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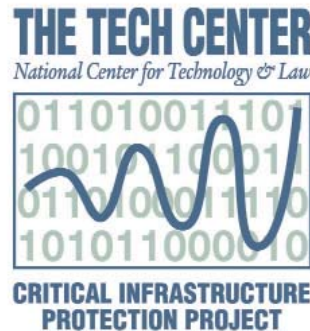
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The recent Blackout, Hurricane Isabel, and the late October fires raging throughout Southern California reminded the nation once again of the critical role the emergency management sector plays in the lives of Americans. This issue of *The CIP Report* is focused on that sector, and hopes to provide useful information on some of the initiatives, leaders, and organizations that are dedicated to one of the essential elements of the National Homeland Security Strategy - to protect life and property, and to ensure public confidence.

No other sector conjures the emotions that Americans feel about firefighters, police officers, and emergency medical personnel, particularly since 9/11. But emergency management consists of more than these highly trained individuals committed to service. Emergency management also includes complex plans, structures, and arrangements that are constantly evolving in order to create a comprehensive and coordinated approach that covers the full spectrum of emergency needs, including preparedness, response, recovery, and mitigation. Early this year the Federal Emergency

Management Agency, which is charged with building and supporting the nation's emergency management system, became part of the Department of Homeland Security. Michael D. Brown was named the first Under Secretary of Emergency Preparedness and Response. He is responsible for coordinating federal disaster relief activities, including implementation of the Federal Response Plan, which authorizes the response and recovery operations of 26 federal agencies and departments as well as the American Red Cross.

This transfer of FEMA to DHS may in part be why the fields of homeland security and emergency management are often thought of interchangeably. But while emergency management is a critical component of homeland security policy, it remains a unique field that existed long before terrorists ever struck American soil, and has always been dedicated to the hour of need-whether it is for thousands of people or just one. FEMA's motto is "*Pace Ac Bello Merita*"-Service in Peace and War, which is reflective of the sector's responsibility in all types of emergencies, man-made or natural.



Four Phases of Emergency Management

Preparedness	Efforts in advance of an emergency to develop and improve response capabilities
Response	Efforts during an emergency to save lives and prevent harm to people and property
Recovery	Efforts to restore vital life-support systems to minimum operating standards and return infrastructures to normal operations.
Mitigation	Efforts to eliminate or reduce the impact of future disasters.

Emergency Management and Response Sector ISAC

Improving Its Operating Capability

In February 2003, *The CIP Report* introduced readers to the U.S. Fire Administration's Information Sharing and Analysis Center (ISAC) that is the sector liaison and coordination agency for the emergency management and response sector of the nation. The ISAC primarily exists to facilitate the efficient movement of consequential security-related critical infrastructure protection (CIP) information between the Federal government and the national fire associations, FEMA Regional Directors, emergency managers, State Fire Marshals, and thousands of local fire and emergency medical service departments throughout the nation. The Critical Infrastructure Protection Information Center (CIPIC) at the U.S. Fire Administration (USFA) headquarters in Emmitsburg, MD, operates the ISAC. The focus of the ISAC is to build an information sharing program that will make a major difference in the critical infrastructure protection of emergency responders, particularly with regard to their survivability, continuity of operations, and mission success.

This ISAC is unique in that all emergency managers, fire, and emergency medical personnel—both career and volunteer—are automatically members of the ISAC. This even includes those departments that are potentially unaware of the ISAC, because

they lack the Internet access by which to learn about the ISAC or have not subscribed to sector periodicals in which it is publicized. The USFA CIPIC considers the difficulty of reaching all mem-



bers of the emergency management and response sector one of its foremost hurdles, and is aggressively working to meet the challenge.

In a major effort to meet this challenge, the ISAC has coordinated extensively with FEMA's DisasterHelp.gov website managers. The website is part of the President's Disaster Management E-gov Initiative that provides the emergency management community with disaster information and services. With the assistance of website managers, the ISAC developed and initiated a reasonably quick and user-friendly CIP portal as a means of enhancing information services for its sector. By using this high-tech, Internet-based por-

tal, any verified user of DisasterHelp can access weekly INFOGRAMs as well as other vital CIP related information. To register, ISAC members complete a simple online application that includes basic information about their identity and location. This essential data enables the CIPIC to target specific localities, states, or regions for distributing timely and relevant CIP information.

The CIP portal on the DisasterHelp.gov website is intended to replace the USFA's cooperation with the National Law Enforcement Telecommunication System (NLETS), a sophisticated message-switching network linking local, state, and federal agencies together for the expeditious exchange of interstate law enforcement and public safety related information. The advantage of the CIP portal is that it allows the sector to have its own process for expeditious electronic communication among members.

