Help (Gadsden) – Etowah & Cherokee Cos.
6. United Way Information & Referral/211 Call Center – Jefferson, Shelby, St. Clair, Blount, Cullman, & Walker Cos.
7. Information and Referral 211 United Way West Alabama – Tuscaloosa, Bibb, Fayette, Lamar, Pickens, Greene, Hale, Sumter & Marengo Cos.
8. Family Services Center of Calhoun County, Inc. – Calhoun, Cleburne, Clay, North Talladega, & Randolph Cos.
9. Lake Martin Area United Way 211 – Tallapoosa, Coosa, Chilton, & South Talladega Cos.
10. United Way Community Connections 211 – Lee & Chambers Cos.
11. Volunteer & Information Center – Montgomery, Autauga, Elmore, Dallas, Perry, Macon, Lowndes, Wilcox, Bullock, Pike, Butler, & Crenshaw Cos.
12. Family Counseling Center of Mobile/ Lifelines – Mobile, Clarke, Washington, Monroe, & Choctaw Cos.
13. Wiregrass United Way/211 Southeast Alabama – Houston, Henry, Geneva, Dale, Coffee, Covington, & Barbour Cos.
14. Crisis Center Birmingham After Hours Call Center

STATE OF SOUTH CAROLINA

OFFICE OF THE ADJUTANT GENERAL

EMERGENCY MANAGEMENT DIVISION

STATEMENT FOR THE RECORD

RONALD C. OSBORNE

DIRECTOR

ON THE

PREPARTIONS FOR THE 2009 HURRICANE SEASON

BEFORE THE
SUBCOMMITTEE ON DISASTER RECOVERY

U.S. SENATE

JUNE 4, 2009

Chairwoman Landrieu, Senator Graham, and distinguished Members of the Subcommittee, thank you for the privilege of submitting my testimony to you. At the South Carolina Emergency Management Division, we are charged with the task of protecting the lives and property of the citizens of South Carolina and that of visitors to our great state. Though South Carolina is a small state, it is prepared for a hurricane because of a close partnership and continual cooperation and communication with all those involved at the local, state, and federal level as well as in the private sector. Like other states however, we will require federal assistance in the event of a major hurricane.

I would like to inform the committee of South Carolina's coordination and communication capabilities, our public information and warning program, our ability to evacuate then care for the vulnerable population, and our resource management / logistics capability.

Communication between all levels and parts of government is critical in directing a response to a disaster. South Carolina maintains a common operating picture through the use of a web-based program called WebEOC. It is software used by state agencies, all 46 counties in South Carolina, all of the fixed nuclear facilities in the state, and provides for an interoperable system statewide. WebEOC has the ability to monitor different information from every shelter in South Carolina, though further integration with the national shelter system is needed. Funding stands as a hurdle to enhanced intercommunication abilities at all levels of use.

Maintaining communications between different levels of government is required to coordinate any coherent response. In the event South Carolina's regular phone and Internet capabilities are rendered non-operational by a hurricane, there are several back-up systems. South Carolina has one of the most robust 800 MHz communication systems in the country, but we still need improved coverage areas and increased equipment. Critical county and state agencies have satellite telephones to assist in communication throughout the state. South Carolina still maintains local government radios to communicate with municipalities if other systems fail. The state provides a dedicated voice and data network, and ham radio operators to provide redundant communication capabilities after an event.

Preparedness for a hurricane is to a significant degree an individual responsibility. South Carolina has made a concerted effort to make sure the citizens of the state have the information they need to prepare for hurricanes. Every year, the South Carolina Emergency Management Division produces a Hurricane Guide that is freely distributed to citizens that contains vital South Carolina specific information. It provides evacuation zones and maps, shelter locations by county, Emergency Alert System (EAS) stations by region, critical phone numbers and web addresses, preparation tips with specific reminders for those citizens with special needs and those with pets, as well as general information about hurricanes. Its distribution has increased to over 700,000 and is freely available on SCEMD's website.

South Carolina also utilizes EAS to disseminate information prior to and during an emergency. A statewide study conducted in 2006 found that over 80% of surveyed citizens utilize local radio and television to obtain urgent information to protect themselves and their families. EAS does have its limitations as stations are not required to carry any messages originating from the state or local level.

In an effort to inform a greater portion of the population, South Carolina has developed a telephone alert system that can be utilized by state or local officials to alert and play a prerecorded message to residents and businesses within a selected geographic area. This system again has its weaknesses as it takes time to call large portions of the population, the database does not include mobile phone numbers, and not all citizens have telephones.

To help provide information prior to and during a hurricane, South Carolina has developed a Public Information Phone System where citizens and tourists may phone in and receive evacuation information, directions to shelters, preparedness and other general information. The state has also partnered with the United Way to operate a 2-1-1 service during an emergency.

South Carolina's ability to evacuate the coast is a significant issue as the state's population during peak tourist season may present the need to evacuate up to 1.5 million people from coastal communities. The state has therefore developed an evacuation plan that is reviewed and exercised annually. Before last hurricane season, South Carolina conducted a two-day, full scale exercise that tested the evacuation plan. Local and state law enforcement staffed every traffic control point along the evacuation route and simulated lane reversals on major interstate highways. This year the highway patrol has conducted table top exercises with every local law enforcement office involved in staffing the evacuation routes.

South Carolina is also developing a mass evacuation plan to assist and evacuate those who are not able to evacuate themselves, and cannot shelter in place. This is recognized as a shortcoming in the event of a catastrophic hurricane.

With up to 1.5 million possible evacuees, the sheltering needs of South Carolina are great. The state has detailed plans in-place to shelter coastal and inland hurricane evacuees in all 46 counties. Pre-landfall shelter capacity goals are in accordance with the accepted sheltering standards of at least 10% of the total vulnerable population. For the 2009 hurricane season, South Carolina has the capability to provide pre-landfall shelter to 156,000 evacuees in over 200 shelters. At full capacity for pre-landfall shelters the state's resources to staff these shelters are a major concern. The state's and American Red Cross' ability to manage / staff a large number of post-impact / long-term shelters is very limited. Significant numbers of shelter-trained personnel

would need to be sourced from outside the state. The state is also severely limited in its ability to acquire temporary individual / family housing and manage a temporary housing program sized to accommodate large numbers of evacuees. We are relying on FEMA to complete their responsibilities in providing temporary housing.

