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## Critical Challenge: National Preparedness

**Lesson Learned:** The Federal government should work with its homeland security partners in revising existing plans, ensuring a functional operational structure—including within regions—and establishing a clear, accountable process for all National preparedness efforts. In doing so, the Federal government must:

- Ensure that Executive Branch agencies are organized, trained, and equipped to perform their response roles.
- Finalize and implement the National Preparedness Goal.

## Recommendations:

### National Response Plan and the National Incident Management System

1. **DHS should establish an interagency team of senior planners with appropriate emergency management experience to conduct a comprehensive, 90-day review of the NRP and the NIMS.** One of the main goals of this review will be to provide a cross-walk between the NIMS and the NRP to ensure that the two plans are properly integrated and clearly explained. Using feedback and lessons learned from the Hurricane Katrina response, including addressing relevant recommendations from the Katrina Lessons Learned Review Group, the interagency group led by DHS and overseen by HSC will develop findings and recommendations for changes to the NRP and request detailed comments and feedback from all agencies. Before changes are finalized, the group will test the recommended changes through tabletop exercises to ensure the suggested changes are clear and improve the NRP. Revisions should include the development and promulgation of guidance on the purpose and procedures for declaring Incidents of National Significance and the development of a streamlined, standardized mission assignment process and clearly delineate the consequences of an INS declaration. A second, independent group of subject-matter experts from across the State and local emergency response and homeland security community and the private sector should then review and validate the group's recommendations. Following the completion of the 90 day review, the recommended modifications to the NRP will be expeditiously reviewed through the HSC interagency policy process.
  - a. **Revise the NRP to address situations that render State and local governments incapable of an effective response.** The NRP does not adequately anticipate that the Federal government may need to temporarily assume some inherently State and local responsibilities and augment State and local incident command staff during a catastrophic

incident. The Federal government should develop plans to build and temporarily command the ICS until the local or State authorities are able to recover from the initial impact of the catastrophic incident and perform their roles under ICS. These plans should utilize any available State or local assets that may remain operational and necessarily require collaborative planning between Federal, State, and local authorities. These revisions should also be incorporated into the NRP-CIA and CIS. This effort should be part of the 90 day interagency review effort.

- b. **Realign ESFs to NIMS structure.** Although the NRP base plan was predicated on the NIMS incident command system, the Emergency Support Functions (ESFs) were taken from the old Federal Response Plan and were not adequately realigned to fit within the NIMS structure. The ESFs should be realigned to fit within the NIMS structure to ensure coordination and efficiency. Rather than having each ESF function independently undertaking common functions (i.e., operations, planning, logistics, finance/administration), the ESF structure should be realigned to separate operational elements from common support requirements.
  - c. **Require agencies to develop integrated operational plans, procedures and capabilities for their support to the base NRP and all ESFs and Support Annexes.** The NRP required each ESF primary agency to “develop standard operating procedures (SOPs) and notification protocols.” Each primary department or agency for each ESF and support annex should develop a detailed operations plan on how they will become operational and coordinate with other annexes and ESFs during a major incident. These operational plans should conform to NIMS and be consistent with the recommended reconfiguration of the ESF structure. These plans should be exercised yearly through either National, departmental, or agency exercises. It should be recognized that these plans will take time to create and will need to be developed in collaboration with State and local officials.
  - d. **All Federal departments and agencies should align their response structures to NIMS.** In accordance with this alignment, the entire Federal response structure should be NIMS based, reporting through one unified command using the same terminology and basic organizational structure. Although ICS is a field command structure, developing an understanding of the ICS at all levels will eliminate confusion, standardize operations throughout the government, and limit unnecessary interference with field command. DHS should lead a review of all Federal department and agency response operations plans to guarantee conformance with NIMS and the NRP, from response teams to command post operations.
    1. DHS should establish performance measures and metrics to allow an objective assessment of NRP and NIMS implementation status for all departments and agencies, and state and local governments.
    2. After the establishment of the performance metrics, all departments and agencies will report to the President through the Homeland Security Council (HSC) within 60 days on all NRP/NIMS implementation efforts to date and on whether they have met the guidance goals established in HSPD-5. The HSC will assess the progress of NIMS implementation for each department and agency.
    3. To ensure that State and local governments fully implement NIMS requirements to be eligible for Homeland Security Grant Program funding in fiscal year 2007 and thereafter, DHS should formally review all NIMS compliance certifications through a peer review process, in addition to a self-certification process. The peer review process should: (1) verify the satisfaction of training, planning, exercising, and other NIMS metrics; and (2) promote the sharing of lessons learned and best practices for institutionalizing the NIMS.
2. **DHS should institute a formal training program on the NIMS and NRP for all department and agency personnel with incident management responsibilities.** The key to the implementation of ICS is training. All departments and agencies should undertake an aggressive ICS training program for all personnel who may deploy during a disaster. It is essential that personnel have a working knowledge of ICS before a disaster occurs. Adequate training will be a component of the NRP/NIMS assessment. In order to effectively implement the NRP and NIMS, senior officials at departments and agencies must also be familiar with the requirements for their ESF roles, increased participation for specific scenarios, how to request and assign assets, how to work within a JFO structure, and the level of representation and participation coordinating entities require. DHS should therefore develop and deliver detailed briefings and instructions on the NIMS and NRP to all relevant Federal decision-makers including each Cabinet Secretary and their emergency response

staff. Additionally, DHS should develop and deliver similar briefings and instructions tailored to relevant state and local decision makers, the private sector and Non-Governmental Organizations.

3. **DHS should lead an interagency effort to develop and resource a deliberative, integrated and Federal planning and execution system to meet the requirements of the revised NRP.** Departments and agencies should have both personnel and funds to be able to train, exercise, plan and detail staff to disaster response activities to enable better execution of their roles and responsibilities. Specific contingency plans must be integrated so that capabilities and gaps are identified and addressed.

Departments and agencies should develop and resource "Force Packages" of rapidly deployable operational capabilities that meet the re-organized ESF requirements within 90 days of completing the revised NRP.

### **The Department of Homeland Security: A Regional Structure for Preparedness**

4. **DHS should develop and implement Homeland Security Regions that are fully staffed, trained, and equipped to manage and coordinate all preparedness activities and any emergency that may require a substantial Federal response.** Homeland Security Regions should be created and each region should be staffed with a preparedness group populated by subject matter experts from across the Federal government. Special consideration should be given to developing a separate National Capital Region due to the unique requirements associated with enduring constitutional government. The group's goal within each region should be to prepare for disasters, conduct training, coordinate and integrate planning, measure capability and preparedness, and respond to a disaster if one occurs. The group should also help to ensure that Federal spending in the region is spent to bolster capabilities as outlined in the National Preparedness Goal. The size of the preparedness group should be determined by the size of the region, propensity of the region to experience a natural disaster or terrorist attack, risks within the region and general State and local preparedness measured against the National Preparedness Goal.
5. **Each Regional Director should have significant expertise and experience, core competency in emergency preparedness and incident management, and demonstrated leadership ability.** The Regional Director should have full situational awareness of all events, risks, and response capabilities within the region. When an event occurs in the region, the Regional Director should be ready to become the PFO and should coordinate or direct as appropriate the Federal response assets deployed within the operational area. The Regional Director as PFO should establish and direct the Regional Response Coordination Center (RRCC). These Regional Directors will comprise the professional PFO cadre and receive initial and on-going PFO training.
6. **The PFO should have the authority to execute responsibilities and coordinate Federal response assets.** The PFO should have the same authority as an FCO to manage and coordinate the Federal response to a disaster. The PFO should have the authority to make any operational decisions necessary, within the law, without having to obtain approval from headquarters. Giving the PFO this authority could be accomplished without a change to the Stafford Act by simply designating the PFO as an FCO. Alternatively, the Secretary of Homeland Security or the FEMA Director could delegate their authority to oversee FCO to the PFO. This action does not require demoting FCO's within a particular region to Deputy FCOs. The FCO will retain all current authorities under the Stafford Act and will report through the PFO. An incident covering multiple states will require multiple FCOs operating concurrently under the command of the PFO.
7. **Each Homeland Security Region must be able to establish a self-sufficient, initial JFO anywhere within the region.** The rapid establishment of a JFO is the keystone to effective Federal emergency response. It is critical that each Region have the resources, equipment, and personnel to establish a JFO after a major disaster. This JFO should be built using available State, local, and/or National Guard infrastructure. It should also be built in such a way that Federal officials can collaborate with their State and local counterparts and thereby better complement their response operations. The JFO must also be completely self-sufficient, with food, water, power, communications equipment, and housing for personnel, to enable deployment to areas where critical infrastructure are damaged or destroyed. To the extent possible for an anticipated event, the organization of the JFO should begin before the event. For a no-notice event, each region should have the ability to establish an initial JFO within 12 hours. To assist in this effort, each region should pre-identify JFO locations in areas with large populations. The ability to establish a JFO after a major disaster directly enhances the Federal government's ability to maintain continuity of