FEMA's move to the Department of Homeland Security has further solidified the relationship between the ISAC and the Information Monitoring, Analysis, and Coordination Branch (IMAC) of the Information Analysis and Infrastructure Protection Directorate of DHS. IMAC was formerly known as the National *(Continued, Page 13)*

Public-Private Cooperation: The Homeland Security Challenge

By

George W. Foresman

Deputy Assistant to the Governor, Commonwealth of Virginia

In today's context of homeland security providing both the systems and cultural environment for public and private sector cooperation remains a challenge. Public sector officials and private sector executives are constantly confronted with new and sometimes competing priorities to enhance safety and security while maintaining the openness essential to rapidly servicing citizen and customer needs.

In the 27 months since the September 11th and Anthrax attacks dramatic transformations have altered how government and the private sector manage risk. These range from new legal requirements and guidelines to changes in the way we individually and collectively manage responses to emergencies and disasters of all types, including terrorism. Changes, some subtle and others more profound are setting the stage for fundamental adjustments to how government and the private sector must collaborate and coordinate to jointly manage risk in the 21st Century. Beyond the rhetoric of today there are major implications for the future.

This realization is not new. Those who have managed past emergencies and disasters in their communities or with their businesses understand the inextricable relationship when mother-nature or accidents result in calamities. Restoration of criti-

cal services such as electricity require coordination between utilities and government agencies, as was seen with Hurricane Isabel. Resumption of business activities after a major snow-storm depends on public works and highway agencies to clearing roads so workers and customers can move.

The attacks on America have been a galvanizing factor for change because they were deliberate and planned. They underscore our national vulnerabilities that are inherently tied to the values that we cherish as a nation. Freedom of movement and the openness of America mean that those who seek to harm us can operate more easily than in other parts of the World. While government oversees and regulates many of our private sector activities, it attempts to do so in a manner that promotes the economic strength of business. This approach diminishes, and appropriately so, the ease by which preparedness actions can be coordinated.

Simply crafting new structures will not be a panacea for addressing the full range of homeland security policy questions. Organizations can provide the forum but core to our success will be a need for well informed leaders at all levels of government and in the private sector to deliberate about how to secure our homeland and our hometowns. Balancing improved

security for our citizens, society and economy with the need to preserve our core national values and individual liberties requires thoughtful discussions. These discussions must occur in a collaborative manner in light of the interdependencies between each level of government and the private sector relative to homeland security.

Forging stronger ties between the public and private sectors to protect critical infrastructure and economic security at the national, state and local levels is producing new policy questions that must be addressed. Ensuring people's confidence in the institution of government and sustaining societal and economic stability in the face of the 21st Century threat of terror is emerging as a cornerstone of current discussions. These are in addition to the ongoing dialogue about empowering our communities and states with the tools to prevent, respond to and recover from attacks. Even defining homeland security in the broader context of any emergency or disaster that affects the safety and security of Americans, our economy and way of life is causing us to ensure our readiness reflects an "all hazards" approach. In many ways, subtle and profound, the homeland security dialogue in and among our communities, states, boardrooms and as a nation has only begun. *(Continued, Page 13)*

Summit tackles tough issues



Emergency response organizations meet to discuss key issues for state and local preparedness

By Amy C. Hughes

The nation's principal state and local emergency responder associations met for the second time this year to continue an in-depth dialogue on all-hazards emergency preparedness and homeland security. The National Emergency Preparedness and Response Partnership Summit II, hosted by the National Emergency Management Association, was held in Washington, D.C. on June 11-12.

Homeland security advisors from 12 states joined representatives from state and local law enforcement, public works, emergency management, fire, public health, public safety communications, emergency medical services, and National Guard associations to engage in open discussions about the issues facing the nation's emergency preparedness and response system.

Three issues dominated the conversation: the national plans and strategies released by the Department of Homeland Security, communications interoperability, and critical infrastructure protection.

The national strategies

Within the past year, the Department of Homeland Security and the administration have released three strategies that have a profound effect on the emergency responder community: *The National Strategy for Homeland Security* (July 2002), *The National Strategy for Physical Protection of Critical Infrastructures and Key Assets* (Feb. 2003), and *The National Strategy to Secure Cyberspace* (Feb. 2003).

The summit participants discussed these national strategies - including the ongoing federal initiatives and the grant programs that support them - and what they do for the emergency responder community, what they do not do, and what implications they have for state and local governments.

