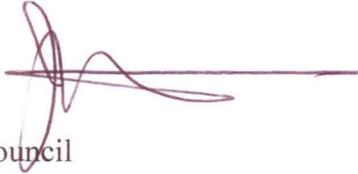




July 14, 2011

MEMORANDUM FOR: W. Craig Fugate
Administrator

FROM: James Featherstone 
Chairman
National Advisory Council

SUBJECT: Recommendations from May 11-12, 2011 National Advisory
Council Meeting

The purpose of this memorandum is to convey the Federal Emergency Management Agency's (FEMA) National Advisory Council's (NAC) recommendations from the May 11-12, 2011 meeting in Los Angeles, CA.

On Wednesday, May 11, 2011 to Thursday, May 12, 2011, the National Advisory Council met in public session at the Kyoto Grand Hotel in Los Angeles, CA. During this meeting, the National Advisory Council discussed the Public Assistance Bottom-Up Review, the NIMS Credentialing Guide, the Whole Community Catastrophic Planning, Risk Messaging, and the Emergency Management Training and Education System; and concurred to forward the following twenty five recommendations to the FEMA Administrator.

Recommendations on the Bottom-Up Review of the Public Assistance Program:

The National Advisory Council was asked to provide strategic level recommendations for revisions to the Public Assistance Program. The end goal of the revisions would be to:

- Maximize effectiveness and efficiency
- Improve service to customers
- Accountability
- Consistency
- Maximize how program is implemented in the field

The National Advisory Council recommends that the following eight concepts be incorporated into the Bottom-Up Review of the Public Assistance (PA) Program:

1. Self-Managed States – this concept incentivizes a broader comprehensive role for states and locals in managing the recovery, while the federal government provides high-level oversight. One example of this is the Enhanced Mitigation Plan.

- Administrative Costs – This structure may be one incentive mechanism. State and local administrative allowance need to be truly reflective of costs incurred rather than a set percentage split. Possibly incorporate administrative costs into covering the cost share requirements.
- 2. Formula Reimbursement for Emergency Protective Measures – a formula for reimbursement that is reflective of the effort rather than simply supported by time and materials documentation. For example, shelter management could be reimbursed on a per capita basis and some regard should be included for the level of effort of volunteers.

Note: There was additional discussion regarding handling of debris. Excessive cost and effort of current oversight contributes to delays in recovery efforts. For example, this could be addressed through the use of historical data in a formula for covering these costs after a disaster.
- 3. Reimbursement for Permanent Work – assuming the broader role for states and localities, this would be a component of the comprehensive plan for response, recovery and mitigation. Move from one-for-one reimbursement to overall recovery within the state and local’s broader comprehensive framework possibly utilizing formula or insurance model based processes.
- 4. Immediate Needs Funding
 - Cost of borrowing funds – as a part of the comprehensive plan, interest costs paid by State and, particularly, local government for borrowing funds to implement response and recovery activities should be a reimbursable expense under PA.
 - Loan guarantees – State and local governments would be able to borrow at a lower rate if the PA program provides loan guarantees to financial institutions providing loans.
- 5. Hazard Mitigation Program (404 and 406 Program) – recommend further ties and incentives to do this as a part of any comprehensive plan in order to have mitigation programs and recovery operate in a more coordinated manner. The cost-benefit analysis needs to be restructured in order to allow local governments, of all sizes, to effectively participate.
- 6. Revision of Categories –remove distinction between small and large projects. Alternatively, remove the limitation on small projects if the distinction cannot be removed.
- 7. Snow Policy/Wildfire Policy – review of current policies need to ensure consistency with the definition of major damage as defined by within the Stafford Act.
- 8. FEMA Lead Coordinator – consistent with the National Advisory Council’s previous recommendations on the National Response Framework, FEMA serves as the lead coordinator to bring other federal partners and their programs to complement FEMA’s work on PA projects.

Recommendations on the implementation of the NIMS Credentialing Guide:

FEMA’s National Preparedness Directorate provided an overview briefing to the National Advisory Council on steps taken to this point and requested recommendations for implementation of the NIMS Credentialing Guidelines in the field.