operations (COOP). Each regional JFO should also identify and conduct exercises at their respective COOP sites.

8. **Each region must be able to establish and resource rapidly deployable, self-sustaining incident management teams (IMT) to execute the functions of the JFO and subordinate area commands that are specified in the NRP and NIMS.** The regional headquarters should create IMT's that can rapidly respond to a disaster with robust, deployable communication packages and assist in establishing the command and control structures required in NIMS and the NRP. IMTs should be composed of experts in ICS who can establish a command for the Federal response to connect with State and local response structures during disasters and large scale events. IMTs should maintain certification in all levels of ICS for each ICS command element.
9. **DHS should establish several strategic-level, standby, rapidly deployable interagency task forces capable of managing the national response for catastrophic incidents that span more than one Homeland Security Region.** These Joint Interagency Headquarters should be led by a senior official from a pre-designated pool of individuals with significant emergency management experience and assessed as capable of serving as the PFO for a catastrophic incident. Standard operating procedures, requisite billet structure, and training requirements for the coordination of Federal support to multiple Joint Field Offices should be developed. When stood up to support the National response to a catastrophic incident, the Joint Interagency Headquarters should be manned by an experienced incident management staff drawn from a pool of pre-designated and trained interagency personnel, and supported with dedicated communications and transportation assets capable of self-deploying in any environment.

#### **Incident Management Organization and Capabilities at the Federal Level**

10. **Integrate and synchronize the preparedness functions within the Department of Homeland Security.** The recently established DHS Preparedness Directorate resulting from Secretary Chertoff's review of the Department's core policies, operations and structure should be fully implemented. To expand upon this initiative, DHS should integrate and synchronize the preparedness functions with the response, recovery and operational support activities currently located elsewhere in the department. Specifically, DHS should consider adding an Assistant Secretary for Preparedness Programs and an Assistant Secretary for Operational Plans, Training and Exercises, and an Executive Director for Public and Citizen Preparedness to the Undersecretary of Preparedness' senior staff, which currently includes Assistant Secretaries for Grants and Training, Infrastructure Protection and Cyber & Telecommunications, plus the Chief Medical Officer, Fire Administrator, the Office of State and Local Coordination and the National Capital Region Director. This adjustment to the DHS headquarters will integrate all the preparedness functions of the Department and preserves FEMA as an independent operating agency to perform their response and recovery mission. There should be no artificial, functional, or geographic divide between the components of the Preparedness Directorate. The Undersecretary for Preparedness along with the FEMA Director should serve as the senior advisers to the Secretary on all matters related to the Federal response during an incident.
11. **DHS should establish a permanent standing planning/operations staff housed within the National Operations Center** (see recommendation #15). This body would evaluate the integration of Federal department and agency plans to ensure they align with resource availability. This group would replace the IIMG and be charged with coordinating national-level support to a region or multiple regions during a catastrophe, and staff interagency operational and policy decisions raised to the Disaster Response Group (see recommendation #19). The permanent group would be staffed by the interagency at the GS-15/0-6 level and comprise individuals with significant planning, preparedness, and response experience.
12. **All departments and agencies should develop emergency response plans and a response capability.** Many departments and agencies that traditionally do not have emergency response missions or roles assisted in the Hurricane Katrina response. To perform more effectively in future disasters, all Federal departments and agencies should develop emergency plans and possess the ability to operate in an emergency situation. Departments and agencies should coordinate and integrate their response planning efforts with those of other Federal agencies. DHS should be responsible for providing logistical support to these agency response teams in the field to avoid unnecessary duplication and expense of every Federal agency purchasing emergency response equipment for catastrophic incidents. Many Federal agencies will not have to respond to an emergency unless it is a catastrophic event.
13. **A unified departmental external affairs office should be created within DHS that combines legislative affairs, intergovernmental affairs, and public affairs as a critical component of the**

**preparedness and response cycle.** DHS should create an Under Secretary for External Affairs fully staffed and capable of performing the roles of legislative, intergovernmental, and public affairs. DHS already has an Assistant Secretary for Public Affairs and an Assistant Secretary for Legislative Affairs. Therefore, an Assistant Secretary for Intergovernmental Affairs should be created. The DHS Regions should mirror this organizational structure and staff an external affairs function including intergovernmental affairs staff to better communicate with State and local officials before, during, and after disaster response. DHS should revise the NRP to include a deployable intergovernmental affairs surge capacity under ESF-15. The ESF-15 should be lead by the DHS Assistant Secretary of External Affairs.

14. **HSC should lead an interagency review to update or modify as necessary Executive Order 12656, dealing with updated national security emergency preparedness policies and strategies to ensure that continuity planning is expanded to include all hazards.** This order directs the head of each Federal department and agency to “assist State, local, and private sector entities in developing plans for mitigating the effects of National security emergencies and for providing services that are essential to a National response” (*Sec. 201 (9)*). DHS should implement the order through an aggressive program designed to assist State and local governments in developing continuity of operations (COOP) plans. The order states that the Secretary of Homeland Security is responsible to “guide and assist State and local governments and private sector organizations in achieving preparedness for National security emergencies, including development of plans and procedures for assuring continuity of government, and support planning for prompt and coordinated Federal assistance to States and localities in responding to National security emergencies.” Investments in planning may be funded through Federal homeland security grants in conformance with the National Preparedness Goal. All Federal Agencies must have COOP plans at the headquarters, regional, and local level and should follow the guidance set forth in Federal Preparedness Circular 65 (FPC65) *Federal Executive Branch Continuity of Operations (COOP)*, June 15, 2004.
15. **Establish a National Operations Center to coordinate the National response and provide situational awareness and a common operating picture for the entire Federal government.** This interagency center will allow for National-level coordination of Federal/State/local response to major domestic incidents. This center will combine, co-locate, and replace the situational awareness mission of the Homeland Security Operations Center (HSOC), the operational mission of the National Response Coordination Center (NRCC) and the role of the IIMG, and be staffed with full time detailed employees assigned to a planning cell from relevant departments and agencies. Staffed and managed by interagency officials, it will also provide situational awareness and a common operating picture on a real-time basis during a domestic emergency for the White House and all agencies. All department and agency command centers will provide information to the National Operations Center (NOC), which will develop a National common operating picture capable of being exported to the White House Situation Room and other Federal operations centers as necessary. The National Operations Center should be located and designed to meet the requirements of Enduring Constitutional Government. DHS will serve as the Executive Agent for the NOC and it will function as a true interagency command center.
16. **Establish a National Information and Knowledge Management System.** Departments and agencies, working with the NOC and the Program Manager for Information Sharing, should develop a national system of information management to provide a common operating picture which allows for the processing and timely provisioning of interagency information sources (e.g. DOD National Military Command System, National Counterterrorism Center, FBI Strategic Information Operations Center). These information sources should be viewable at all Federal operation centers utilizing compatible geo-spatial information systems, and should operate on both classified (SIPRNET) and unclassified systems to allow State and local emergency management interface and integration.
17. **Establish a National Reporting System.** Departments and agencies, through the NOC, should establish a single reporting system to establish a uniform information flow to senior decision makers. A single reporting system should be used to provision relevant information for the right decision maker, at the right time, and in a usable format. This reporting system should incorporate the existing uniform reports utilized in the ICS.
18. **Establish National Information Requirements and a National Information Reporting Chain.** Departments and agencies, through the NOC, should develop information requirements at each level of the incident command structure to ensure that valuable, accurate information is reported in a timely manner. A national reporting chain should be established to ensure a standard information flow through all levels of the incident command structure.
19. **Establish the Disaster Response Group (DRG).** The HSC should establish the DRG to create a forum where strategic policy and interagency coordination and deconfliction can take place. These decisions would then be implemented through the NOC. This HSC-chaired group would address