The discussions revealed several areas in which state and local officials see opportunities to strengthen the existing framework:

- While the strategies outline

the common goals and objectives in achieving homeland security, there is no guarantee that these goals will be accomplished. The strategies note the need for more widespread intelligence information-sharing. More can be done to ensure that state and local governments and private sector officials have access to timely, relevant threat intelligence on which they can allocate resources and make the best decisions.

- All three documents set forth the priorities but more guidance is needed on how to implement them. The Homeland Security Advisory System establishes a warning system for the nation, but specific recommendations are needed to guide public and private sector entities on what actions they should take as the levels are upgraded. Many state and local governments are working together with key industry sectors to develop guidelines and recommendations on actions to support changes in threat levels.

- The national strategies do provide funding and establish accountability for achieving the
(Continued, Page 5)

NEMA Summit (Cont. from Page 4) primary goals, but more flexibility in the use of funds is needed. State and local leaders are the council of state governments working with the Department of Homeland Security and congressional leaders to promote flexibility to allow state and local governments to properly match funds with their priorities. At the summit, participants provided feedback to Senate Governmental Affairs Committee staff on the Homeland Security Grant Enhancement Act of 2003 introduced by U.S. Sen. Susan Collins, which proposes to streamline the homeland security grant process.

As a follow-up to the National Strategy on Homeland Security, the White House released Homeland Security Presidential Directive 5 in late February. In the document, the administration directed the Department of Homeland Security to develop a National Response Plan (NRP) and a National Incident Management System (NIMS), which are intended to integrate separate federal response plans and establish a single, comprehensive approach to domestic incident management. A first draft of the NRP and NIMS was distributed to major stakeholder organizations and federal agencies in late May for review and comment.

State and local stakeholder organizations have noted the need for greater opportunities such as this to provide feedback to the department to ensure that emergency responders' perspec-

tives are considered when legislation, plans and programs are developed. Enhanced communication and collaboration among all levels of government is the key to turning the strategies into realities.

The human factor

Summit participants also discussed the lack of communications interoperability. According to a recent publication by the National Task Force on Interoperability (NTFI), the lack of coordination and cooperation among agencies and departments is one of five key reasons why public safety agencies don't communicate. The NTFI report, *Why Can't We Talk*, is available at <http://www.agileprogram.org/ntfi>. Federal, state and local agencies are only just beginning to recognize the "human element" of public safety communications.

In a multi-jurisdictional response to a disaster, emergency responders will inherently operate under the communication protocols and operational culture of the unit to which they are assigned. Simply buying new equipment or standardizing police radio codes, or "10-codes," won't fix the problem.

According to Deputy Chief Charles Werner of the Charlottesville, Virginia Fire Department, human interaction is 30 percent of the problem when it comes to achieving communications interoperability. "All of the money and technology combined cannot overcome the human barriers that still exist

between public safety agencies," he said. "More can be done to achieve interoperability through strong interagency relationships based on trust, respect and concern for the well being of one another."

To truly achieve a seamless network of public safety communications, jurisdictions must also have "organizational" interoperability. Multiple agencies that are not accustomed to working together must now plan and exercise together to prepare for short- and long-term disaster responses. A culture of coordination and collaboration must be established to ensure that the perspectives of law enforcement, emergency services and public safety support agencies are considered.

"Ideally, state and local leaders must define the new standard of interoperability (communications and operations) and accept nothing less," Werner said.

Summit attendees also participated in a discussion on critical infrastructure protection facilitated by the National Infrastructure Institute's Center for Infrastructure Expertise. Like communications interoperability, there is a human factor to consider when prioritizing the importance of the nation's assets. Currently there are no standardized national tools or models for state and local governments to use when identifying critical infrastructure. Among the various methods states are using to (Continued, Page 12)



Maryland Emergency Management Agency Weathering Storms and Other Disasters

When Hurricane Isabel bore down on the region in September, Maryland faced its largest declared disaster in state history. The hurricane created multiple problems—flooding, damage from winds, utility failures, fires, and even hazmat issues. So how did the Maryland Emergency Management Agency (MEMA) go about addressing so many disasters brought on by one event? The answer lies in having a solid baseline plan.

"One of the big misconceptions about emergency management is that you need a plan for every imaginable event," said Donald Lumpkins, Director of the Domestic Preparedness Division at MEMA. "The truth is that you need one baseline plan that provides enough flexibility to respond to any event. Things done on the fly work well because everything's grounded in a solid framework." For example, in 2001 when a freight train carrying hydrochloric acid caught fire in a tunnel near downtown Baltimore, MEMA didn't initially know what they had on their hands—was it a train derailment, a hazmat event, or even a terrorist attack? But because there was a solid plan in place, they didn't have to make guesses. The plan was built to address any and all of those possibilities.