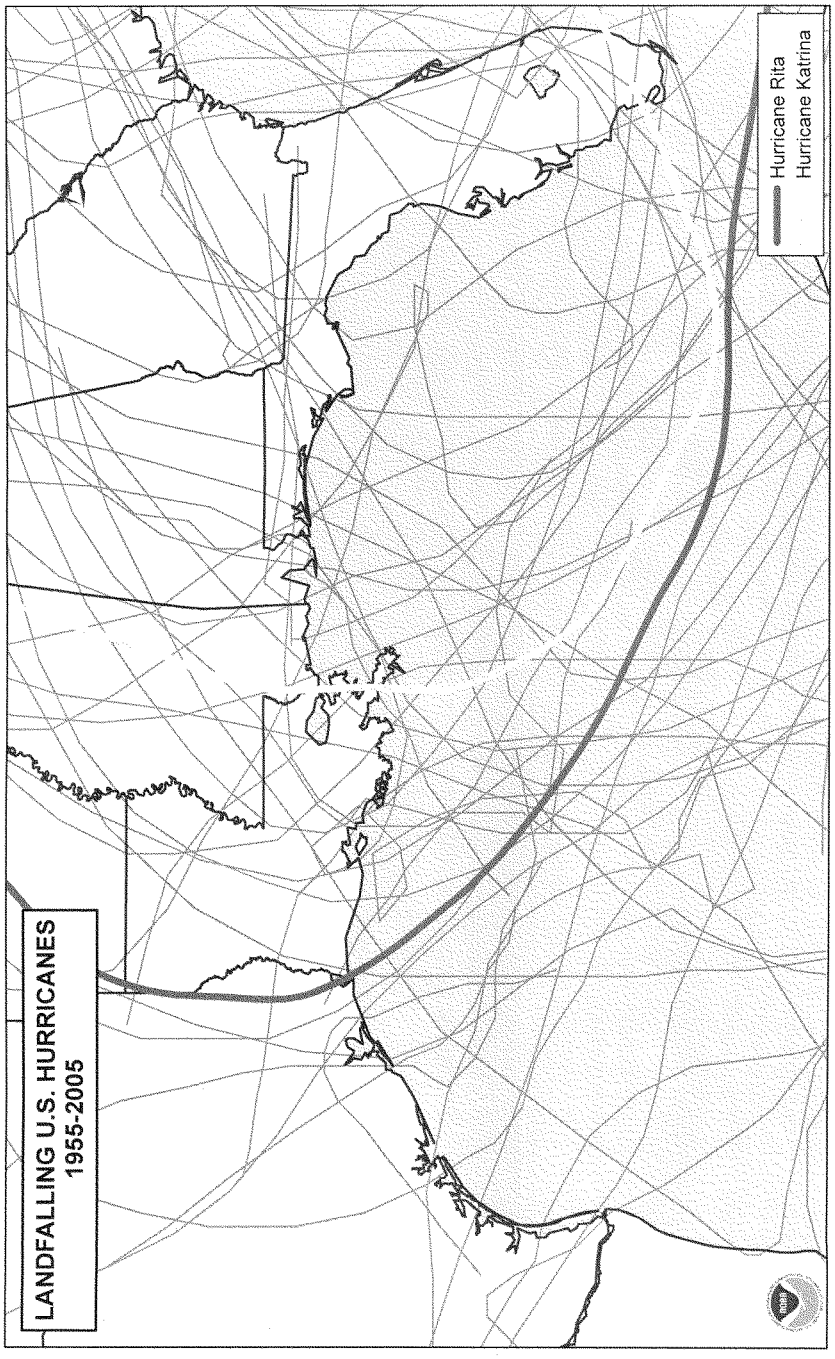
South Carolina operates several shelters to help the population with special medical needs. The state continues to meet the demonstrated need for special medical need shelter space and staffing, but there are significant concerns that a catastrophic event would soon overwhelm the state's space and manpower capabilities. South Carolina can also call upon Regional Medical Assistance Teams (RMAT) to establish mobile mass treatment with only a 12 hour deployment time.

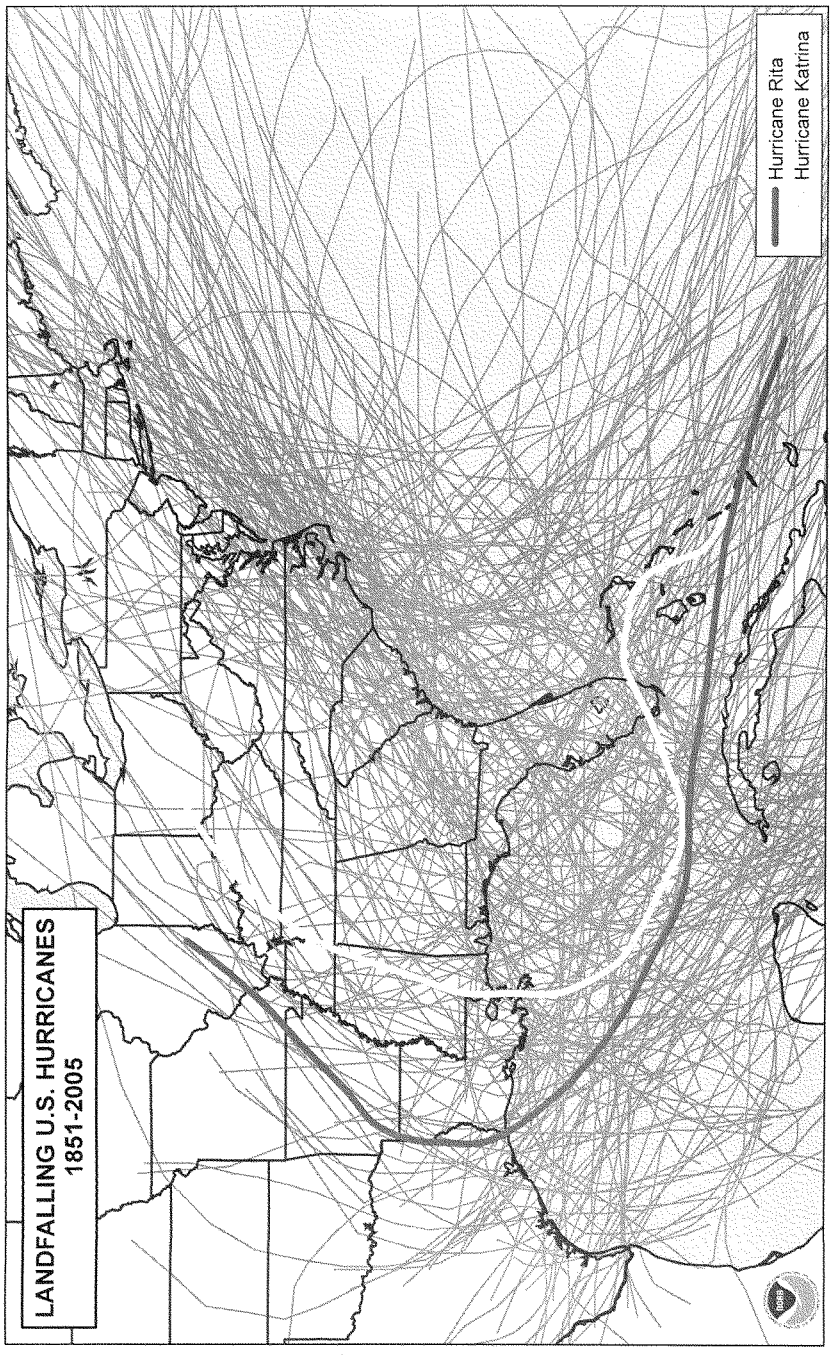
South Carolina has developed a commodity distribution logistics plan that continues to be refined, but guides how state assets are to be distributed across the state in response to different disasters. The plan calls for commodity distribution to citizens through pre-identified Points of Distribution (POD) locations. While PODs are deemed the most effective distribution mechanisms, SC still faces challenge with staffing. South Carolina maintains a warehouse that is centrally located in the state with enough Meals Ready to Eat (MREs) and water for 50,000 people for three days. The state plans to distribute the supplies until the activated emergency contracts and federal assistance arrive. In addition, South Carolina has several emergency contracts to supply resources to supplement the state's own resources in a disaster response.