issues that cannot be resolved at lower levels, and either resolve them or develop decision recommendations for Deputies and Principals. The group would function in a manner analogous to the Counterterrorism Security Group (CSG). As such it would meet on a regular basis on preparedness and response policy and implementation issues and then more frequently as required during a crisis.

### **National Preparedness System**

20. **Future preparedness of the Federal, State, and local authorities should be based on the risk, capabilities and needs structure of the National Preparedness Goal (NPG).** Before an effective response plan can be created and an effective response implemented, gaps or shortfalls in required capability must be identified. Pursuant to HSPD-8, DHS should develop a system to assess the level of national preparedness by assessing the levels of capability identified in the NPG through performance metrics outlined in the Target Capabilities List (TCL). DHS should assess the Nation's preparedness yearly and should, in conjunction with the interagency, recommend appropriate adjustments to the NPG, TCL and yearly priorities for Homeland Security Grants. This will enable organizations across the Nation to identify capabilities that need improvement and develop and maintain capabilities at levels needed to manage major events using the NRP and NIMS. The deficiencies in Federal, State, and local response to Hurricane Katrina highlight the need for a more efficient National preparedness system. For example, States should utilize their licensing authorities to require providers of essential services and commodities, such as gas stations, pharmacies, and cell tower operators to equip their facilities with generators to enable them to operate in an emergency where central power is lost. Federal, State and local departments and agencies all share the responsibility for protecting and responding to their citizens and should use the NPG and TCL as a planning tool to:
  - a. Define required capabilities and what levels of those capabilities are needed. DHS should also lead a process to determine what capabilities articulated in the NPG are within the purview of the Federal government, what levels of those capabilities are required, and finally which Departments and Agencies should develop and maintain those levels of capability. The information should be included in the NPG;
  - b. Revise the NPG as appropriate to define appropriate support roles for Federal and State employees to perform as emergency staff when an emergency prevents them from performing their regular duties.
  - c. Strategies for meeting the NPG required levels of capability should be developed that prioritize investments on the basis of risk, need and National priorities in HSPD-8;
  - d. Establish priorities within a resource-constrained environment;
  - e. Clarify and understand roles and responsibilities in the National network of homeland security capabilities and revise the NPG as appropriate;
  - f. Develop mutual aid agreements and Emergency Management Assistance Compacts that are informed by the requirements in the NPG and are synchronized in a manner to deliver the right capability at the right time to the right place to meet the right need; and
  - g. Establish a program to measure and assess the effectiveness of preparedness capabilities across the Nation using the President's Management Agenda Score Card tool, and tie performance results to Homeland Security Grant Program funding.
21. **DHS should develop and maintain a National inventory of Federal capabilities.** Effective response plans cannot be developed absent a consideration of resources and capabilities. The Federal capabilities and corresponding assets and resources should be inventoried and placed into a database, per HSPD-8, by DHS. Key to this real-time inventory will be awareness of which assets are available during a disaster and of their deployment timeline from notification. Furthermore, DHS was required to establish a National inventory of Federal assets by Section 7406 of the Intelligence Reform and Terrorism Prevention Act of 2004.
  - a. **DHS should coordinate with other Federal agencies and States to identify physical locations around the country that could be used as crisis support centers or bases for receiving, staging and integrating emergency management resources during disasters.**

## **Critical Challenge: Integrated Use of Military Capabilities**

**Lesson Learned:** The Departments of Homeland Security and Defense should jointly plan for the Department of Defense's support of Federal response activities as well as those extraordinary circumstances when it is appropriate for the Department of Defense to lead the Federal response. In addition, the Department of Defense should ensure the transformation of the National Guard is focused on increased integration with active duty forces for homeland security plans and activities.

## Recommendations:

22. **DOD and DHS should develop recommendations for revision of the NRP to delineate the circumstances, objectives, and limitations of when DOD might temporarily assume the lead for the Federal response to a catastrophic incident.** Katrina demonstrated the importance of prior planning for rapid and complex response efforts. DOD should develop plans to lead the Federal response for events of extraordinary scope and nature (e.g., nuclear incident or multiple simultaneous terrorist attacks causing a breakdown in civil society).
23. **DOD should revise its Immediate Response Authority (IRA) policy to allow commanders, in appropriate circumstances, to exercise IRA even without a request from local authorities.** DOD should work with DHS and State officials to improve integration of military response capabilities.
24. **DOD and DHS should plan and prepare for a significant DOD supporting role during a catastrophic event.** DOD's joint operational response doctrine is an integral part of the national effort and must be fully integrated into the national response at all levels of government. DOD should have a contingency role and a requirement to assist DHS with expertise in logistics, planning, and total asset visibility. DOD should coordinate with DHS and DOT to identify DOD's contingency role in airport operations and evacuations, and the planning and use of Ready Reserve Fleet vessels for housing, evacuation, communications, command, control, and logistics. The NRP and Catastrophic Incident Supplement (CIS) should specify the specific requirements for DOD resources based on the magnitude and type of a catastrophic event.
25. **DOD should provide support from the National Geospatial Intelligence Agency (NGA) and the National Security Agency (NSA) as part of overall DOD support to DHS under the NRP to provide technical skills, situational awareness, imagery support, analysis and assessment for responding to catastrophic events. Requests for situational awareness capabilities should follow DOD processes for asset allocation. DOD will ensure requests for assistance are identified and satisfied for access to NGA, NSA and other Combat Support Agency's capabilities.** NGA and NSA have significant technical capabilities that should be integrated into the Nation's preparation and response efforts. NGA and NSA have the capability to rapidly provide situational awareness and analysis. The response to Hurricane Katrina highlighted that NGA and NSA possess unique capabilities that can be utilized in homeland missions, to include severe weather events. The NSA was instrumental in matching up missing family members, and the NGA provided valuable overhead imagery of the disaster site. Defined roles in homeland security missions will allow for these capabilities to be better budgeted, developed, and ultimately leveraged. In support of missions in the homeland where DHS is the Primary Federal Agency, DHS should levy tasking requirements. These agencies have established relationships with governmental and private/commercial entities, which can be integrated as part of a larger national response effort. NGA and NSA roles and support to the homeland security mission should be added into the agencies' core mission statements. NGA and NSA support should be coordinated with civil agencies providing geospatial support and analysis, including the U.S. Geological Survey. These agencies need resources to perform homeland security functions. In order to meet these new mission requirements these agencies need to expand from a legacy focus of being a producer to a broader role as a service provider.
26. **Set standards for "pushing" the pre-positioning of Federal assets to States and locals, in the case of an imminent catastrophe.** DHS should create a civil operational planning capability to push assets that is robust, agile, and deployable; otherwise, the response will rely heavily on DOD capabilities. Factors slowing delivery of commodities require review and solutions adapted prior to future disasters. DHS should include much better planning efforts between State and Federal emergency management logisticians and operations personnel, the assistance and advice of DOD strategic logistics planners, and more robust private sector partnerships. DHS should mandate the use of pre-competed private sector contracts for capabilities ranging from airlift to advanced communications and life support and have available a rapid response capability similar to DOD. Federal funding should be predicated on States entering into their own contractual agreements, pre-crisis, with the private sector for procurement and delivery of commodities.

