

FEMA National Advisory Council Meeting

January 26-27, 2011

DRAFT EXECUTIVE SUMMARY

Meeting Attendees

NAC Members Present:

James Featherstone, NAC Chair
Don Dunbar, NAC Vice Chair
Beth Armstrong
David Barron
Ann Beauchesne
Paul Biedrzycki
Steve Cassidy*
Bob Connors
Mark Cooper
Russ Decker
Lee Feldman
Jane Halliburton
John Hines
Chuck Kearns
Chuck Kmet*

Larry Larson
Bob Lay
David Markenson
Sue Mencer
David Miller
Ken Miller
Adora Obi Nweze
Mike Phillips
Chuck Ramsey*
Diana Rothe-Smith
Teresa Scott
John Stensgar
Mary Troupe
Kevin Yeskey
*via teleconference

DHS/FEMA Staff Present:

Craig Fugate, Administrator
Richard Serino, Deputy Administrator
Alyson Price, Designated Federal Officer
Breese Eddy, Deputy Designated Federal Officer
Jason McNamara, Chief of Staff
Michael Coen Jr., Deputy Chief of Staff
Brent Colburn, Director Office of External Affairs
Tim Manning, Deputy Administrator Protection & National Preparedness
Beth Zimmerman, Assistant Administrator Response & Recovery
MaryAnn Tierney, Administrator Region III
Bob Fenton, Assistant Administrator Response

Members of the Public

Bruce Sunchild, Tribal
Tim Rosetto, Tribal
Martha Braddock, IAEM
Mike French, DHS SEDI
Robert Crouch, DHS SEDI
Laurie Van Leuven, FEMA
Kathleen Callister, OEHP
Tom Anderson, LSU

Amanda Johnson, FEMA
Gwen Camp, FEMA
Robert Samaar, FEMA
Jackui Patterson, NAACP
Jason Barnoky, Senate HSEAC
Steve Woodard, FEMA
Anne Carivice

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Day One Summary – January 26, 2011

The NAC convened at 10:02 a.m. (EST) on January 26, 2011 at the Hilton Garden Inn in Washington, DC.

Meeting

- The meeting was called to order at 10:02 a.m. and roll call taken by Alyson Price, Designated Federal Officer.

Welcome and Opening Remarks – Jim Featherstone, NAC Chair

- Today's agenda will start with a report of the Public Engagement and Mission Support Subcommittee given by Ann Beauchesne, followed by a discussion with the Administrator W. Craig Fugate, and then a discussion with Brent Colburn, the Director of the Office of External Affairs. After lunch, MaryAnn Tierney, Region III Administrator will provide an update on the Regional Advisory Council, General Dunbar will give an update of the Prep Task Force, Russ Decker will report on the Preparedness and Protection Subcommittee, Tim Manning will discuss Protection and National Preparedness Teresa Scott will report on the Response and Recovery Subcommittee, and Beth Zimmerman, the Deputy Associate Administrator for Response and Recovery, will discuss current initiatives in the Office of Response and Recovery.
- Since the last meeting in August, the NAC has held two public teleconferences. On November 10, 2010, the NAC discussed the revisions to the National Exercise Program and finalized recommendations for the Administrator. On December 16, 2010, the NAC discussed the National Disaster Housing Task Force's Practitioners Guide to Disaster Housing and finalized recommendations for the Administrator.

Public Engagement & Mission Support Subcommittee Report – Ann Beauchesne, Subcommittee Chair

- Discussed the Whole Community approach to emergency management. FEMA seeks to spark expansion and transformation of community engagement strategies to promote approaches that position local residents in leadership roles in planning, organizing, and sharing accountability for the success of local disaster management efforts.
- Looking beyond the traditional, government-centric approach to emergency management and embracing a philosophy and operational posture that leverages, and serves, the Whole Community. Leveraging the full fabric of the community will produce more effective emergency management outcomes and improve resilience locally and nationally.
- FEMA's current efforts include creating a national dialogue through a variety of forums; expanding outreach; and looking at catastrophic events as a challenge of singular experience where the community-oriented approach can be applied
- The subcommittee feels that FEMA needs to become the honest broker for the concepts of communication, transparency, and value-added; that there is a need for the creation of a body of knowledge for people to react to and share; that the Private Sector, not just retail, needs to be part of the effort to ensure economic and national stability; that county extension groups, community relations boards, and Department of Justice's Community Relations Services

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need to be used; that schoolchildren need to be reached out to, as they are a third of the nation; and that generational and cultural differences must be accounted for.