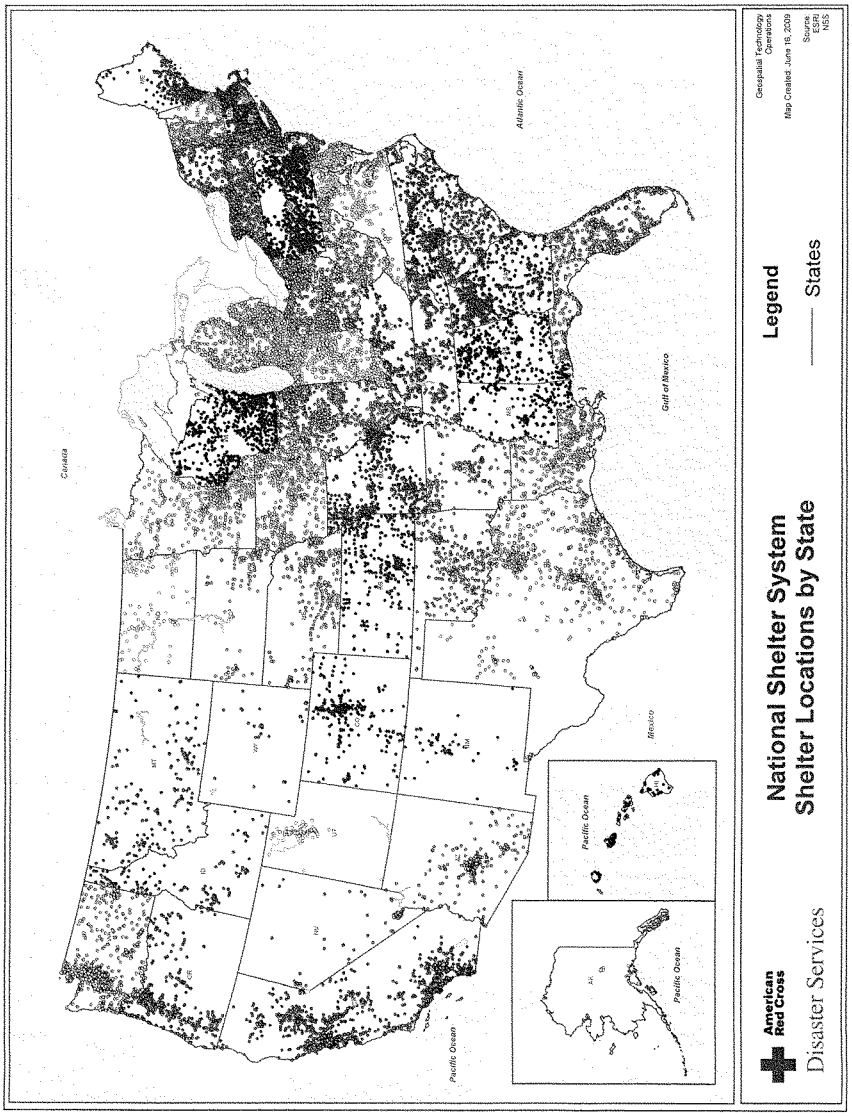
While hurricane preparations are a strength in South Carolina, some areas of concern still exist. Foremost among those is the state's budget. South Carolina's unemployment rate is second highest in the nation. There has been a reduction in both response and emergency management personnel, and federal grants need to be focused more toward all-hazards emergency management.

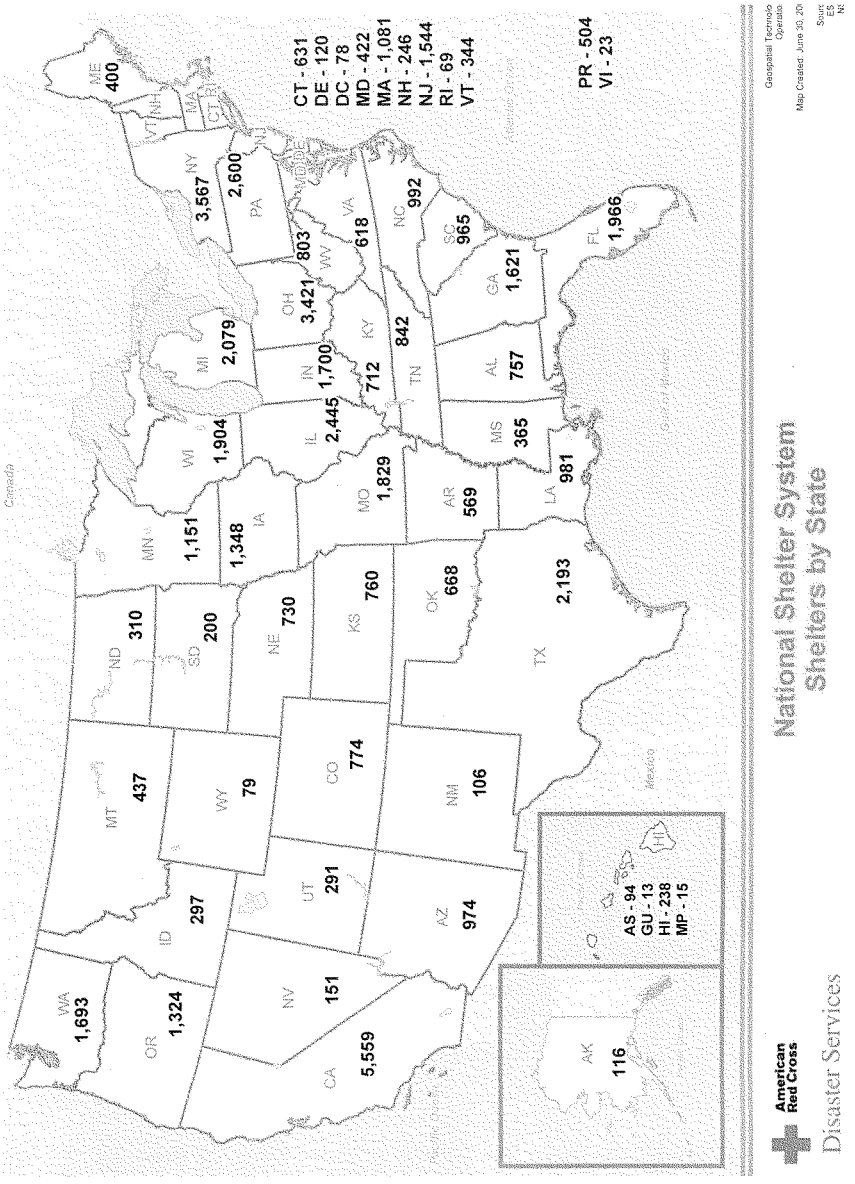
Another area of concern is the National Hurricane Program. The Department of Homeland Security and FEMA do not appear to place enough focus on hurricanes within their organizational structure. Hurricanes represent one of the most dangerous natural hazards to the country, yet appear to be of minor significance to the federal agencies. Funding is extremely limited for the National Hurricane Program. The process is too slow in completing the current hurricane studies, resulting in many of the studies being outdated. South Carolina's hurricane study is nine years old.

FEMA's ability to quickly respond to an emergency is also a concern. FEMA must be able to react without a bureaucratic process delaying response and support to the states. There are also questions about FEMA's ability to provide trained personnel and commodities, such as generators, if South Carolina were to be the second or third state hit by a hurricane in the season. State budget constraints restrict South Carolina's ability to activate the National Guard and emergency contracts as quickly as needed. Sufficient time is required upon activation for the support to arrive, so we cannot afford to wait until almost impact. Presidential Emergency Declarations need to be issued earlier.