27. **In addition to the National Guard, the other Reserve Components of the military services should modify their organization and training to include a priority mission to prepare and deploy in support of homeland security missions.** Reserve components historically have focused on military and war fighting missions, which will continue; however, we should recognize that the Reserve components are too valuable a skilled and available resource at home not to be ready to incorporate them in any Federal response planning and effort. Additionally, efforts should be made to leverage Reserve civilian skills in disaster relief efforts.
28. **DOD should consider fully resourcing the JTF State Headquarters to address capabilities gaps and to enhance readiness.** Enhance National Guard capabilities by resourcing and fully implementing Joint Force Headquarters (JFHQ) State. JFHQ-State transformation is key to rapid deployment of National Guard forces in response to a catastrophe.

The transformation of JFHQ-State and other National Guard capabilities for homeland security missions will ensure response forces are available in each DHS region. These capabilities should support NRP requirements including: security, maintenance, aviation, engineer, medical, communications, transportation, and logistics. The National Guard should develop rapid reaction forces capable of responding to an incident within 24 hours. This is vital to future rapid deployment of National Guard forces in response to a catastrophe. This transformation, as it nears completion, must continue to take root within DOD.

JFHQ State will provide the command structure in which to lead and direct arriving Federal response capabilities, forming the backbone of State Incident Command System (ICS) and, as a result, the Federal Joint Field Office (JFO). It will facilitate unity of effort and provide the situational awareness needed for an effective response. To that end, the Command, Control, Communications, and Information (C3I) structure must be interoperable and satisfy a common set of mission essential tasks.

29. **Develop the capability to rapidly activate a JTF-State for contingencies.**JTF-State is a forward deployed command group that can stage assets (by conducting reception, staging, onward movement, and integration); provide situational awareness and initial command and control for both State governors (for National Guard troops) and USNORTHCOM (for Federal active duty troops); and provide State level components to a Federal active duty JTF, should one be required. JTF-State coordinates with USNORTHCOM and State authorities to ensure the application of the full capability of the Joint Force for domestic response missions. A key component of the JTF-State should be the State's WMD CSTs. The option to expanding the role of the CSTs to an all-hazards response team should be explored. This may require additional resources, but would improve situational awareness and command and control capabilities at the State level.

A JTF-State model streamlines the command structure exercising command and control over all assigned forces supporting civil authorities. The JTF command and control architecture should provide a wide network to build a single common operating picture that increases situational awareness and redundancy. The JTF should assume command and control of Federal active duty forces and National Guard forces from other States. As part of the JFHQ State, the JTF maintains and provides trained and equipped forces and capabilities. If and when necessary, this JTF model enables a National Guard Commander familiar with State and local area of operations to serve both in a Federal and State status providing both unity of effort and unity of command for Federal and State forces.

30. **DOD should consider assigning additional personnel (to include General officers) from the National Guard and the reserves of the military services to USNORTHCOM to achieve enhanced integration of Active and reserve component forces for homeland security missions.**
31. **DOD should support DHS development of an analysis and operational planning capability to enable DHS to predict detailed requirements and plan for specific actions needed to respond to future disasters.** This DOD/DHS element should assess past catastrophic disasters and the successes and failures of the overall responses to those events. This information should inform detailed planning for future disaster response, and allow determination of specific decision points to aid rapid decision making. Ultimately a fully mature DHS planning capability should have additional utility by deploying during future catastrophic events and translating initial damage assessments into accurate needs assessments for local, State and Federal authorities.

32. **DOD should consider chartering the NGB as a joint activity of the DOD. Responsibilities should include:**
- a. Serve as the focal point in developing, managing, and integrating employment of joint National Guard capabilities for the Joint Staff and the Departments of the Army and Air Force in support of the Combatant Commands.
  - b. Act as the DOD channel of communication to and from the National Guard of the States and Territories.
  - c. Support all Combatant Commanders in developing joint operational requirements for contingency and response plans. Specifically support U.S. Joint Forces Command (USJFCOM), USNORTHCOM, U.S. Pacific Command (USPACOM), U.S. Southern Command (USSOUTHCOM), U.S. Strategic Command (USSTRATCOM) and the States and Territories in developing strategy and contingency plans for homeland defense missions.
  - d. Administer Army and Air Force programs; acquire, distribute, and manage resources; plan, coordinate, and provide situational awareness and other support to the Combatant Commanders.

## Critical Challenge: Communications

**Lesson Learned:** The Department of Homeland Security should review our current laws, policies, plans, and strategies relevant to communications. Upon the conclusion of this review, the Homeland Security Council, with support from the Office of Science and Technology Policy, should develop a National Emergency Communications Strategy that supports communications operability and interoperability.

## Recommendations:

33. **DHS should complete the review of National Security and Emergency Preparedness (NS/EP) communications policy by April 30, 2006.** As requested by the Homeland Security Council and the National Security Council, DHS should conduct this review to provide a preliminary strategic “plan for integrating communications for all levels of crisis in light of evolving threats and new and converging technologies, and for organizational and policy changes.” This review and resulting strategic plan will advance communications capability planning for the Nation’s response posture.
34. **HSC and OSTP should lead an interagency review of all current policies, laws, plans, and strategies that address communications and integrate them into a National Emergency Communications Strategy**The review should include:
- a. The development of an overarching National Emergency Communications Strategy should address a full range of hazards;
  - b. A national emergency communications strategy should consider the direction of the telecommunications industry and supporting recommendations of the President’s National Security Telecommunications Advisory Council;
  - c. State and local emergency prevention, preparedness, and response personnel must maximize the resources provided by, and implement the procedures contained in, the Homeland Security Grant Program;
  - d. Federal, State, and local entities should use the Target Capabilities List (TCL) as a reference to develop emergency communications strategies. The resulting strategies will enhance operability and support future interoperable emergency communications capabilities. State and local standards and performance measures for achieving for interoperability should be tied to Homeland Security Grant Program funding criteria;
  - e. By March 1, 2006, HSC and OSTP should organize an interagency group to begin the development of a national emergency communications strategy. An interim strategy, to be completed May 31, 2006, should provide sufficient guidance and direction to address the deficiencies identified in the Hurricane Katrina response.
35. **DHS should revise the NRP to conform to the new National Emergency Communications Strategy.** The NRP should include sufficient guidance on communications operations when responding to a disaster. This guidance should address the full spectrum of possible effects to the Nation’s communications system from disasters and detail the required responses. It should also

ensure that response operations employ all available communications assets to support operability and interoperability. The following areas should be addressed as part of the revision of the NRP:

- a. Communications procedures and guidelines need to be defined, implemented, and practiced through simulations and exercises. Measurement of progress to increase overall crisis communications capability will be graded against the President's Management Agenda criteria;
  - b. Updated communications guidance must also emphasize the ability of emergency responders and private security officials to share information and use available communication systems to connect with authorities at all levels of government. Planning needs to cover not only system connectivity, but also operating practices, business processes, and initial data sets to make the system work;
  - c. The NRP's ESF-2 must direct the integration of all available Federal, State, local, and private communications assets. The full integration of communications capability requires an assessment of Federal assets and an inventory of available capability. During emergencies, ESF-2 must have the authority to implement, resource, and restore communications;
  - d. State and local first responders must satisfy the requirements of the Target Capabilities List, in order to receive Federal funding.
36. **DHS should develop and maintain a national crisis communication system to support information exchange from the President, across the Federal government, and down to the State level.**
37. **DHS should establish and maintain a deployable communications capability, to quickly gain and retain situational awareness when responding to catastrophic incidents.** To restore operability and achieve interoperability, there is a strong need for rapidly deployable, interoperable, commercial, off-the-shelf equipment that can provide a framework for connectivity among Federal, State, and local authorities. A deployable capability to "reach-back" to "large headquarters units capable of providing superior support to deployed elements from their home stations where they have better facilities, resources and access to information," can achieve initial operability. This transformational capability should ensure decision makers at all levels of government have accurate and complete data to assess courses of action. Inadequate situational awareness during the response to Hurricane Katrina resulted in decision makers relying on incorrect and incomplete information. DHS progress in this regard is essential to ensure adequate situational awareness. It must therefore set measurable goals and use the President's Management Agenda initiatives to encourage progress and accountability toward achieving them. Available technologies can provide short-term operability and support long-term interoperability for emergency responders. However, to keep pace with technology changes, DHS should consider commercial, off-the-shelf solutions.