In regard to the implementation of the NIMS Credentialing Guide, the National Advisory Council makes the following seven recommendations:

1. FEMA engages the National Advisory Council in the ongoing development of the credentialing process.
2. The implementation and distribution of this Guideline highlights the importance of a process behind the issuance of a credential (badge).
3. FEMA develops a common lexicon (resource typing) with an associated dictionary for the terminology to be used on the credential that defines and distinguishes qualifications and credentials.
4. FEMA creates and distributes guidelines for the process of credentialing, which includes either the full or partial revocation of the credential, and establishes the framework and commonalities needed but leaves the actual logistics to the entity credentialing.
5. FEMA develops a template for a credential term with the associated certifications and qualifications.
6. FEMA conducts a formal review of other credential specifications and creates a cross walk reference of differences in these requirements so to the extent possible a single credential can be used.
7. If a sponsoring organization identifies an entity which they believe needs a credential, the sponsoring organization may assume the role of credentialing and issuance to the sponsored, as needed.

Recommendations on Whole Community Catastrophic Preparedness, Response and Recovery:

FEMA requested the National Advisory Council (NAC) provide advice on how to help refine FEMA's Whole of Community approach to catastrophic emergency management. Specifically, FEMA asked the NAC to provide recommendations to the following five questions:

1. How do we most effectively engage the "whole of community" in this initiative, to include a wide breadth of local and state community representatives, academia and research institutions?
2. How might we solicit creative assistance in identifying atypical partners and solutions?
3. How do we tie this initiative to national and community level resilience goals?
4. How might we continue to refine this approach, through follow-on forums and exercises?
5. How do we most effectively engage States and urban areas in out-year activities?

Based on the questions, the National Advisory Council recommends the following in order to effectively implement the Whole Community approach to Catastrophic Preparedness, Response and Recovery:

1. Engage academic and direct existing academic partners to establish the hypothetical benchmarks (baseline) specific to the community.
2. Develop the tools and identify the barriers to real-time outcome data collection to both modify the benchmarks and modify progress toward the benchmarks.
 - a. Include mitigation, preparedness, protection, response, and recovery including those that occur concurrent to the event, not solely those that occur after the event.
3. Provide tools for State, local, and tribal officials for subcomponents to self-determine what components make up their Community of Whole, and, therefore, the solutions(s) for resiliency that work for them.
4. Show how public input and lessons learned from past disasters has led to changing behavior, motivating people to participate, and engaging the community.

5. Expand planning initiative for whole community out the regions in order to draw from local and state stakeholders.

Recommendations on Risk Messaging:

FEMA asked the National Advisory Council to provide recommendations regarding outreach as it relates to Risk Map Products, using the following three questions as a guide to their recommendations:

1. Are we engaging everyone we need to?
2. Are the solutions addressing all needs?
3. How can NAC further expand further/how to establish a “national synergist”?

The National Advisory Council recommends that FEMA messaging includes:

1. Guiding aspects of trust and empathy used in the FIMA Strategic Initiative be carried over to other FEMA programs and initiatives.
2. Communication to audience where the message is clear, simple, and visual (e.g. photos, graphics).
3. Examples for actions the audience can take and examples of consequences.
4. Leveraging current and region specific events.

Recommendation on the Emergency Management Training and Education System:

1. The National Advisory Council recommends that FEMA provides the Council with a briefing on the comprehensive evaluation of the National Emergency Management Academy pilot and a briefing on the integration of comments into the Emergency Management Training and Education System (EMTES). This should be completed prior to the September 2011 National Advisory Council meeting and be coordinated through the Office of the National Advisory Council.

Conclusion:

The National Advisory Council appreciates the opportunity to provide these recommendations. We look forward to the continued dialogue with FEMA and the opportunity to provide stakeholder input.

Way Forward:

The National Advisory Council will continue to provide recommendations that are strategic in nature and can be linked to one of the four 2011 FEMA Strategic Initiatives in order to accomplish the key outcomes as outlined by the FEMA Strategic Plan. Some topics under consideration include:

- Radiological Emergency Preparedness Program
 - How does FEMA’s REPP fit into all hazards? A need to align internal and external plans; to “practice what we play”.
 - FEMA will provide briefing to working group.

- EMI Training
 - Review participants to provide input regarding appropriate admissions to EMTES Foundation Course Pilot program. Include Access and Functional Needs.
Immediate action
- NIMS Credentialing
- Public Assistance Bottom-Up Review
 - Participate in second review of options in late summer
- Whole Community
 - bring clarity to this term/concept
 - outreach to stakeholders on concept
- Public Works
 - Codify that Public Works is part of the emergency management and response.
 - Focus on what FEMA can do to enhance this and move it forward.