LANDFALLING U.S. HURRICANES
1955-2005
Hurricane Rita
Hurricane Katrina


LANDFALLING U.S. HURRICANES
1851-2005
Hurricane Rita
Hurricane Katrina


American Red Cross
Disaster Services
National Shelter System
Shelter Locations by State
Legend
States
Geospatial Technology Operations
Map Created: June 16, 2009
Source: ESRI NGS
Canada
Atlantic Ocean
Gulf of Mexico
Mexico
Pacific Ocean
Pacific Ocean
Pacific Ocean


WA 1,693
OR 1,324
CA 5,559
ID 297
NV 151
MT 437
WY 79
UT 291
AZ 974
CO 774
NM 106
ND 310
SD 200
NE 730
KS 760
OK 668
TX 2,193
MN 1,151
IA 1,348
MO 1,829
AR 569
LA 981
WI 1,904
IL 2,445
MS 365
MI 2,079
IN 1,700
KY 712
TN 842
AL 757
OH 3,421
WV 803
VA 618
NC 992
SC 965
GA 1,621
FL 1,966
PA 2,600
NY 3,567
ME 400
VT
NH
MA
CT
RI
NJ
MD
DE
AK 116
HI
AS - 94
GU - 13
HI - 238
MP - 15
CT - 631
DE - 120
DC - 78
MD - 422
MA - 1,081
NH - 246
NJ - 1,544
RI - 69
VT - 344
PR - 504
VI - 23
Canada
Mexico
Gulf of Mexico
American Red Cross
Disaster Services
National Shelter System
Shelters by State
Geospatial Technolo
Operatio
Map Created: June 30, 20
Sourc
ES
NE

Subcommittee on Disaster Recovery
Post-Hearing Questions for the Record Submitted to
Craig Fugate, U.S. Federal Emergency Management Agency
From Senator Mary Landrieu
"Are We Ready? A Status Report on Emergency Preparedness for the 2009 Hurricane Season"
June 4, 2009

Craig Fugate – FEMA

1. Disaster Housing

You stated in your testimony that "Should a temporary housing mission…arise this hurricane season, FEMA is prepared." To support that statement, you talked about three new contracts for low-formaldehyde travel trailers, low-emission park models and mobile homes, and a separate manufactured housing contract for catastrophic disasters. I have previously conveyed my concern to you that FEMA isn't "walking the walk" when it comes to developing new housing solutions. The agency pays lip service to the notion that trailers are a "last resort" in the National Disaster Housing Strategy, but its acquisition efforts demonstrate a continuing disproportionate reliance upon them. The six alternative housing prototypes that are being tested in Maryland cannot be deployed to help displaced residents, and your statement does not include any references to rental repair. I appreciate that FEMA is turning to HUD to assist with long-term housing, but FEMA is still responsible for temporary housing once people transition out of shelters.

- You indicated that FEMA has entered into 3 new contracts for trailers and mobile homes. Why hasn't the agency secured a contingency contract for alternative housing units?
- In 1938, a Category 4 hurricane struck Long Island, destroyed 75,000 buildings, and displaced thousands of residents. How would FEMA house people in a densely-populated urban area like New York City if another hurricane follows the same path?

Response: Disaster housing takes a measured amount of coordination and cooperation with the state and local governments affected by the event. These entities' preferences must be taken into account when providing temporary housing. In many cases, these state and local governments prefer to utilize mobile homes, park models, and travel trailers in meeting their temporary housing needs. FEMA has entered into contingency contracts for each of the six alternative housing prototypes that are being tested at the National Emergency Training Center in Maryland. FEMA has also used one of these alternate unit types, albeit on a limited scale, in the disaster housing operation for Hurricane Ike in Texas. FEMA's effort to identify, evaluate, pilot, and ultimately incorporate alternate types of temporary housing units is an ongoing process. FEMA is currently in the process of re-competing its support contract for the Joint Housing Solutions Group. Once the new contract is awarded, the next goal for the Joint Housing Solutions Group will be to conduct a second round of proposals for alternate unit types. FEMA's goal is to modify the requirements documents and evaluation process for this second procurement effort in order to obtain units which less closely resemble traditional temporary housing units. One criterion which FEMA plans to use in the second round is suitability for densely populated urban areas.

FEMA has outlined the steps it would take to address housing needs in the event of a large or catastrophic disaster in its 2009 Disaster Housing Plan. The plan outlines the agency's prioritized approach to addressing disaster related housing needs and includes the following elements:

- Maximizing Available Housing Resources (e.g. apartments, hotels and motels)
  - Implementing and providing immediate repair and replacement assistance;
  - Implementing financial rental assistance;
  - Cataloging Vacant Rental Properties; and,
  - Using Transitional Shelters.

- Using Traditional Forms of Interim Housing (e.g. manufactured housing)
  - Providing manufactured housing assistance;
  - Conducting pre-placement interviews for housing;
  - Cataloging vacant commercial manufactured housing pads;
  - Identifying sites for placement of units on applicant's private property;
  - Identifying prospective community site locations; and,
  - Accelerating the production and delivery of manufactured housing.

- Employing Innovative Forms of Interim Housing
  - Identifying alternative forms of direct housing.

- Authorizing Permanent Construction
  - To be implemented in those rare and unusual cases where preceding forms of interim housing are unavailable, infeasible, or not cost effective

The use of these provisions will depend on the availability of resources, the desires of State and local governments, and the needs of individual applicants.

We also know that business as usual will not work in a catastrophic disaster. In a catastrophe, we will be faced with situations and needs for which our traditional response and recovery architecture is insufficient. Rather than defining our response based on current capabilities, we must work with our partners across federal, state and local governments – and importantly, in the private and volunteer sectors – to identify new approaches to deal with novel events such as anthrax or other biological attacks, massive destruction or contamination across a wide geographic area. One area that will demand a new approach to deal with the type of event you describe is disaster shelter planning.

While FEMA is certainly prepared to provide a large number of temporary housing resources following a disaster, the sheer size, scope, nature and duration of the sheltering needs after a catastrophic event require us to look at alternatives, and will require the coordinated involvement of federal agencies, state, local and tribal governments, the private sector, and voluntary and faith-based groups. As Administrator Fugate noted in recent testimony before a House committee, disaster housing, particularly following a catastrophic event, is not a mission FEMA

can or will ever be able to effectively handle alone. However, it is a mission to which FEMA is committed to providing national leadership.

The emergency management community has developed several very real, potential catastrophic scenarios, and the number of potential disaster survivors that may need sheltering and housing is enormous. For example, planning experts anticipate that following a New Madrid Seismic Zone no-notice earthquake, a projected 2.6 million people will require shelter. It is also estimated that following a Category 5 Hurricane in the most populous areas of Florida, as many as 3.6 million households will seek either short- or long-term shelter. After a catastrophic hurricane affecting Honolulu and the island of Oahu, it is projected that 650,000 residents would be in need of shelter.

These numbers can increase significantly due to the unknowns - significant aftershocks, ensuing fires, safety and security concerns, additional significant weather conditions that could affect population movements, and temporary sheltering requirements dependent on seasonal weather conditions. The bottom line is that neither the federal government nor the manufactured housing industry has the capacity to address all the anticipated housing needs in a timely manner in these types of situations. Because of this, we will need to rely on other, more innovative housing options.

Although our first priority is always to shelter and house survivors in or near their communities, that will simply not be possible in a truly catastrophic event or an event involving contamination. While we continue to aggressively explore options to quickly provide or restore housing in affected areas, the capability will simply never exist to locally shelter and temporarily house half a million or more survivors. Instead, we all need to recognize the need for a timely, organized, and disciplined relocation of survivors to venues where such shelter and follow-on temporary housing exists. The reality is that, if a region is sufficiently devastated by a catastrophic disaster, it may be many months or years before recovery has progressed to the point many disaster survivors will be able to return to their homes and communities. Accordingly, we must temporarily place survivors in environments conducive to personal stabilization and recovery *where they are*, as their communities are rebuilt. Other options that must be considered include rehabilitating rental units that can be repaired quickly, similar to the efforts undertaken by FEMA in Iowa and Texas under a recent pilot program authorized by the Post Katrina Emergency Management Reform Act's Rental Repair Pilot Program. This legislation also gave FEMA additional authorities to undertake semi-permanent and permanent construction work to make repairs.