## Critical Challenge: Logistics and Evacuation

***Lesson Learned:*** The Department of Homeland Security, in coordination with State and local governments and the private sector, should develop a modern, flexible and transparent logistics system. This system should be based on established contracts for stockpiling commodities at the local level for emergencies and the provision of goods and services during emergencies. The Federal government must develop the capacity to conduct large-scale logistical operations that supplement and, if necessary, replace State and local logistical systems by leveraging resources within both the public sector and the private sector. The Department of Transportation, in coordination with other appropriate departments of the Executive Branch, must also be prepared to conduct mass evacuation operations when disasters overwhelm or incapacitate State and local governments.

## Recommendations:

38. **DHS should partner with State and local governments, other Federal agencies and the private sector to develop an efficient, transparent and flexible logistics system for the procurement and delivery of goods and services during emergencies. DHS should develop a logistics system, utilizing an integrated supply chain management approach, capable of**

**supporting large-scale disaster operations by leveraging resources within both the public sector and the private sector.**

- a. **DHS should identify private sector resources that can be leveraged to supplement and provide surge capacity to the Federal support to disaster operations, execute direct vendor delivery contingency contracts with these sources prior to disasters, and encourage State and local governments to do the same.** Such contracting practices would eliminate time-consuming and inefficient negotiations during emergencies. By utilizing direct vendor delivery contracts, shipments are sent directly to the customer from the supplier, bypassing unnecessary storage points. Participating State governments would identify their anticipated requirements and coordinate with DHS to ensure that contingency contracts are executed to meet those needs.
- b. **DHS should require that local and State governments establish contracts with private sector vendors for disaster relief supplies in advance of an emergency with the assurance of reimbursement should these contracts be activated in a post disaster declaration environment.**
- c. **Federal government should allocate strategic goods and services or conduct re-supply operations during a catastrophic disaster when shortfalls occur in local and State resources.** The new logistics system developed in concert with State and local governments, and the private sector should be transparent to all managers within the system (Federal, State and local governments and the private sector). The system should be comprehensive so that the full range of logistical requirements and the flow of goods and services can be tracked from provider to receiver. The system should take into account all the sources of logistical provisions such as mutual aid agreements within States, EMAC agreements between States, contracts between the private sector and Federal and State governments, and agreements between non-governmental, community, faith-based and volunteer organizations and Federal and State governments. The system should be designed to allow all Federal, State and local logistics managers to monitor the execution of mutual aid agreements between Federal homeland security regions, and to allow Federal prioritization of strategic logistics resources in circumstances where State and/or regional resources are depleted.
- d. **DHS should improve planning and coordination with State and local partners, non-governmental organizations, and the private sector.** DHS should ensure that its logistics system leverages the capabilities within local and State governments and all other potential reliable and credible resources. DHS should work with the National Emergency Management Association to ensure the full coordination of Federal logistical support, provided under the Stafford Act, with State logistical support provided under EMAC. The use of commercial logistics best practices in supply chain management should be used to minimize the need for the Federal government to stockpile materials. Charities and faith based organizations should be fully integrated into resource planning and be incorporated into the supply chain in their local areas. Federal, State, and local logistical planners should use the best practices from successful large private sector companies as well as from DOD as the standard to develop improved operational capabilities and coordination procedures in the new logistics system.
- e. **DHS, in cooperation with other departments and agencies, should develop the capability to identify sources of assets within the Federal government, and to track the movement of supplies during a disaster.** This information would be extremely useful to resource managers at all levels of government during disasters.
- f. **DHS should establish a Chief Logistics Officer to oversee all logistics operations across multiple support functions.** The Chief Logistics Officer (CLO) would be responsible for developing and maintaining an integrated supply chain management system. This system should be structured in ways that are compatible with the structure of the National Incident Management System. The CLO would guide and assist those Federal, State and local organizations that manage emergency response assets and commodities, enabling them to procure and deliver supplies for emergency operations. The CLO would be responsible for logistics technology and software solutions that allow emergency managers to have visibility of all assets in the supply chain and to be able to access those supplies. A CLO should also be established in each homeland security regional office.
- g. **DOD should detail logistics planners to DHS to assist in developing this logistics system. DOD and DHS should review and consider supply chain management best practices in developing the DHS logistics system. DOD should assist DHS in developing its logistics system; train DHS personnel in logistics management;**

**exercise the DHS logistics system; and assist operating DHS' logistics management system until a fully mature capability exists.**

39. **DHS should streamline its procedures for issuing mission assignments to other departments and agencies. These mission assignments will be identified in advance of an emergency so that logisticians can operationalize assets and provide resource support rapidly. In addition, other departments and agencies should establish procedures for promptly executing mission assignments.** The goal of these efforts is to minimize the delays observed during Hurricane Katrina when departments or agencies were slow to act because they either had not received a FEMA mission assignment, or did not have an effective system for executing the mission assignment once received.
40. **The Office of Management and Budget (OMB) should consider the efficacy of the Executive Branch and departments and agencies having the flexibility to transfer funds across accounts in advance of supplemental funding for immediate use during catastrophes in order to execute the departments' and agencies' respective missions under the National Response Plan.** Transferred funds would not supplant the Disaster Relief Fund that is controlled and dispersed by DHS through the mission assignment process. Rather, it would provide the flexibility to use all sources of funds to fund emergency response actions in the aftermath of a catastrophic event in circumstances where the DHS mission assignment process is insufficient or inappropriate to handle the requirements of responding to the disaster.
41. **Designate DOT as the primary federal agency responsible for developing the Federal government's capability to conduct mass evacuations when disasters overwhelm State and local governments. DOT should, in coordination with HHS, DOD, VA, DHS and the American Red Cross (ARC) plan, train and conduct exercises for the timely evacuation of patients and transportation of medical supplies and personnel.** DOT, which is the primary agency for ESF-1, is best positioned to develop the capability to conduct and coordinate mass evacuation and associated critical tasks. DOT should identify, prioritize, and approve plans to: transport patients to and from all Federal medical treatment facilities, and; assemble and pre-deploy caches of medical supplies to strategic locations. Such proactive efforts should improve the ability of Federal agencies to conduct patient evacuations when State and local agencies are unable to do so in a timely or effective manner. DOT should coordinate directly with HHS, DOD, VA, USDA, DHS and ARC, as well as State and local agencies, to plan, train and exercise for mass evacuations. In addition to assisting States in planning and preparing for mass evacuations, ESF-1 would conduct evacuation operations when State and local governments are unable to do so. ESF-8 would retain primary responsibility for coordinating the evacuation of seriously ill or injured persons. In addition, USDA (one of the primary agencies for ESF-11: Agriculture and Natural Resources) would plan and manage the evacuation of animals. It should be understood that the development of these capabilities will take time and in most cases will be grown to full capacity incrementally.
42. **DHS should require State and local governments, as a condition for receiving Homeland Security grants, to develop, implement, and exercise emergency evacuation plans and to cooperate fully with all Federal evacuation activities.** DHS has commendably incorporated a similar requirement in its FY 2006 Homeland Security Grant Program. State and local governments should use the National Preparedness Goal's Target Capabilities List (TCL) as a standard for the development of these evacuation plans. In addition to those TCL capabilities, State and local evacuation plans should specify procedures to address the pre-positioning of food, medical and fuel supplies. These plans should address establishing first-aid stations, tracking and coordinating movements of evacuees, evacuating pets, unaccompanied minors, the elderly, and evacuating people who lack the means to leave voluntarily. Each State, starting in FY 07, should receive an annual evacuation readiness status report. This report will be in the form of an evacuation readiness "report card" that will grade the ability of the State to conduct evacuation operations. The report card will be based on exercises, training, effective use of Federal grant monies, and other relevant criteria as a condition of further grant funding. Much like the President's Management Agenda, States will be given the expected results which they need to accomplish with their grant funding. This assessment would not only classify each State on its level of evacuation readiness, but also track how well homeland security grant funds are spent for evacuation planning. States that do not use their grant funds effectively would have their grant funds reduced or terminated.
43. **DHS should, in coordination with DOT, evaluate all State evacuation plans as well as the evacuation plans of the 75 largest urban areas.** As the President declared when he addressed the Nation from Jackson Square in New Orleans, "Our cities must have clear and up-to-date plans for . . . evacuating large numbers of people in an emergency." DHS reviewed State catastrophic planning, including evacuation planning, and submitted a Congressionally mandated report to Congress on February 10, 2006. In addition, DHS and DOT are jointly reviewing evacuation plans for the Gulf Region, their findings due to Congress on June 1, 2006. These two departments should