MEMA is responsible for coordinating the State response to any major emergency or disaster. This

includes supporting local governments as needed or requested, and coordinating assistance with the Federal Emergency Management Agency (FEMA).



Donald Lumpkins
Director, Domestic Preparedness Division

FEMA administers the Emergency Management Performance Grant for each state, which was approximately \$3 million for Maryland in FY 2003. FEMA's move to the Department of Homeland Security in March has not resulted in functional changes for MEMA, although some changes are expected in the new federal fiscal cycle for 2004, which will be the first full year that FEMA is under DHS. One of the expected changes is FEMA's focus on the National Incident Management System.

The MEMA staff consists of approximately 40 emergency management professionals. The entire

staff is on call 24-hours a day during major emergencies. The Agency coordinates various federal programs including Superfund Amendments Reauthorization Act (SARA), Hazardous Material Transportation Act (HMTA), and Chemical Stockpile Emergency Preparedness Program (CSEPP).

In times of disaster, the Director of MEMA activates the state Emergency Operations Center (EOC) to support local governments as necessary or requested. Representatives from various State Departments and Agencies, as well as private sector and volunteer organizations are present in the EOC. Representatives have the authority to make decisions, allocate resources, and spend monies necessary for emergency response. When the Governor declares a state of emergency, MEMA coordinates efforts with FEMA to request a Presidential Disaster Declaration.

The President did declare a
(Continued, Page 12)



Annapolis, MD City Dock after Hurricane Isabel

Liz Roll / FEMA News Photo

by Emily Frye

Emergency Management: Big Transitions, Big Uncertainties

The Department of Homeland Security (DHS) has the challenge of integrating twenty-one government agencies - no small task.

One of those agencies is the Federal Emergency Management Association (FEMA).

Historically, FEMA has taken an all-hazards approach to emergency management. As it has moved into DHS, its homeland security mission and its emergency management mission have been transferred to separate directorates. The Major Management Challenges and Program Risks report from the General Accounting Office pointed out in January that the "separation of disaster and emergency preparedness responsibilities will present coordination challenges for the Undersecretaries within DHS."¹

As Hurricane Isabel unfolded on the East Coast recently, these coordination challenges had ample opportunity to surface. Isabel, fortunately, presented a relatively localized challenge that will serve to highlight problems that can be fixed. While some of the state emergency management officers in the affected region have reported that their day-to-day operations remain the same, those dealing with headquarters indicate that multiple arms of DHS were reaching out for duplicate information. When

time is of the essence in resolving problems on the ground, streamlined coordination is vital to providing efficient emergency management. Isabel provides an opportunity for FEMA and DHS to iron out such kinks.

In addition to the coordination problems faced by any new organization, a larger problem looms in the form of mitigation funding models. On September 24, 2003, Dale Shipley of the National Emergency Management Association told Congress, "the Administration's budget proposal to eliminate the post-disaster Hazard Mitigation Grant Program (HMGP) in favor of funding a competitive pre-disaster mitigation program is wrong."² Shipley's strong language reflects a widespread concern about the weakening of the Stafford Act (the primary act governing disaster relief and emergency assistance).

The Stafford Act³ suffered a severe blow in 2002, when Congress reduced post-disaster mitigation funding from 15% to 7.5%. Shipley's comments referred to the Administration proposal to further reduce post-disaster mitigation funding, replacing it entirely with a process in which localities would compete for disaster-prevention funding based upon convincing regulators which targets are most vulnerable. Such an approach

seems very appealing on the surface. But as Director of the National Governors Association's Center for Best Practices John Thomasian has stated, "it would be extremely difficult to decide what the threat du jour is."⁴ Generating a reasonable formula that properly measures the risk to widely variant potential targets could stymie any statistician. More important, a pure pre-disaster mitigation fund fails to acknowledge the real cost to people suffering the consequences of disaster.