2. Community Disaster Loans

The Stafford Act authorizes loans to local governments to facilitate their continued operation in the wake of a disaster. The program is intended to cover payroll for first responders and other employees, fund unmet needs for debris removal and other emergency work, and generally keep cities, ports, school districts, and other local entities online. The law caps these loans at $5 million though, and as I mentioned in my opening statement, Congress has had to waive the loan limits each of the three times it has appropriated funding for the program since 2005. I have chosen three hurricane-prone communities to help me illustrate the point. The respective annual

operating budgets of Galveston, Myrtle Beach, and Miami, and Myrtle Beach are $81 million, $135 million, and $731 million.

- What is the maximum amount of money that FEMA could loan to these communities to sustain their operating costs within the first 60 days of a disaster?
- Does that amount strike you as sufficient given the annual budgets of the three cities I just mentioned?

Response: The purpose of the Community Disaster Loan Program is to provide operating funds to local governments that have incurred a significant loss in general revenue following a major disaster. FEMA reviews an applicant's budget and audited financial statements to determine the eligible loan amount. Loan recipients can use the approved loans to fund general operating expenses.

The "traditional" Community Disaster Loan Program caps the maximum loan amount at $5 million. Therefore, $5 million is currently the maximum amount that could be loaned individually to the three communities (Galveston, Miami, and Myrtle Beach) offered as examples. However, as mentioned, in the recent past Congress has waived the $5 million cap. Further, the American Recovery and Reinvestment Act lifts the $5 million cap and provides up to 50 percent of the annual operating budget of the local government that has suffered a loss of 25 percent or more in tax revenues as the result of any major disaster occurring in 2008.

3. Debris Removal

a) FEMA guidelines prohibit debris removal from private property but encourage citizens to place their debris on the curbside for pickup along a public right-of-way. The unfortunate consequence of this policy is the spectacle of an elderly man or woman being forced to drag fallen tree limbs, roof shingles, ruined furniture, and appliances out of their house so the federal government will not be liable for any damage that occurs on the property.

- The Corps of Engineers' Blue Roof Program gets people to sign Right-of-Entry waivers indemnifying work crews so they can install blue roofs on damaged homes. Can FEMA utilize a similar process so people that need help can get help to remove hurricane debris from their property?

Response: Generally, debris removal from private property following a disaster is the responsibility of the property owner and is not eligible for Public Assistance funding. However, Sections 403(a)(3)(A) and 407 of the Stafford Act, 42 U.S.C. 5170b and 5173, respectively, provide FEMA authority to fund debris removal from private property when debris removal is required to lessen or eliminate an immediate threat to public health and safety or additional damage to improved property. Accordingly, FEMA will reimburse eligible applicants, i.e., state and local governments, for removing debris from private property in limited circumstances. Disaster Assistance Policy DAP 9523.13, Debris Removal from Private Property, describes the process eligible applicants must follow to request reimbursement for removing debris from private property. The process to request and receive assistance includes a determination by FEMA, the State and applicant that a threat to public health and safety exists, verification that the applicant is legally responsible for removing debris from specific private property, and that the

applicant has obtained permission (e.g., right-of-entry), insurance information, and a statement that the property owner will indemnify the applicant, State, and Federal government. DAP9523.13 and the FEMA 325, Public Assistance Debris Management Guide are available online at http://www.fema.gov/government/grant/pa/debris_main.shtm#3.

Additionally, volunteers usually assist elderly homeowners to remove disaster-related debris from their properties, when necessary.

4. Debris management guidelines also require separate disposal of different types of debris, such as "white goods" which include refrigerators or washing machines. But instead of instructing contractors to sort debris at the collection sites, this responsibility is passed along to homeowners, who have suffered thousands of dollars of damage and are then asked by their government to organize their garbage so it complies with federal rules.

- Have you considered modifying the requirement to separate debris by type, or a policy to shift compliance away from disaster survivors and onto the debris contractors who are being paid for their work?

Response: FEMA does not have a regulation, policy, or guideline that requires homeowners, state and local governments, or contractors to segregate disaster-generated debris by type. While local and state laws govern the collection and disposal of debris within their respective areas of responsibility, FEMA encourages separation of debris at the curb because it expedites the debris collection, reduction, and disposal processes. Debris segregation also helps state and local government applicants comply with Federal, state, and local laws that include special handling and disposal requirements associated with certain debris types.

5. Pet Evacuation

You mentioned in your testimony that FEMA has a policy in place to address household pets and that the agency is finalizing an agreement with the Department of Agriculture for "a companion animals' mission".

- Can you explain the current FEMA policy on pet evacuation and sheltering and tell us about the pending agreement with USDA?

Response: The purpose of the Interagency Agreement (IAA) between FEMA and USDA/APHIS/Animal Care is to facilitate and support DHS/FEMA and Emergency Support Function (ESF) #6 with full implementation of Section 403 of the Stafford Act, including the 'provision of rescue, care, shelter, and essential needs to individuals with households pets and service animals; and to such pets and animals.' FEMA is working closely with USDA to finalize the IAA.

Key points on FEMA's policy on pet evacuation and sheltering policy are noted below:

- The Pets Evacuation and Transportation Standards Act (PETS Act) became effective on October 4, 2006. The Public Assistance Division issued Disaster Assistance Policy (DAP) 9523.19, Eligible Costs Related to Pet Evacuations and Sheltering, on October 24, 2007.

- DAP9523.19 defines household pet as a domesticated animal, such as a dog, cat, bird, rabbit, rodent, or turtle that is traditionally kept in the home for pleasure rather than for commercial purposes, can travel in commercial carriers, and be housed in temporary facilities. Household pets do not include reptiles (except turtles), amphibians, fish, insects/arachnids, farm animals (including horses), and animals kept for racing purposes.

- It has always been FEMA's policy to shelter service animals with their owners in congregate shelters. This is consistent with Americans with Disabilities Act Requirements that service animals remain with the person whom they serve. This also applies to evacuation and any subsequent transportation of disaster survivors.
- The policy states that the following costs are eligible for reimbursement following an emergency or major disaster declaration under the Category B, Emergency Protective Measures provision of FEMA's PA Program:
  - Rescue of pets
  - Congregate sheltering of pets
  - Emergency veterinary care during shelter

- State and local governments are the only eligible applicants for sheltering and rescuing activities. However, contractors or private nonprofits (PNP) can be reimbursed for rescuing or sheltering household pets through a State or local government, provided a written statement from an eligible applicant is presented in which the applicant verifies that the contractor or PNP performed rescuing and sheltering operations on their behalf and expenses are documented.

- Cost-effective transportation of evacuees' household pets and service animals to congregate shelters from pre-established pickup locations is an eligible expense
- The costs to remove and dispose of pet animal carcasses in a safe and timely manner and in compliance with applicable laws and regulations are eligible.

- The costs of sheltering/caring for household pets will cease to be eligible for FEMA reimbursement when the pet owner transitions out of Section 403 emergency sheltering.

6. How does FEMA work with USDA to evacuate and shelter larger animals that are not household pets, such as livestock or horses?

Response: Under the National Response Plan, USDA is the lead agency for Emergency Support Function 11 (ESF-11 - Agriculture and Natural Resource); including nutrition assistance, animal and plant disease/pest response, food safety and security, and natural and cultural resources and historic properties protection and restoration. As such USDA is the lead agency for addressing large animal sheltering issues. However, FEMA would provide support to coordinate with USDA to meet any immediate emergency needs identified as part of our overall authorities in responding to a presidentially declared disaster.