Swearing-In of New Member and Opening Remarks – W. Craig Fugate, FEMA Administrator

- New NAC member Mary Troupe was sworn-in.
- The original intention of the NAC was to be a dynamic committee, a board with turnover whose members bring perspectives and challenge our ideas.
- Whole of Community is not revolutionary but simply emergency management 101. It is survivor-centric, focusing on their needs, not what the policies do. Emergency management must adapt to how the survivor functions, communicates, and processes the information; must address parts of the community that are under-served because not everybody fits one model—planning for real, not easy; and must involve volunteer and community groups, faith-based organizations, private-sector entities, and people must team together.
- The public is a resource, not a liability because they often have better situational awareness than anything we can do and are the fastest resource in helping neighbors. When people that should have and could have prepared do prepare, they do not have to compete with the most vulnerable parts of our community for assistance.

NAC Discussion with Administrator Fugate – W. Craig Fugate, FEMA Administrator

- The idea of the Whole Community focuses on getting people to the point of stability, having enough essential services, and not losing population. Then, the recovery framework starts the conversation of how do we rebuild, mitigate, and grow that community. Recovery has always been discussed from the standpoint of the Stafford Act, but it should not be the only tool. Money should go to programs that are suitable to the community.
- FEMA is not a social service agency and cannot fix the underlying social problems, such as poverty, health disparities, and domestic violence, but FEMA recognizes the underlying problems that the community faces and those will impact the ability to respond, the type of response, resources, and the duration of the recovery. These are challenges that have to be incorporated into the response plans.
- Not all communities have the capabilities to prepare. The State is responsible for using a limited Federal grant funding to provide training to its local sub-divisions of government.

NAC Discussion with FEMA External Affairs – Brent Colburn, Director, Office of External Affairs

- Members identified the challenge with complacency and denial at the individual-level and a way to overcome the challenge is to bring up a new generation of emergency prepared citizens. The STEP program was accepted and successful in schools in Region I and should be rolled out nationwide. IAEM, NEMA, and other agencies could help fund the program.
 - STEP has been one of the largest and most visible successes, and FEMA is working with the Department of Education and other groups to access funds and people. But in the reality of today's budget and labor constraints, FEMA is looking at ways to create a system of systems, or expand what is already out there. A unified national education program is not foreseeable in the near future.

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- In terms of preparedness and kits, FEMA's goal is to have a culture shift where the focus is on the individual and how to support and expand the efforts that do work, not the one-size-fits-all model. FEMA needs to effectively plug into people in their communities.
- Communication needs to be expanded to include messages about being prepared outside the home, as emergency disasters do not necessarily happen when you are at home and at night.
- Schools serve as central community structures that are used for mass feeding and sheltering, often have many of the resources for children, such as medical records and medication. However, thinking beyond schools about where kids spend their days will improve planning efforts.

Regional Advisory Council Update – MaryAnn Tierney, Administrator, Region III

- Provided an overview of the Regional Advisory Council (RAC) in terms of operations, charter, membership, leadership, and governance. Moving away from a project-oriented RAC to a policy advisory body.
- Discussed the relationship between the RAC and the NAC. The RAC allows the NAC to have further outreach in the community. In order to enhance the connection between the advisory bodies, the leadership of the RAC and NAC should have initial meetings and NAC members should participate in regional RAC meetings. However, NAC members cannot speak on behalf of the NAC at RAC meetings.
- The benefit of RAC coordination with the NAC would be to share the issues being dealt with in the each region while maintaining the independence of the advisory groups.
- Members decided that the NAC explore their relationship with the RAC, beginning with communications between RAC leadership and NAC members attending RAC meetings.

Briefing & Discussion of the Preparedness Task Force Report to Congress – Brigadier General Donald Dunbar, Adjutant General, State of Wisconsin

- The Preparedness Task Force was a result of Congress asking how well prepared we are, and the Task Force was chartered as part of the Appropriations Act of 2010. The Prep Task Force was charged with providing an assessment of the areas of Policy and Guidance, Capabilities and Assessment, and Grant Administration. The Prep Task Force had 37 members from local, State, and tribal governments and UASIs to bring a broad perspective to the conversation.
- The Prep Task Force produced a report of findings and recommendations for Congress "Perspective on Preparedness: Taking Stock Since 9/11" which can be found at www.fema.gov/preparednesstaskforce/. The overarching recommendations are in the following areas:
 - Strategic Investments – Consider bold, innovative investments to increase the long-term cost-effectiveness and sustainability of preparedness through cost-reducing measures.
 - Policy and Guidance – Transform existing advisory bodies into a "networked" preparedness policy advisory system capable of influencing policy from initiation to implementation.
 - Capabilities and Assessments – Prioritize development and phased implementation of a national preparedness assessment framework.
 - Grant Administration – Make targeted improvements to preparedness grant-related coordination and collaboration, business processes, and capability assessment linkages.