As Dale Shipley is based in Ohio, it is probably no accident that, on September 25, 2003, Steve LaTourette of Ohio introduced H.R. 3181 in the House. The Predisaster Mitigation Program Reauthorization Act, cosponsored by Eleanor Holmes Norton (D-DC), is deceptively named: its most important provision re-ups post-disaster mitigation funding to 15%. In addition, as its name indicates, it also would renew the predisaster mitigation program (initially authorized in 2002) for another three years. The expiration of the predisaster mitigation program, added to the elimination of the post-disaster mitigation program, would itself represent a disaster. But H.R. 3181 represents a meaningful effort to increase disaster preparedness and response capabilities overall. The American Public Works
(Continued, Page 14)

National Voluntary Organizations Active in Disaster



NVOAD is an umbrella organization for the major national voluntary organizations that have made disaster-related work a priority. After Hurricane Camille in 1969, representatives from organizations involved in providing resources and services to communities affected by disaster began to meet regularly. They shared information, concerns - and sometimes frustrations - in order to learn to manage disaster activities more efficiently and serve victims and survivors more comprehensively.

Those organizations - and many others - today make up the National Voluntary Organizations Active in Disaster (NVOAD). Incorporated as a private, non-profit 501c3 charitable organization in 1970, NVOAD has 33 years of respected experience in the voluntary disaster community.

NVOAD has been very active lately with Hurricane Isabel on the east coast and wildfires on the west coast. "Although many NVOAD member agencies provide immediate response, the focus of most of our agencies tends to be on long term recovery from a disaster," said Cheryl Tyiska, President of the NVOAD. "Most people don't realize that the work of cleaning up happens relatively quickly. But the rebuilding process takes a much longer time. This is especially true of the psychological impact on dis-

aster victims-recovering from the loss of family and friends, the loss of possessions that cannot be replaced, and decisions such as where to start over-is a long term process. We are involved with helping victims for years after a disaster." In fact, disaster relief agencies are still working with victims of Tropical Storm Allison, which hit Houston in 2001.

NVOAD is not itself a disaster service providing organization. Its member agencies are the organizations that provide skilled direct services along the continuum from disaster prevention and preparation to response, recovery and mitigation. The services of each of the national member agencies fit into one or more of the Emergency Support Function categories described in the Federal Disaster Response Plan.

Before disasters strike, NVOAD serves its member agencies by coordinating the planning efforts of the many voluntary organizations with disaster expertise. All year long, NVOAD works to enhance the capacity of the voluntary organizations to be prepared to respond and to work together most effectively. Once disasters occur, NVOAD member agencies and/or its partner State/Local/Territorial VOADs convene personally, or by phone or electronically, to facilitate a comprehensive, coordinated volunteer response in partnership

with emergency responders.

Throughout the year, NVOAD members work to foster cooperation, coordination, communication and collaboration among the member agencies and with government and private sector partners.

- Communication: disseminating information through print and electronic newsletters, list serves, web sites, membership and other directories, educational materials, etc.
- Cooperation: creating and nurturing a climate for cooperation from the local grassroots level to the state and national levels.
- Coordination: coordinating policy among member organizations and serving as liaison, advocate and national voice for the voluntary disaster community.
- Collaboration: encouraging member agencies to work in true partnership, building partnerships between NVOAD and other associations through seminars, meetings, conferences, and training programs, and by convening meetings of member agencies at an appropriate staging area in proximity to an active disaster site.

NVOAD is committed to ensuring the development of a VOAD (Voluntary Organizations Active in Disaster) (Continued, Page 11)

Secretary Ridge Approves Initial National Response Plan

On October 10 Secretary Tom Ridge announced approval of the Initial National Response Plan (INRP), an interim plan designed to help develop a unified approach to domestic incident management across the Nation. The INRP represents a significant first step towards the overall goal of integrating the current family of Federal domestic prevention, preparedness, response, and recovery plans into a single all-hazards plan. "I commend the many dedicated professionals from state and local governments, law enforcement, and the fire and emergency management communities, tribal associations, the private sector, and non-governmental organizations across America who all worked with the Department to develop this initial unified plan," Ridge said.

The INRP will be supported by the National Incident Management System (NIMS), a national system under development that creates standardized incident management processes, protocols, and procedures. A final NRP will eventually replace the INRP.

Key INRP enhancements include:

- National Homeland Security Operations Center (HSOC). The HSOC will serve as the primary national-level hub for operational communications and information pertaining to domestic incident management. Located at DHS

Emergency Response Plans that are linked by the Initial National Response Plan:

- Federal Response Plan
- U.S. Government Interagency Domestic Terrorism Concept of Operations Plan
- Federal Radiological Emergency Response Plan
- Mass migration response plans
- National Oil and Hazardous Substances Pollution Contingency Plan

headquarters, the HSOC will provide threat monitoring and situational awareness for domestic incident management on a 24/7 basis.

- Interagency Incident Management Group (IIMG). The IIMG is made up of senior repre-

sentatives from Federal departments and agencies, non-governmental organizations, as well as DHS components to facilitate national-level situation awareness, policy coordination, and incident coordination.