Senate Subcommittee on Disaster Recovery
June 4, 2009
"Are We Ready? A Status Report on Emergency Preparedness for the 2009 Hurricane Season"
Questions for the Record
Witness: Major General Grass
Senator: Senator Landrieu

Question: #1

Reopening Ports

Question. One of NORTHCOM's response assets is a Joint Task Force that can deploy to assist hurricane-affected ports in resuming operations. Since hurricanes tend to do the most damage at the point where they make landfall, coastal ports are extremely vulnerable. As you know, the national economic impact of these facilities is incredibly significant. Millions of dollars can be lost every hour that a port remains closed. Mr. Foresman will testify on the next panel about his organization's work in Charleston, which includes port recovery planning, and many of us are familiar with the concerted efforts to reopen the Port of New Orleans after Katrina and the Houston Ship Channel and Port of Galveston after Ike.- Can you discuss the components and specific capabilities of NORTHCOM's Joint Task Force for Port Opening, give us some examples of its previous work in the United States, and offer your perspective on the importance of this mission?

Answer. Joint Task Force-Port Opening (JTF-PO) is one of several transportation enablers USNORTHCOM relies on to conduct Defense Support of Civil Authorities operations. JTF-PO is a U.S. Transportation Command capability which USNORTHCOM uses to improve the throughput at both aerial ports and sea ports during disaster response operations. The task force is scalable and consists of air and surface elements capable of: Command and Control, Airfield Assessment, Aircraft Maintenance Support, Pax/Cargo Handling, and C4 Systems (Command, Control, Communication and Computers)/In-Transit Visibility. These teams have the ability to survey the infrastructure, but cannot clear a port or repair a runway as a result of a natural or man-made disaster. The capability to clear/repair air fields and seaports resides within elements of the Services and can be requested by the Federal Emergency Management Agency or other federal government agencies through a formal request for assistance. Elements of JTF-PO have been used in the pre-hurricane evacuation operations of New Orleans, prior to Hurricane Gustav, as well as pre/post-hurricane operations in support of the response to Hurricane Ike last year. In addition to JTF-PO activities, USNORTHCOM coordinated the clearing and reopening of waterways in Houston and Galveston with U.S. Navy assets and the U.S. Army Corps of Engineers after the 2008 hurricanes.

JTF-PO is a critical enabler to support USNORTHCOM efforts to assess damage to critical transportation infrastructure nodes and facilitate/support repair efforts. JTF-PO's mission importance increases with severity of damage and reduced capability of transportation nodes.

Question: #2

Medical Evacuation

Question. The Department of Defense assisted with patient movement in Louisiana by evacuating people by air from the Joint Reserve Base in Belle Chasse.- How would you characterize the efficiency of that operation, and are there any changes in terms of assets, personnel, or procedures that you would recommend for the future?

Answer. The effectiveness and efficiency of Department of Defense (DOD) support operations was highly successful.

The Aeromedical Marshalling Points used during Hurricane Gustav in Louisiana were Lakefront Airport in New Orleans and Chennault Airport in Lake Charles. During Hurricanes Gustav and Ike, there were no patients evacuated by air from Joint Reserve Base Belle Chasse.

The DOD's role through the 2008 hurricane season was to assist with the strategic movement of hospitalized patients in threatened areas as part of the National Disaster Medical System. Patient movement during the 2008 hurricanes was guided by the Louisiana State/Federal Medical Institution Evacuation Plan, which is a multi-agency coordinated plan that originated in 2006. The State of Louisiana emergency management and health officials closely coordinate their planning efforts with Federal Emergency Support Function (ESF) #8 partners (Department of Defense, Department of Health and Human Services, Department of Homeland Security, and the Veterans Administration).

During Hurricane Gustav operations, DOD assisted Federal ESF #8 partners with the successful evacuation of over 123 patients on 37 sorties from Chennault Airport in Lake Charles and 353 patients on 22 sorties from Lakefront Airport in New Orleans. Of note during this operation was the initial implementation of the U.S. –Canada Civil Assistance Plan. After receiving approval of both the governments of Canada and the United States, Canada Command deployed a CC-177 Globemaster aircraft from Canadian Forces Base Trenton, Ontario to Lakefront, Louisiana and conducted evacuation of persons in the threatened New Orleans's area.

All state-requested patient evacuations were successfully accomplished prior to the onset of tropical storm force winds. With few exceptions, the State of Louisiana met critical timeline objectives, to include requesting Federal assistance, hospital evacuation declarations, and local operational support.

There were several lessons learned following both Hurricanes Gustav and Ike, which have been implemented to improve the movement of patients. The DOD, specifically U.S. Transportation Command (USTRANSCOM), reconfigured its existing Aeromedical Evacuation capability—designed and resourced to return wounded warriors from combat—to operate more effectively in a Defense Support of Civil Authorities environment. As it relates to pre-storm mass evacuations, USTRANSCOM has developed a Disaster Aeromedical Staging Facility, as well as specific patient movement enablers like Joint Patient Movement Teams, to improve the care and regulating capacity of its Aeromedical Evacuation capability in support of civil support operations. USTRANSCOM has also engaged with its Air Reserve Components, Air National Guard and Air Force Reserve, to provide a more total force solution to the patient evacuation problem. Additionally, OSD (Homeland Defense and Americas' Security Affairs) has engaged with the Federal Emergency Management Agency (FEMA) to get access to FEMA surge funding prior to a Stafford Act Emergency/Disaster Declaration, in order to fund the early posturing and staging of Air Reserve Component forces. All ESF #8 partners have worked in concert to improve the patient movement continuum and ultimately enhance support to the populace.

Question: #3

Hurricane Workshop (February 2009) and Drill (April 2009)

Question. The National Guard Bureau and NORTHCOM held a Joint Hurricane Workshop this February in Hilton Head, South Carolina. You have also worked with FEMA on a hurricane tabletop exercise and conducted a Hurricane "Rehearsal of Concept" Drill at Ft. Belvoir, Virginia in April.- What capability gaps did you identify from those workshops and exercises?- What additional capabilities are you planning to develop in the future to support hurricane response?

Answer. The Hurricane Workshop provided the opportunity for USNORTHCOM planners to better understand and receive up-to-date National Guard Bureau gap analysis processes and products. These gap products are developed by participating states, coordinated with supporting states for potential Emergency Management Assistance Compact aid, and organized to allow understanding of likely gaps given the affected state, severity and scope of the hurricane. Common state gaps included rotary wing search and rescue aircraft, transportation, and engineering support. DOD provides support to states through the Request For Assistance process when state capabilities are exceeded or when DOD has a unique capability not resident at the state level. USNORTHCOM also coordinates gap analysis with the Federal Emergency Management Agency (FEMA) to understand FEMA region shortfalls. These analyses are used in conjunction with ongoing research within the Command to formulate gap products to allow us to better anticipate the needs of the states and federal interagency partners in a crisis, and enable USNORTHCOM to coordinate efficient on-time support. Based on the gap analysis, USNORTHCOM and DOD have not identified a need for the development of additional DOD capabilities to support hurricane response, but are working to streamline the process to ensure that requested DOD assets arrive on time to support federal government requests for assistance.

July 28, 2009

Subcommittee on Disaster Recovery
Post-Hearing Questions for the Record Submitted to
Armond Mascelli, American Red Cross
From Senator Mary Landrieu
"Are We Ready?
A Status Report on Emergency Preparedness for the 2009 Hurricane Season"
June 4, 2009

Armond Mascelli – American Red Cross

Question #1 Unified Shelter Plan in Louisiana

You mentioned in your testimony that the Red Cross is working with the State of Louisiana to develop a Unified Shelter Plan that will provide for mutual logistics, general population shelters, and critical transportation needs. There is a misconception that the Red Cross owns all of the shelters where its volunteers work, but that is not the case.

- Can you elaborate on this joint planning initiative in Louisiana and use it as an example to explain the relationship between shelters managed by the State and volunteers and relief supplies that are provided by the Red Cross?