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- The Task Force was stood up in April and wound down in October with the delivery of the report. Administrator Fugate and Secretary Napolitano were briefed on the report. Many of the philosophies and concepts that emerged from the Task Force closely align with the Administrator's and Secretary's perspectives on ways to move forward as a nation.

Preparedness & Protection Subcommittee Report – Russ Decker, Subcommittee Chair

- NIMS Credentialing Guidelines are nearing finalization. FEMA seeks NAC recommendations as it moves toward implementation. Discussed the issue of credentialing as access or capability. The guidelines focus on access and depend on home source verification of capabilities. Resource typing will come in the future to more directly address capabilities and qualifications. Concern expressed to make sure this does not undermine EMAC. The subcommittee will create a working group to examine NIMS credentialing.
- The Deputy Administrator for Protection and National Preparedness (PNP) discussed his views on the National Training Program and Emergency Management Academy. There needs to be a paradigm shift for how we train emergency managers at all levels to have a base of knowledge that is the same for all emergency managers. PNP is planning for a two track program for emergency management. While this is not something FEMA can require, the goal is to build a program that is sought after by the emergency management community.
- The NRF Recommendation Report developed through a working group led by Lee Feldman. The seven recommendations on the NRF for discussion and Council decision are:
 - Recommendation 1: The NRF should recognize that FEMA should be the federal coordinating entity, regardless of the nature of the disaster or emergency (Stafford Act, National Contingency Plan or other federal response).
 - Recommendation 2: The NRF should address all disasters and emergencies that require any federal response.
 - Recommendation 3: The NRF must recognize NIMS/ICS as an integral component and incorporate the Federal Preparedness Task Force's Recommendation #12 – Establish and fund a national, comprehensive mutual aid system based on NIMS and Recommendation #16 – Establish a NIMS-typed resource inventory for nationally deployable homeland security and emergency management assets.
 - Recommendation 4: The NRF must describe not only the “what”, but the “who”, “how”, “where” and “when” of the federal response. The NRF should include a higher level of operational detail by listing the roles and responsibilities of all partners (federal, state, tribal and local, as well as NGOs and the private sector) during an event requiring a federal response. Additionally the NRF must articulate the concept of “unity of effort” where all partners, at all levels of government and including NGOs and the private sector, resolve issues in a NIMS/ICS structure, at one location, based upon shared objectives and planning.
 - Recommendation 5: The NRF should include an additional Emergency Support Function (ESF) to (1) coordinate the brokerage of resources from the private sector; and, (2) to provide assistance to the private sector for their recovery to normal operations.
 - Recommendation 6: The NRF should incorporate the Administrator's Whole of Community/Maximum of Maximums concept.
 - Recommendation 7: The NRF should provide for a clean hand-off to the National Disaster Recovery Framework (NDRF).

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- Council discussion on the NRF Recommendations:
 - The public has an expectation, whether right or wrong, that FEMA will be on the other end of the line no matter what the type disaster declaration.
 - The first recommendation needs to be clear about not referring to cyber security attacks.
 - The NAC reached a consensus and decided to forward the NRF Recommendation Report to the Administrator.
- The NEP Recommendations Report is now being put before the Council for discussion and finalization. The recommendations are:
 - Recommendation 1:
 - Council members encourage the program and objectives to be based on realistic objectives and to stay away from scripted events. It is believed that including local, tribal and state partners in the planning phase might provide for more realistic concerns. It is also believed that emphasis should be placed on exercising specific objectives rather than scenarios.
 - Council members support a NEP that has each exercise building upon lessons learned and objectives tested in previous exercises. Members caution that the focus should be first on increasing the breadth of the program, not both breadth and depth simultaneously.
 - Members were overwhelming in their belief that the NEP needs to be inclusive of the whole of community to include government at all levels, non-government organizations, faith-based organizations, and the private sector to the greatest extent possible. This broad-reaching participation adds to the realism of the event.
 - Recommendation 2:
 - Council members believe that FEMA can enhance their involvement and visibility through the greater use of FEMA regional staff engaging with tribal, local and state stakeholders. FEMA should participate at all levels, this added presence will lend itself to increased visibility on the part of FEMA. The criteria and selection process for determining the incorporation of exercises in a 2-year NEP series should emphasize exercising specific objectives with a focus on increasing the breadth of the program first and not both breadth and depth simultaneously.
 - Recommendation 3:
 - Generally speaking, members were in favor of no-notice and limited notice exercises provided that caution is used to avoid embarrassment of elected officials who may be less engaged in the day-to-day planning of emergency management. It was suggested that FEMA might notify several jurisdictions of their “possible” inclusion in an event, and then actually utilize only a small percentage of those. This advance notice could be directed to the senior most level to include elected officials.
 - Recommendation 4:
 - Members expressed concern that in the last several years, exercises and their evaluations have become “cookie cutter” in nature. It is recommended that these reviews provide honest and accurate feedback to the entities involved on areas for improvement.