report their findings to the President through the Assistant to the President for Homeland Security and Counterterrorism concurrently with their submission to Congress. These reviews should specifically address special needs populations, people who lack the means to evacuate voluntarily, and the evacuation of animals, as well as other aspects of evacuation planning mentioned in Recommendation 5 above.

- a. **Consideration should be given to revising the Stafford Act to restrict reimbursement eligibility to only those States that have met basic performance requirements for critical functions such as mass evacuation.**

## Critical Challenge: Search and Rescue

**Lesson Learned:** The Department of Homeland Security should lead an interagency review of current policies and procedures to ensure effective integration of all Federal search and rescue assets during disaster response.

## Recommendations:

44. **DHS should lead an interagency team to review and revise the NRP to ensure the integration of all Federal search and rescue assets. This review should:**
  - a. **Expand ESF-9 to ensure the coordination of all Federal search and rescue operations, not just urban search and rescue.** Under this new construct, both the urban and civil search and rescue coordinators would report to the Operations Section Chief under the Incident Commander. This structure is consistent with the National Search and Rescue Plan (NSP) requirement for the civil search and rescue coordinator to serve as the search and rescue representative to the Incident Commander, as well as with NIMS and ICS principles that place both urban search and rescue and civil search and rescue under the Operations Section. It would allow both coordinators to support each other and share resources, depending on the nature of the incident. Ideally, the ESF-9 coordinator in the Joint Field Office (JFO) should have extensive training and education in both urban search and rescue and civil search and rescue.
  - b. **Require coordination throughout Incident Command to ensure continuity of care for those rescued.** The ESF-9 coordinator should work with the logistics section under ESF-5: Emergency Management and the other ESF's grouped under the Emergency Services Branch (including ESF-8: Public Health and Medical Services) to ensure victims receive medical care and are transported to an adequate housing shelter.
  - c. **ESF-9 must include the United States Forest Service's (USFS), DOI and EPA capabilities to perform search and rescue operations.** USFS is given the role as primary agency under ESF-4: Firefighting and as supporting agency under ESF-9. DOI is a principal partner with USFS in carrying out ESF-4 functions. As firefighters make up a large percentage of FEMA Urban Search and Rescue teams, their expertise and capabilities should also contribute to search and rescue operations. Under ESF-9, the mission statements of USFS and DOI should include the availability of firefighting personnel, not just equipment and supplies, for use in search and rescue operations. ESF-9 must include the capabilities of all participants in the National Search and Rescue Committee.
45. **The National Search and Rescue Committee should revise the National Search and Rescue Plan (NSP) to include disaster response operations.** The NRP references the NSP as a supporting operational document. However, the NSP is confusing because it specifically states that it does not cover overall response to disaster operations, as called for in the NRP. The NSP should therefore be revised to clarify its role in disaster response operations. The revision should specifically address air traffic control and coordination.
46. **Each State and major city should incorporate Search and Rescue and US&R annexes into their overall disaster response plans.** Federal grant assistance should require each State, under the State Homeland Security Grant Program, and urban area under the Urban Areas Security Initiative, develop a search and rescue annex within its specific disaster response plan, as part of its concept of operations. This search and rescue annex should be scalable, modular, organized along ICS principles, and be all-hazards in scope. It should also specifically delineate which agencies have primary responsibility for each aspect of search and rescue. The plan should specify

in what order Federal assistance assets or State-to-State mutual aid assets (through the Emergency Management Assistance Compact) will be requested and detail how search and rescue coordination will be integrated into incident command. These search and rescue annexes should identify where victims are to be taken in the event Federal, State, and local logistical support to the victims is required. Representatives of National Search and Rescue committee organizations should assist the development of State and local search and rescue plans.

47. **DHS should expand the National Preparedness Goal's Target Capabilities List (TCL) Capability: Urban Search and Rescue to require Federal Urban Search and Rescue teams and State and local entities to train, equip, and exercise for civil search and rescue missions.** Currently, this capability only focuses on urban search and rescue and does not include any of the types of civil search and rescue, such as maritime rescue. An expanded capability should use the NSP as the guide for including civil search and rescue performance standards. State and local entities not currently in the national civil search and rescue community could then use the expanded search and rescue capability as a reference to plan, train, and exercise for both urban search and rescue and civil search and rescue missions. Funding for urban search and rescue teams should reserve a portion of their funding allocated to train and equip FEMA Urban Search and Rescue Task Force members for civil search and rescue operations.
48. **DHS should create a national search and rescue volunteer certification program.** This national certification should be used to verify the identity and the level of skills and training of search and rescue volunteers. Volunteers could report to "reception centers," which should be established along the perimeter of any impacted area to receive spontaneous volunteers. A national certification program would speed the incorporation of these individuals into the unified search and rescue command structure and greatly increase the effectiveness of the response. Voluntary organizations such as the National Association of Search and Rescue (NASAR) should be requested to assist with such a certification program.

## Critical Challenge: Public Safety and Security

**Lesson Learned:** The Department of Justice, in coordination with the Department of Homeland Security, should examine Federal responsibilities for support to State and local law enforcement and criminal justice systems during emergencies and then build operational plans, procedures, and policies to ensure an effective Federal law enforcement response.

## Recommendations:

### Law Enforcement

49. **DHS should, in coordination with DOJ, revise the National Response Plan to provide more effective coordination of the law enforcement response to a disaster by clarifying and expanding the role and mission of the Public Safety and Security support function and the Senior Federal Law Enforcement Officer. The revised NRP should:**
  - a. **Designate DOJ as the primary agency responsible for the ESF-13 Public Safety and Security function.** The NRP designates DHS and DOJ to serve jointly as primary agencies for the ESF-13 function. This diffusion of responsibility creates unnecessary confusion at the scene of the crisis and violates the principle of unity of command. We recognize that DHS has significant law enforcement assets, both in Washington DC and in field offices throughout the country. However, the Attorney General is, by law, the President's primary law enforcement officer. DOJ's long experience and recognized public law enforcement responsibility for prosecuting Federal crimes, in addition to its existing ties with the State and local law enforcement communities, make it best positioned to assume the lead role, though it still must continue to work in partnership with DHS. Through its United States Attorneys Offices in all 50 states and through the FBI's 100 Joint Terrorism Task Forces, DOJ has the capability to leverage these important relationships with State and local law enforcement. We also consider DOJ to have greater traditional law enforcement experience, whereas DHS's law enforcement programs are more specialized, focusing on areas such as border control, aviation security, and

protective services. In addition, giving DOJ responsibility for leading the Public Safety and Security support function will let DHS focus on its overall coordination of emergency response mission.