- Principal Federal Official (PFO). The Secretary may designate a PFO during a domestic incident to serve as the personal representative of DHS locally during an incident. The PFO will oversee and coordinate Federal incident activities and work with local authorities to determine requirements and provide timely Federal assistance.

- Joint Field Office (JFO). Federal activities at a local incident site will be integrated during domestic incidents to better facilitate coordination between Federal, state, and local authorities. The JFO is expected to incorporate existing entities such as the Joint Operations Center, the Disaster Field Office, and other Federal offices and teams that provide support on scene.

The INRP can be viewed at http://www.dhs.gov/interweb/as/setlibrary/Initial_NRP_100903.pdf. ❖

Emergency Management Guide For Business & Industry
<http://www.fema.gov/pdf/library/bizindst.pdf>

State Emergency Management Contacts
<http://www.osp.state.or.us/oem/Related%20Web%20Sites/states.htm>

The Federal government's website for citizen preparedness: <http://www.ready.gov/>

Training Fire and Rescue Personnel at MFRI

The Maryland Fire and Rescue Institute (MFRI) of the University of Maryland is the State's comprehensive training and education system for emergency services. The Institute plans, researches, develops and delivers quality programs to enhance the ability of emergency services providers to protect life, the environment, and property.

The Institute has more than 70 years of experience in providing training. Over four hundred certified instructors serving as part-time faculty support more than fifty full-time faculty and staff members.

MFRI offers a variety of training venues including site specific training, mobile training at a customer's facility, or one of MFRI's training centers throughout the State of Maryland. The College Park Headquarters training facility and the five Regional Training Centers all have classroom and live fire-training facilities. Each training center has assorted props and equipment necessary to conduct courses such as confined space training, hazardous materials training, forcible entry training, and fall protection training.

Although most emergencies require the same response as they did before 9/11, the terrorist attacks had a significant effect on the state in terms of awareness programs and specialty items, according to Steven Edwards, Director of the MFRI. The infusion of terrorism-response equipment such as special clothing and protective equipment from chemical and biological agents has required a whole new component to the Institute's curriculum, as well as new faculty to ensure that this training is available to emergency responders across the state.

MFRI has also been affected by FEMA's move to the Department of Homeland Security in terms of funding and grants. For example, each state's fire training agency used to receive \$80,000 for *(Continued, Page 14)*



Steven Edwards
Director of MFRI

Math is hard

by Anne Mitchell, CIP Project

Remember that old "Saturday Night Live" skit with Chevy Chase as President Ford, during one of the presidential debates? A reporter asks him a complicated question about budget (it may have actually included the quadratic equation), and after a long, uncomfortable pause, Chase replies, "It was my understanding that there would be no math in the debates..." Pretty funny at 11:30 on a Saturday night; perhaps less so in real-life Congress.

The latest math debate to hit Congress addresses the issue of homeland defense grants. Under the current system, each state receives a minimum level of funding based on their population. Additional funds are sent directly to cities, again based on population and risk. But many argue that such a plan ignores the disparate threat levels between a state like New York and one like Florida. Although these two states have similar population levels, their homeland security needs are quite different.

Congress is now discussing three different proposals that would attempt to address this problem. The first, proposed by Congressman Christopher Cox (R-CA) would give the Information Assurance / Infrastructure Protection directorate authority to create an annual threat assessment, and would base the grants on that threat level. The second comes from Senator Susan Collins (R-ME) and is more complicated: each state would receive a baseline amount, with additional funds based on vulnerability (not threat) and population levels. The third proposal, supported by many governors, is a formula that includes a baseline amount, plus population considerations, and is topped off by actual threat considerations. This third proposal has not yet formally reached Congress.

With so many variables to consider, this type of algebra is tough to ferret out. Which is most important: Population? Threat? Vulnerability? Risk? Is it even possible to quantify these issues? It could take years to adequately assess each of these elements, let alone assign dollar amounts to them. These debates may make Washington lawmakers wish they'd paid more attention in calculus, rather than their civics class.

Focus on Leadership

NVOAD (Cont. from Page 8) Disaster) in each state, territory and protectorate, and in local communities, particularly those



Cheryl Tyiska, President NVOAD

that tend to experience repeated disasters. A State/Territorial VOAD partners with NVOAD via a renewable cooperative agreement process, and is encouraged and supported to create an organization modeled on the NVOAD structure. Experience has shown that effectiveness and efficiency in disaster response are enhanced wherever State and Local VOADs exist. There are currently 52 State and Territorial VOADs. Local VOADs, in a similar way, are encouraged to partner with their State VOAD leadership.