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- Members also believe it is essential that follow-up to the after action reports occur in a timely and consistent fashion; and that verification of improvements identified in the exercise be assessed.
- The NAC reached a consensus and decided to forward the NEP Recommendation Report to the Administrator.

NAC Discussion with Protection and National Preparedness – Tim Manning, Deputy Administrator, Protection & National Preparedness

- Over the past 16-18 months, FEMA has carefully examined the National Exercise Program (NEP) to address questions such as: how did the exercise work? How well did the exercise evaluate what should be evaluated. How was the experience for participants? Over the past 4-6 months, FEMA has been working with Secretary Napolitano, the rest of DHS, the National Security staff, the Homeland Security Council, and other stakeholders to gain input on how to improve the NEP.
- The HSEEP guidance has been redrafted to remove all mention of compliance because FEMA wants to know of all exercises so that they can learn the most lessons possible. A draft consistent with NAC recommendations is currently going through the interagency group.
- Each exercise will be based on lessons learned in previous exercises. In the future, exercises will have an intentionally designed aspect, will be consistent with the laid-out objectives, and will be no-notice/limited notice.
- FEMA wants to ensure that the NEP is in sync and moving in the same direction as exercise programs of other agencies, such as the FAA.

Response & Recovery Subcommittee Report – Teresa Scott, Subcommittee Chair

- FEMA seeks to perform a Bottom-Up Review of Public Assistance (PA) efficiency and effectiveness, using the Stafford Act as a starting point. FEMA will review current policies and regulations and develop new solutions for better and faster recovery of communities.
- The subcommittee discussed the Maximum of Maximums (MOM) initiative with FEMA staff. Key messages around this initiative include: collaboration with all members of the community; planning for the MOM catastrophic event; stabilizing catastrophic events within 72 hours; planning for real versus manageable; shifting from a government-centric approach to a community/disaster survivor approach; and focusing on outcomes, with saving lives as the primary focus.
- Short-term goals that were discussed included fully involving States, cities, and the public in planning; standing up stakeholder engagement groups; assessing courses of action across core capabilities; refining existing pre-scripted mission assignments; and piloting the MOM draft products through NLE 2011. Long-term goals include: implementing a National-level public awareness campaign; implementing atypical solutions to minimize response gaps; and implementing a “Whole Community” framework throughout the nation.

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NAC Discussion with the Office of Response & Recovery – Beth Zimmerman, Deputy Associate Administrator, Response & Recovery

- The Office of Response and Recovery streamlined the process for making recommendations on declarations to the Administrator, added the Office of Readiness and Assessment to perform internal assessments, and is working on a disaster management and support environment project.
- FEMA has been working to improve the area of logistics by reorganizing FEMA Logistics from a branch level organization to a directorate. The logistics transformation initiative program was created to develop its people, processes, and systems to provide effective support to our citizens and customers. The new directorate has four robust functional divisions responsible for the management of property: transportation, warehouses, operations, and planning the exercises.
- The Office of Response and Recovery is in the process of documenting current processes, such as reviewing the National Incident Support Manual, a guide on the Unified Area Coordination Group, and the FEMA Qualification System. It is also conducting a review of Joint Field Offices for efficiency.

The NAC recessed at 5:23 p.m. (EST) on January 26, 2011.

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Day Two Summary – January 27, 2011

The NAC convened at 8:30 a.m. (EST) on January 27, 2011 at the Hilton Garden Inn in Washington, DC.

Meeting

- The meeting was called to order at 8:38 a.m. and roll call taken by Breese Eddy, Deputy Designated Federal Officer.