- b. **Finalize the drafting of Public Safety and Security policies and procedures.** The Public Safety and Security (ESF-13) Annex of the NRP required primary and support agencies to define their functions and develop policies and procedures by April 2005, four months after the NRP was issued. While drafts exist, this effort needs immediate completion to provide clarity to the organization and functions of the Public Safety and Security support function.
  - c. **Specify that the Attorney General will, in consultation with the Secretary of Homeland Security, designate the SFLEO.** When the Secretary of Homeland Security declares an Incident of National Significance (INS), the Attorney General should promptly designate the SFLEO; during a non-INS event, the Attorney General may appoint an SFLEO if needed. Also, the NRP should give the Attorney General the authority to designate a Deputy SFLEO from a department other than that of the SFLEO. In recognition of the Secretary of Homeland Security's role in coordinating the Federal response under HSPD-5, the Attorney General should consult with the Secretary prior to designating the SFLEO.
  - d. **Include a new position designated as the "Senior Civilian Representative of the Attorney General" (SCRAG).** As with the SFLEO, the Attorney General should immediately appoint the SCRAG to serve as the Attorney General's representative for issues requiring senior-level involvement of a DOJ official. Whereas the SFLEO is responsible for managing the operational aspects of the Federal law enforcement response, the SCRAG will assist as needed in resolving any significant law enforcement policy issues that might arise with State or local officials, or between Federal official.
  - e. **Require the establishment of a law enforcement coordination center within the Joint Field Office (JFO) to coordinate the Federal, State, and local law enforcement response during all types of emergencies.** While the NRP includes such an entity for a terrorist-related incident or a National Special Security Event, it does not clearly set forth how Federal law enforcement coordinates with its State and local counterparts during other incidents.
50. **DOJ should lead the development of the capability to surge Federal law enforcement resources in the immediate aftermath of a disaster.** As outlined by the NRP, law enforcement personnel should be drawn from the following sources, in this order: 1) Civilian law enforcement and National Guard from affected State; 2) Civilian law enforcement and National Guard from other States; and 3) Civilian law enforcement from Federal agencies. To maximize the availability of law enforcement assets from each of these categories, the following should be done:
- a. **DOJ should establish a program to review State and local plans for continuity of operations for law enforcement and the criminal justice system during a crisis.**
  - b. **DOJ should develop a program to increase States' awareness of the procedures for requesting Federal law enforcement assistance under the Emergency Federal Law Enforcement Assistance Act.**
  - c. **DOJ should lead an interagency effort to catalogue the Federal law enforcement assets within the Executive Branch.** This effort will serve as the basis for developing a database of assets available for use during an INS, in order to ensure appropriate use of all available Federal law enforcement assets.
  - d. **DOJ and DHS should each develop, in coordination with the other, the capability to rapidly deploy a contingent of Federal law enforcement officers to prevent and respond to civil disorder.** Consistent with the principle that law enforcement is the responsibility of local and State governments, this force should deploy only in the event that State authorities request Federal assistance pursuant to the Emergency Federal Law Enforcement Assistance Act, or as otherwise directed by the President. However, the NRP should make clear that where, as in this case, the need for additional law enforcement resources is manifest and obvious, it should be the Attorney General's responsibility, after notifying the Secretary of Homeland Security, to make an offer of Federal law enforcement support to the affected Governor.
51. **DOJ should develop procedures for streamlined deputization of qualified Federal law enforcement officers.** This effort should address circumstances where Federal law enforcement personnel require *Federal* deputization to enforce Federal laws outside their jurisdiction, or *State* deputization to enforce State laws. DOJ should work together with the States' Attorneys General to develop agreements whereby a State requesting Federal law enforcement assistance agrees in

advance to grant limited State law enforcement authority to Federal agents for the duration of the emergency.

52. **DOJ should, in coordination with DHS, further incorporate force protection into Federal response planning, to prevent disruption of Federal agencies' operations and to protect Federal personnel and property.** While the Public Safety and Security annex of the NRP designates force protection as an ESF-13 responsibility, further response planning is required on this issue in light of the problems encountered during Hurricane Katrina.

### Criminal Justice

53. **DOJ should, in coordination with the Administrative Office of the U.S. Courts, develop a program to ensure the continuity of the Federal criminal justice system and to provide assistance to States in developing complementary plans.** While the operation and continuity of the court system falls under the purview of the Judicial Branch, the Department of Justice should ensure that adequate plans exist to ensure the continuity of its critical prosecutorial functions. Components of DOJ such as the U.S. Marshals Service and the Bureau of Prisons are critical to the operations of the Federal court system and must be incorporated into the contingency planning.
54. **DOJ should develop plans to improve the accountability for persons under supervision by the Federal criminal justice system, and to provide assistance to States in developing complementary plans.**
55. **DOJ, in coordination with DHS, should establish a program to provide oversight and technical assistance for States' emergency plans for evacuating prisoners in the event of a disaster.** Although evacuation of State and local prisoners is primarily a State and local responsibility, prisoners are protected by Federal civil rights laws and thus the Federal government has an interest in ensuring that such evacuations are appropriately planned and implemented.
56. **DHS and DOJ should coordinate their respective grant and assistance funding programs to States and local governments to establish uniform standards and conditions of awards in furtherance of the above recommendations.** If both departments should determine a need for legislation to remedy the disparate standards or criteria for different grant sources, OMB should consult with the departments to draft proposed legislation.

## Critical Challenge: Public Health and Medical Support

*Lesson Learned:* In coordination with the Department of Homeland Security and other homeland security partners, the Department of Health and Human Services should strengthen the Federal government's capability to provide public health and medical support during a crisis. This will require the improvement of command and control of public health resources, the development of deliberate plans, an additional investment in deployable operational resources, and an acceleration of the initiative to foster the widespread use of interoperable electronic health records systems.

## Recommendations:

57. **HHS should lead a unified and strengthened public health and medical command for Federal disaster response.**
  - a. **HHS should develop a comprehensive plan to identify, deploy and track Federal public health and medical assets (human, fixed and materiel) for use during a catastrophic event.** HHS should assume primary control of the public health and medical support effort, coordinating the activities of supporting agencies from a central location. The Secretary of HHS should be aware of, and in charge of coordinating, all Federal medical and public health assets available for use. All Federal departments must support and facilitate HHS in the execution of its responsibilities to coordinate all Federal public health and medical assets. Medical operations are highly dependent on efficient inter-agency cooperation and the successful completion of tasks is dependent on a fully integrated Federal effort.
  - b. **HHS in coordination with OMB and DHS should draft proposed legislation for submission to Congress, to transfer NDMS from DHS to HHS.** As the agency charged

in HSPD-5 with the overall coordination of disaster response in America, DHS should clearly articulate the operational requirements for disaster medical assistance. HHS should then be responsible for building and maintaining the appropriate operational capability: it should guide, direct, and develop the NDMS and integrate it into other HHS operational elements. NDMS is a critical component to the success of any Federal disaster response requiring medical support. As such, public health professionals and emergency medical responses should be managed and overseen by HHS which has the greatest health experience and expertise. Thus, NDMS should be returned to the direct command of HHS. It should be understood that the development of these capabilities will take time and in most cases will be grown to full capacity incrementally.