NVOAD has signed a Memorandum of Understanding with the Federal Emergency Management Agency (FEMA) and maintains a close working relationship with FEMA. NVOAD is a Charter Member and Affiliate of the National Citizen Corps Council.

NVOAD is often asked how people can best help victims of a disaster. Their advice is to find out which agencies are working directly with the victims and to check their official websites. There are usually specific requests and instructions for disaster assistance. ❖

Dallas Jones State of California Director, Governor's Office of Emergency Services

Dallas Jones is the Director of the California Governor's Office of Emergency Services (OES). In the three years since his appointment by Governor Gray Davis, Jones has directed state emergency response and recovery operations for numerous disasters, including a severe freeze, wildfires, and two serious earthquakes.

Additionally, Jones continues to direct California's anti-terrorism planning, preparedness, and response operations in the wake of the 9/11 terrorist attacks.

As chairman of the State Strategic Committee on Terrorism (SSCOT), Jones led the implementation of Governor's Executive Order D-47-01, which required

SSCOT to assess California's readiness for a terrorist attack on its vital infrastructure and economy. Under Jones' command and in coordination with multiple levels of government and the private sector, SSCOT continues to take steps that will strengthen California against terrorist attack.

Jones is also chairman of the California Emergency Council and the Governor's School Violence

Prevention and Response Task Force.

In addition to his extensive work in California's emergency response and recovery operations, Director Jones is active on the national level as a member of the Gilmore Commission, a congressionally established advisory panel that examines the nation's emergency response capabilities for terrorism.

Prior to his tenure at OES, Jones served for 32 years with the Los Angeles County Fire Department. During his 16 years as President of the Los Angeles County Fire Fighters, he was the organization's chief negotiator on labor contracts representing over 2,400 members. Jones also served as Vice President of both the California Labor Federation and the Los Angeles County Federation of Labor. Additionally, Jones was Secretary-Treasurer of the 28,000 member California Professional Fire Fighters. ❖



Robert A. Eplett / OES CA

NEMA Summit (Cont. from Page 5) determine the impact of the loss of assets, most leave out the psychological effects of attacks on certain targets.

The USA Patriot Act of 2001 defines critical infrastructure as "systems and assets, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters." However, an attack on a soft target such as a shopping mall, although not considered a critical asset, may cause an economic and psychological ripple effect that cannot be accurately forecast with numbers and formulas.

"One only has to think back to the Washington, D.C. area sniper attacks last year to appreciate the potential economic and 'fear factor' impact that terrorists can cause," said David O'Keefe, director of the NI2 Center.

At the summit, O'Keefe announced the launch of the

Critical Infrastructure Clearinghouse, located at <http://www.ni2ciel.org>. The clearinghouse will serve as a one-stop shop for government, private sector and academic information on critical infrastructure and key asset protection.

Taking action

At the end of the summit, participants agreed that a more formal partnership should be established to facilitate the exchange of information and dialogue, and where appropriate, to articulate to the Department of Homeland Security positions on critical issues. This fall, participants will discuss the idea in greater detail at a meeting of NEMA's Homeland Security Committee. The national coordination group includes the major emergency responder associations and representatives from the main state and local government associations.

After the summit, several organizations drafted a letter to Homeland Security Secretary Tom Ridge offering the expert-

ise of state and local officials to further refine the draft National Response Plan and the National Incident Management System. They encouraged the department to allow state and local experts to assist early in the development process of future national plans and strategies for homeland security.

In addition, the representatives agreed to support federal initiatives to advance mutual aid and communications interoperability, to maintain base funding for public health and safety across all disciplines, and to more regularly communicate their positions on federal legislation, plans and strategies. ❖

Amy Hughes is a policy analyst for the National Emergency Management Association, an affiliate of The Council of State Governments. This article is reprinted from State Government News Magazine with permission from the Council of State Governments.

MEMA (Continued from Page 6) major disaster for Maryland to aid in recovery from Hurricane Isabel. MEMA expects that many lessons will emerge from their experience with the hurricane, which was one of the first events in a new era of disaster declaration. Instead of the traditional approach of waiting until the disaster is over to assess damages, MEMA immediately went out and was able to project damages

based on their initial assessments. This allowed for an expedited disaster declaration, which resulted in dramatic improvements in terms of recovery.