Response #1

In a comprehensive planning effort involving the State, parishes, American Red Cross and other voluntary organizations, a Unified Shelter Plan is being developed and the objective is to have it implemented by hurricane season 2010. In the meantime, an interim plan has been developed for this hurricane season.

Unified Shelter Plan Initiative

As the lead for ESF #6, the State of Louisiana Department of Social Services (DSS) will continue to be the overall coordinating body for the Unified Shelter Plan. The Plan will resolve difficult issues including competing logistics systems and quality control to ensure the comfort and safety of those seeking shelter. Providing uniform support to those affected by disaster and maintaining a single database of facilities and capabilities are goals of this plan. Current planning and direction include:

- Effective coordination of all resources to best meet the evacuation needs of Louisiana residents.
- Establishment of a Louisiana Shelter Protocol to incorporate standards for emergency sheltering within the State of Louisiana.
- Increase in overall sheltering capacity.
- Improvement in quality of the sheltering experience with equal access to safe, secure and sanitary shelter accommodations.

The most effective sheltering plan will use each stakeholder's areas of strength. For example:

- The State of Louisiana DSS has excellent logistical resourcing and coordination.
- American Red Cross has experience and skill in operating and managing shelters.
- 211 network has the communications capability to disseminate accurate evacuation information.
- The State of Louisiana Department of Health & Hospitals has excellent health and mental health resources.
- The State of Louisiana Department of Transportation is excellent at coordination and resourcing of transportation assets.

2009 Hurricane Season Interim Plan

As previously mentioned, there is an interim plan in place for this hurricane season. Under this plan, the State will bring pre-determined critical transportation needs (CTN) shelter populations by bus to selected Red Cross shelters. These blended shelters will house a combination of the evacuees brought by bus as well as self evacuees that present via their own transportation. The American Red Cross will provide the staff and manage the shelters. These shelters will represent a true partnership, as they will have Red Cross signage indicating the shelter is operated in collaboration with the State of Louisiana.

Participants in developing this interim plan included parish and municipality leaders, State and local representatives of the American Red Cross and other State departments and their local counterparts.

Question #2 Working Better with Small, Local Nonprofits

You talked about your work with nonprofit partners and mentioned the names of several well-known disaster relief organizations like Southern Baptist Disaster Relief, Catholic Charities, and the Salvation Army, which operate all over the United States and around the world.

- How does the Red Cross partner with smaller nonprofit organizations like neighborhood churches and chambers of commerce to leverage their local resource networks and knowledge?

Response #2

Because all disasters are local events, our goal is to ensure our chapters are working to develop relationships with organizations within their community. These relationships are the backbone of disaster response and helping those in need. Our national-level relationships serve to not only improve the level of cooperation and coordination for large scale disasters, but they also serve as a basis for the development of local relationships between Red Cross chapters and the local units of our national partners.

In addition to connecting with the local units of our national partners, our chapters also develop relationships with community-level organizations that play critical roles in disaster response--even if those organizations do not have a disaster-related mission. Whether it is a faith-based organization responding as a shelter location, a community organization providing translators and other volunteers, a community clinic providing health and mental health workers, or a local organization providing rental assistance to clients, the local Red Cross chapter strives to develop relationships that support the execution of a well-coordinated community response.

Over the past few years, the American Red Cross has had a particular focus on developing community partnerships for opening and operating shelter locations. While all shelters ultimately belong to the community, our program is designed to actively support different categories of shelters. *Red Cross shelters* are community facilities that the Red Cross will manage and operate during a disaster. *Partner shelters* are community facilities where the shelter is operated by the facility owner and their staff/volunteers with logistical support and technical guidance from the Red Cross. *Supported community shelters* are those where the facility owner staffs and manages the shelter, but the Red Cross may provide food or logistical support. *Independent community shelters* are those that do not request the support of the Red Cross.

Over 58,000 shelters are now listed in the Red Cross National Shelter System (NSS). Of these, over 12,000 facilities have been identified as Red Cross partner shelters with an additional 5,000 facilities prepared to operate with the support of the Red Cross. While many of the facilities in the NSS are schools, there are also a great number of other community facility types that have been identified by Red Cross chapters for use during disasters including: 5,000 community centers, 12,000 houses of worship and 500 camps. All of these shelter facility arrangements are a result of local Red Cross chapters developing strong relationships with local school boards, faith institutions and community organizations. The Red Cross is also working to identify more large facilities including arenas and convention centers to be used as congregate care facilities.

The American Red Cross continues to focus on developing stronger partnerships at both the local and national levels. Increasing capacity, diversity, inclusiveness, expertise and resources for clients are all benefits of effective partnering for disaster response. The Red Cross partnership program, at both the national and local levels, is an integral part of the disaster response department as well as a priority for the organization. We look forward to continued improvement of our ability to coordinate with partner organizations, and are always open to feedback and suggestions on how to be a strong community partner.

Additional Request for National Shelter System Map

The National Shelter System (NSS) map presented during the June 4th testimony showed shelter locations nationwide. In response to a request from your office, a second map was created using NSS data to display the number of facilities identified for use as

shelters in each state and United States territory. The map was delivered by hand to your office so that in-person clarification of the information could be provided.

Attached is an electronic version of this second shelter map showing the aggregate number of shelters listed in the NSS broken out by state as of June 29, 2009. Below is a summary of key points that should be referenced when reviewing these shelter numbers.

- Local capacity of the American Red Cross and other organizations to open shelters is dependant on available resources at the time of an event.
- This information reflects information populated by both Red Cross chapters and non-Red Cross users of the database to record facilities that may be utilized as shelters during disasters.
- The use of each individual facility in the NSS is subject to an agreement with the owner of the facility.
- The facilities listed in NSS are not owned by the American Red Cross.
- The decision of the American Red Cross to open shelters during an event is made in coordination with local government and emergency management in response to disaster caused need.
- Facilities are chosen for use based on a number of factors including location, accessibility, available space and local resources.
- The NSS is a live database and the information changes on a daily basis.
- A limited number of shelters have been listed in the NSS more than once to reflect the rare instance when multiple agency level agreements exist with the same facility or when there are multiple planned uses at the same site (general population and functional and medical needs).

Statement for the Record from Armond Mascelli
Response to Homeland Security and Governmental Affairs Disaster Recovery Subcommittee

BACKGROUND: During a hearing on the status of the nation's emergency preparedness on June 4, 2009, Armond Mascelli, VP of Domestic Disaster Response, was asked to comment on the financial stability of the organization. As a follow up to his response, he was asked "What is your operating budget?" He stated that, including Biomedical Services, the budget was in excess of $3 Billion; he also stated that he would follow up with more detailed information.

RESPONSE: The American Red Cross operating budget for its last fiscal year was $3.5 billion. The majority of this was for Biomedical Services, but it also included other humanitarian services such as Services to Armed Forces, International Services and Health and Safety Services. The American Red Cross typically spends $450-$500 million annually for domestic disaster response. Annual variations for disaster response occur due to frequency and magnitude of disaster events.

Statement for the Record

Kenny Harrell
Vice President
Fifth District
California Firefighters
139 S. Abingdon St.
Arlington, VA 22204

Re: National Disaster Plan Proposal

Mr. Harrell proposes an effective National disaster plan, as Public Law 109-295 allows, in order to save dollars, lives and property. The missing federal effort includes a rapid response corps of disaster trained and equipped by federal firefighters and strategically located regional disaster centers. The proposed corps would consolidate all DOD Fire Services under a single command while insuring DOD Fire Service continues to be performed at the highest quality for all DOD assets. Mr. Harrell proposes that it would be funded by DHS, with the fire/emergency service still remaining under DOD. While Mr. Harrell agrees that it is important to support state and local jurisdictions in meeting terrorist threats, he feels strongly that a Federal Fire Emergency Service would be more effective in an alert status.