Summary of Previous Day – Jim Featherstone, NAC Chair

- The Administrator discussed Whole of Community initiative and emphasized four main messages: 1) the focus is being survivor-centric; 2) planning for real; 3) recognition that the government cannot respond to catastrophic events alone; and 4) the public is resource not a liability. He also said communication with people must be done on their terms; utilizing the technology that they use most. The faster the public can communicate, the faster problems can be served.
- NAC comments during yesterday's discussion are 1) encouraged FEMA's support of community preparedness during the economic downturn; 2) the concept of personal preparedness cannot be sold to the public with images of destruction; 3) effecting generational change where preparedness is concerned requires a broad education effort and targeting children, using youth as a motivating factor, and addressing the lack of linking schools to preparedness; and 4) supports more formal linkages and information sharing with Regional Advisory Councils

NAC Discussion Deputy Administrator Serino – Richard Serino, FEMA Deputy Administrator

- Started a process called FEMASTAT which is similar to COMSTAT that was started in New York City. STAT is a performance management tool that looks at performance and focuses on outcomes. This tool will be used as part of the budget process to analyze areas of FEMA, such as National Preparedness Directorate, procurement, Operational Readiness, and regions.
- The strategic plan is what we say we are going to do. The operating plan is what we are doing. FEMA STAT is a way to link these two plans to ensure that people are doing what they say they are going to do. The key is accountability and ensuring the right people are at the table.

Continued Council Discussion of the Previous Day – NAC Members

- Is social media is a way to have two way conversations between government and people. It is an illusion that government can control the message and somehow shape events by controlling info. Social media has altered that completely. Must determine how to carry on two way conversations with the public. The public usually has the best situational awareness and their feedback can guide the direction of the agency response and to meet their needs.

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NAC Discussion of Urban Search & Rescue – Bill Carwile, Associate Administrator for Response and Recovery

- FEMA will be conducting a comprehensive review of the Urban Search and Rescue program, as it is in its 20th year.
- A lesson learned in Haiti was that we may not be able to move the entire team and its equipment into a location with limited aircraft. The US Coast Guard lent aircraft to Urban Search and Rescue efforts in Haiti. So, FEMA has an initiative with US NORTHCOM and Army North to develop a program of instruction to train military on light urban search and rescue before an event utilizing the force multiplier concept. FEMA is undertaking initiatives for accelerated programs of instruction post-events.
- Another lesson learned in Haiti was to consider expanding the number of internationally qualified teams. FEMA is working with USAID and the Department of State to solve issues of interoperability and standardization on an international level in order to expand international urban search and rescue teams.

Federal Insurance & Mitigation – Larry Larson, Subcommittee Chair

- Received briefings from USAA on companies that participate in write your own services and from RenRe about the re-insurance industry. Discussed how to improve messaging; perception of risks, such as flooding; and how to change behavior to understand and mitigate risk. Provided a brief history of programs to reduce flood losses and disasters, as well as what actions contribute to flood losses in the nation.
- The National Flood Insurance Program (NFIP) is comprised of three parts: Risk identification, Mitigation (regulations and grants), and Flood insurance program. Rethinking NFIP effort lays out four straw man options: Privatization, Community-based insurance, NFIP optimization, and Federal assistance. The Risk Map will be a tool for the communication of risk.
- Examined the low insurance penetration rate in flooding disaster declarations and what may be leading to this. The community rating system is missing guidance on minimum penetration rates as requirement for certain CRS classes. There is a need for a means tested mechanism outside of FEMA to address the affordability issue.
- For write your own insurance policies, discussed the issue of peaks in policies purchases after an event, where after several years, the renewals fall off markedly.
- Reinsurance is insurance for insurance companies. Discussed the lead the private sector insurance and reinsurance plays in flood insurance in other countries, specifically the example of Germany in moving eastern Germany from public flood insurance to private insurance post-unification. Examined the issue of one peril policies versus multi-hazard diversification to spread the cost and risk. Concerned that risk signaling mechanism of rate structure and feedback loop needs to be reinforced in NFIP.

Public Comment Period

- There were no members of the public who wished to make a statement.
- The International Code Council submitted comments which will become a part of the public record.

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The NAC adjourned at 12:30 p.m. (EST) on January 27, 2011 at the Hilton Garden Inn in Washington, DC.

I hereby certify that to the best of my knowledge, the foregoing minutes are accurate and complete.



James Featherstone
Chairman
National Advisory Council