Though the field of emergency management is evolving in some ways, MEMA remains grounded and focused on shepherding Maryland's citizens through any emergency or disaster. ❖

Sector ISAC (Cont. from Page 2) Infrastructure Protection Center (NIPC). Months of coordination between the ISAC and IMAC have resulted in a refined relationship in which protocol and procedures for communications are formally structured into a reliable system.

In an effort to capitalize on the wealth of information available in the sector, the U. S. Fire Administration is currently studying the benefits of a CIP stakeholders meeting to be held in the future at the National Emergency

Training Center. USFA considers the CIP stakeholders to be ranking leaders from the International Association of Fire Chiefs, the International Association of Emergency Managers, the National Volunteer Fire Council, and the National Association of State EMS Directors. The attendees will represent the population of emergency management and response leaders throughout the sector, which is crucial for effective buy-in and implementation of CIP strategies. At the meeting, the USFA hopes to

create an ad hoc CIP advisory group in order to improve the effectiveness of the USFA CIP program, to identify any unmet CIP needs or products within the sector, and to develop recommendations to meet these needs or products. USFA may propose that this ad hoc group should meet via teleconference two to four times annually to ensure that the ISAC is providing value-added information and services to the emergency management and response sector nationwide. ❖

Public Private Cooperation (Cont. from Page 3)

In the two years since the September 11th attacks we have made significant progress to secure Virginia and America. Yet our collective efforts remain much like early childhood years. We are simply establishing the foundation for a maturation process that will evolve over time and must be guided by those who are informed and responsible. America's approach to homeland security and especially protecting critical infrastructures remains a challenge.

We remain buoyed by a national will to protect our citizens and values. This is an essential component to our success. Sustaining this will over the longer term coupled with moving beyond ideas and into firm commitment and action

remains our most vexing obstacle. If America can put a man on the moon we can secure our critical

This is no easy task. Then again putting a man on the moon during the previous Century was not easy. But we did it together - public and private sectors - as a national goal.

America's successes of the past provide the optimism for our future. Strengthening the ability for the public and private sectors to protect our critical infrastructures - in terms of human and financial capital and through policy and law - will provide a foundation for better managing all of the risks that America will face in the 21st Century. We are early in the maturation process of this effort. It is these early years that will be critical to our long-term success. We must remain committed to our national goal and optimistic about our ability to succeed. ❖



FEMA's Mobile Operations Base for Virginia located at Fort Eustis. The base is a central delivery and distribution area for assets such as ice, water and generators provided by FEMA to the state and local governments. (September 25, 2003; Photo by Heather King, Virginia Dept. of Emergency Management)

infrastructures. Success will require continuing commitment of public and private talent harmonized toward a common goal.

Legal Insights (Cont. from Page 7) Association (an association that encompasses many who work on post-disaster reconstitution) strongly urged Congress to pass this type of measure.

To date, there is no equivalent of H.R. 3181 in the Senate. Whether Congress adopts the Predisaster Mitigation Program Reauthorization Act (or some variant thereof) or not, it's time to take a closer look at the mitigation funding formula. Our readiness rests on it. ❖

¹Available at www.gao.gov/cgi-bin/getrpt?GAO-03-113.

²Testimony of Dale Shipley before the Senate Environment and Public Works Committee, September 24, 2003.

³42 U.S.C. Chapter 68

⁴Thomasian was originally quoted in Congressional Quarterly's Homeland Security of October 21, 2003. See the summary in this issue of the Congressional discussion of formulas for mitigation funding.

MFRI (Cont. from Page 10) anti-terrorism programs from FEMA. Now it is up to the states to decide what to do with that money. Fortunately, MFRI received the full amount of funding from the state of Maryland. But the move has required the Institute to establish new contacts and coordination in order to maintain their funding.

"The country is better prepared than ever," said Mr. Edwards. "But we need strong coordination to ensure effective training programs. Lately there has been lots of duplication in fire and rescue training because of intensified interest after 9/11. There is plenty of opportunity for good things to happen in the field of fire and rescue, but we must be sure to use our resources wisely." ❖



Andrea Booher/FEMA

El Cajon, CA, November 4, 2003 – A California fire chief describes fire fighting strategies to President Bush, Under Secretary of Homeland Security Michael Brown, Governor Gray Davis and Governor-elect Arnold Schwarzenegger at the incident command post in El Cajon, California.

The CIP Project is part of the National Center for Technology and Law at the George Mason University School of Law. It is a joint initiative between GMU and JMU that examines law, technology, and policy to find comprehensive solutions to the most pressing CIP issues for policy makers and critical infrastructure owners and operators. The CIP Project was launched in May 2002. The CIP Project encourages participation by representatives from all levels of government, academia, and private industry.

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