Mr. Harrell also proposes that Governor Haley Barbour of Mississippi lead an effort to ask the Federal Government to develop a national disaster response plan. This plan should include communication logistical support and trained/equipped emergency disaster first responders.

Lucinda Nord
Vice President, Public Policy
Indiana Association of United Ways
3901 N. Meridian St., Ste. 306
Indianapolis, IN 46208-4026
Phone: 317-921-1394 / 317-502-8504 (cell)
lucinda.nord@iauw.org

Re: National 2-1-1 Proposal

Ms. Nord proposes that funding and policy changes are needed to address the vulnerabilities in the National 2-1-1 system. This program needs to be included formally in national disaster preparedness planning and response systems. Funding is needed both to support the ongoing state of readiness for 2-1-1, as well as a reimbursement for the surges in calls resulting from disasters.

Ms. Nord proposes that Congress require FEMA to formally recognize and include 2-1-1 in planning for all phases of the disaster cycle and should recommend it follow through to state and local communities. Members of the Homeland Security and Government Affairs Committee should urge colleagues in Senate Health, Education, Labor and Pensions Committee to call S.211, the Calling for 2-1-1 Act, for a vote and pass this important legislation this summer.

Ms. Nord also proposes that federal funding from FEMA help unify the 2-1-1 telecommunications system. Congress should seek ways to address vulnerabilities within telecommunications systems for N11s which include 2-1-1, 3-1-1, 5-1-1, 7-1-1 and 9-1-1.

Francis G. Furrie
Mobile Medical Systems Intl.
3729 Minot Ave.
Fort Worth, TX 76133
Phone: 817-300-5744

Re: National Disaster Rail Response System Proposal

Mr. Furrie recommends a plan for a National Disaster Rail Response System (NDRRS). The goal of the plan is to be able to supplement insufficient emergency medical infrastructure resulting from a disaster and to have the plan in place within 72 hours after a disaster event. The plan would be implemented by positioning disaster relief trains at ten strategic locations across the U.S.

Mr. Furrie explains the advantages of the plan: it would utilize the vast expanse and variable routing of the national rail infrastructure to quickly be in a position to support national disaster scenarios, does not change the operational aspects of the NDMS teams, acts as a multiplier increasing patient treatment capacity and provides risk mitigation during transport and medical operations, and provides a true self-supporting and self sustaining entity

The vendors involved in this program are mostly existing defense contractors while the staff involved with developing the program are medical professionals with experience in disaster response.

Tracy Hays
2-1-1 Program Director
United Way of Larimer County
Phone: 970-407-7051

Re: Colorado 2-1-1 Proposal

Ms. Hays proposes an integrated 2-1-1 network which would allow calls to shift to 211 providers in less affected regions, minimizing the need to send more people into affected areas. For Colorado, 2-1-1 must be sufficiently funded to sustain professional staff and technology support for the needed capacity in responding to disasters.

Lori Linstead, MS, CIRS
2-1-1 State Director
2401 NW 23rd Street, Suite 40
Oklahoma City, OK 73107
Phone: 405-522-0266
lori.linstead@211oklahoma.org

Re: 2-1-1 Funding Proposal

Ms. Linstead proposes that additional resources during periods of disaster need to be made available, either by directing disaster funding to the existing agencies or by providing 2-1-1 with additional disaster agency information for referrals. The State level or Federal level should direct some financial resources to the various governmental or non-profit organizations that already are prepared for case management as an effective way of getting people the assistance they need, when they need it.

Statement for the Record

To: Michelann Ooten,
Oklahoma Office of Emergency Management

From: Stephen C. Almon
Heartline 2-1-1

Re: Hurricane 2-1-1 Call Information

Date: 16 September 2008

Hurricane Gustav Breakdown of Calls

During the period that we were actively involved in receiving calls regarding Hurricane Gustav (approximately 8-29 to 9-8), we received **3,305** TOTAL calls and made **5,842** TOTAL referrals. While we have attempted to separate Hurricane Gustav related calls from the total referral list for the purposes of this report, it would be impossible to determine the number of calls seeking what may have been documented as non-disaster related referrals that were actually disaster related. Examples: During the time period, we received 373 calls for Information; we cannot determine if any or all of those 373 calls were requesting disaster information not specific to a category that is tracked. Another example would be the 90 referrals that were made for individuals suffering from emotional distress; it is unknown if any of these referrals were disaster related.

A conservative estimate; we received 110 Calls from what we believe to be "self-evacuees" from Louisiana, along with 35 from Texas.

Their requests were as follows:

Disaster Information Not Specific to a Need:	45
Emergency Financial Assistance	18
Emergency Food	58
Shelter	67
Traveler's Aid Assistance (Fuel)	75
Special Needs Transportation	47
Other Transportation Assistance	146

In addition, Heartline 2-1-1 coordinated the United Way "Yellow Cab Program", where transportation was provided to evacuee's at the Lucent Shelter to area hospitals to visit relatives, or to the airport/bus terminal to depart. We coordinated 61 such calls.

Hurricane Ike Breakdown of Calls.

During the period that we were actively involved in receiving calls regarding Hurricane Ike (9-9 to today, 9-16), we received **2,414** calls and made **5,167** referrals. Conservatively, we can identify 130 Calls from what we believe to be "self-evacuees" from Texas, with 2 from Louisiana. Based upon discussions with our call staff, we believe the number is probably higher.

Their identified requests were as follows:

Disaster Information Not Specific To a Need	89
Emergency Financial Assistance	20
Emergency Food	76
Shelter	61
Traveler's Aid Assistance (Fuel)	46
Special Needs Transportation	16
Other Transportation Assistance	73

While the Lucent Shelter was on "stand-by", no local shelters were established for evacuees from Hurricane Ike.

A sampling of the types of questions asked from evacuees:

What hotels allow pets? (We had compiled a list in our area of hotels that did allow pets)
Financial assistance in the following categories:
Gas Vouchers
Food
Personal Items
Diapers
Prescription Medicine

As would be expected, numerous calls were requesting shelter information, as well as if financial assistance was available for hotel accommodations. We also had requests of individuals that were trying to locate relatives that may have evacuated, as well as any reports of weather conditions/damage in the stricken area. As damage assessments from some of the worst hit areas indicated severe damage, we also started receiving inquiries about school locations and any assistance given to hurricane victims needing temporary relocation.
Some of the evacuees were traveling in large family/friend groups that were attempting to shelter together (10-25 people).

Signage
We did have numerous calls from individuals confused about the signage. While common sense would seem to indicate that Hurricane's aren't known for striking inland states, if you aren't aware that other states may be evacuating to our state, and you see a sign that says "Hurricane Evacuation Information-Dial 2-1-1", you may be confused.

Apparently some were. Another all important question we received, when can we go home.

Conclusions

On the plus side, 2-1-1 is clearly a great number for individuals to call for getting disaster information. More individuals are becoming aware of 2-1-1 in general and during disasters, with OEM and other agencies promoting the concept of calling 2-1-1 for information, clearly the public is getting the word.

On the negative side, the strain of directing more referrals to existing agencies within our database puts an unreasonable burden on them for their limited resources. For 2-1-1 to be effective long term, additional resources during periods of disaster need to be made available, either by directing disaster funding to the existing agencies or by providing 2-1-1 with additional disaster agency information for referrals. People that call 2-1-1 are usually in immediate need of assistance, i.e. gas vouchers, sheltering, clothing, so a program that takes weeks for assistance to be provided does little regarding what they need for survival today.

My opinion only, the State level or Federal level should direct some financial resources to the various governmental or non-profit organizations that already are prepared for case management as an effective way of getting people the assistance they need, when they need it.

○