- c. **HHS should organize, train, equip, and roster medical and public health professionals in pre-configured and deployable teams.** These personnel should be comprised of officers of the Commissioned Corps of the U.S. Public Health Service, the Medical Reserve Corps (MRC), the NDMS, health care providers within DOD and the VA, and volunteer health professionals from the private sector. This is consistent with the HHS efforts to enhance the medical and public health response to meet future challenges by transforming the United States Public Health Service Commissioned Corps. This will enable a critical emergency response resource to address public health challenges more quickly and efficiently. The Commissioned Corps will increase its ranks, streamline its assignment and deployment process, and increase its ability to recruit the best and the brightest to defend the Nation's public health. HHS announced administrative steps toward this end. HHS has also drafted legislation in this area and forwarded it to OMB for Administration review and clearance. HHS should be given appropriate authorities to carry out this responsibility and should establish and test a system to quickly and efficiently identify, credential and assign personnel to missions.
58. **HHS should ensure coordination and oversight of emergency, bioterrorism, and ongoing public health preparedness needs.** In a public health emergency, the Secretary of HHS should have the integrated support of the public health and public health emergency preparedness programs. Within HHS, two Staff Division and seven Operating Division Assistant Secretary level positions oversee some aspect of public health programs, many of which have overlapping functions in an emergency response. The Secretary of HHS should review this issue and determine how best to ensure the integration of all relevant HHS information and functions during a public health emergency.
59. **The Surgeon General should routinely communicate public health, as well as individual and community preparedness guidance to the general population.** While there are other prominent and capable Federal health officials, the Surgeon General's stature and credibility should be used to repeatedly and proactively deliver a consistent public health preparedness message to the public. This will not only help to increase personal, community and national disaster preparedness, it will also make the Surgeon General a more effective and credible source of guidance during public health emergencies.
60. **Create and maintain a dedicated, full time, and equipped response team composed of Commissioned Corps officers of the U.S. Public Health Service.** The size of this team would be determined by the Corps' senior leadership, and be sufficient to meet the response needs as set forth by the Secretary. This team, overseen by the Surgeon General, could rapidly and effectively deploy to any event requiring medical and public health expertise and remain on station as long as needed. Other Corps officers, NDMS, the MRC, and the private sector could augment the team under the Surgeon General's command as required.
61. **DHS and HHS should look for the means to increase the capacities and capabilities of local and State health infrastructures.** Local and State health departments are the foundation upon which the National public health preparedness rests. HHS and DHS provide Federal grants to local and State health departments, but additional funding is needed in view of the threats to the Nation from: weapons of mass destruction; biological agents; pandemic influenza and natural disasters. Grant funds from HHS and DHS should be synchronized to maximize the benefit to local and State health departments. Furthermore, all grant funding must be targeted toward increasing needed capabilities and then be reviewed to grade State and local performance according to the Presidential Management Agenda.
62. **Accelerate the HHS initiative to foster widespread use of interoperable electronic health (EHR) records systems, to achieve development and certification of systems for emergency responders within the next 12 months.** The adoption of interoperable EHR systems will support first responders and health providers and dramatically improve the quality and efficacy of care to displaced patients across a population. The President signed an Executive Order, *Incentives for the Use of Health Information Technology and Establishing the Position of the National Health*

*Information Technology Coordinator*, on April 27, 2004, that provides guidance for the development of a nationwide interoperable health information technology.

## Critical Challenge: Human Services

**Lesson Learned:** The Department of Health and Human Services should coordinate with other departments of the Executive Branch, as well as State governments and non-governmental organizations, to develop a robust, comprehensive, and integrated system to deliver human services during disasters so that victims are able to receive Federal and State assistance in a simple and seamless manner. In particular, this system should be designed to provide victims a consumer oriented, simple, effective, and single encounter from which they can receive assistance.

## Recommendations:

63. **Assign HHS the responsibility for coordinating the provision of human services during disasters.** HHS should serve as the single Federal coordinating agency, with full situational awareness across agencies, and manage the delivery of services by other Federal departments. HHS working with DHS should review and, as appropriate, amend the NRP to ensure a single point of contact for victims to access all applicable Federal human services in an emergency and a capable deployment plan to enable this effort.
  - a. **Federal agencies with an ongoing role in delivering human services should be prepared to do so in a disaster environment.** In addition to HHS, other Federal agencies have responsibility for providing human services. All Federal agencies responsible for the administration of human service programs should plan and prepare for the delivery of services in a disaster environment, with HHS coordinating and authorizing reimbursement for their respective disaster-related expenditures. Federal agencies that routinely deliver human services should build on established relationships with State and local agencies and private sector organizations, but also create contingency plans to assure the independent delivery of Federal assistance when necessary.
64. **HHS should inventory all Federal human services. As part of this effort HHS should:**
  - a. **Inventory the range of human services programs of the Federal government.** There are thousands of human service programs across the interagency, many of which are jointly administered by State and local agencies. A catalogue of available programs will facilitate the prioritization and delivery of services, especially during emergency situations.
  - b. **Identify current statutory authorities that permit the waiver of impediments to the delivery of services during an emergency.** Knowing which regulations can be waived will help responding agencies to more efficiently deliver services in emergency settings when speed is a high priority. Agencies should identify current waiver authority and impediments to service delivery and should provide HHS with suggested threshold criteria for triggering waiver authority. Agencies should also identify current authority for reimbursing disaster-related administrative costs and related impediments to reimbursing service providers for legitimate costs.
65. **HHS should develop a simple, comprehensive, and efficient means for disaster victims to enroll for all available human services at a single encounter.** Many important human service programs have wide variation in eligibility requirements. HHS' coordination and integration role is vital in helping to simplify access to complex and varied human service programs. Upon completion of the inventory of programs and available Federal facilities, HHS should prioritize the delivery of human service programs and develop plans to establish "one-stop" centers where disaster victims would enroll in Federal, State, local, and non-governmental human assistance programs. These "one stop" centers should complement the continued and expanded use of simplified telephone and internet-based registration modalities. The goal should be for the victim to go to one physical location, encounter one person who gathers all the necessary data and inputs it into a database that is shared and transparent among all human service providers at the Federal, State and local level as required. This will likely increase efficiency, reduce frustration of evacuees and expedite the delivery of services for eligible recipients.
  - a. **Task the appropriate Federal agencies to develop processes to assess disaster victims' needs and process their applications for assistance within consolidated "one-stop" centers.** These processes should avoid duplication of effort, employ

- streamlined in-take and case management strategies and foster the interagency administration of human services in a disaster area.
- b. **HHS working with DHS should work to include faith-based, community, and non-profit organizations in the emergency planning, preparedness, and delivery of human services.** These private sector organizations contributed greatly to the Hurricane Katrina response. They should actively participate in all phases of a Federal disaster response and HHS should specifically facilitate access to their services in all “one-stop” centers.
  - c. **HHS in coordination with DHS should oversee the development of deployable interagency teams to assess human service needs and deliver assistance.** Created before the disaster, these teams can be deployed immediately to the disaster area to begin coordinating access to human services. These teams should be composed of knowledgeable and experienced Federal employees as well as personnel from State and local agencies and the private sector, as appropriate. They should serve in the “one stop” centers and also visit shelters and other locations necessary to facilitate the deliver of human services.
  - d. **HHS working with DHS and the Department of Labor should inventory existing Federal infrastructure and resources which could be utilized for provisions of consolidated services to affected areas.** Contingency plans should be developed for the utilization of Federal facilities, equipment such as phones, computers, and personnel on short-notice to provide consolidated services in response to a crisis. These plans should be exercised and evaluated on a routine basis.
66. **HHS and DHS should jointly work with the private sector to encourage the development of a capacity to voluntarily store and retrieve personal identifying information.** Encourage the private sector development of a capability for individuals to voluntarily submit their personal identifying information for virtual storage that citizens and their families could access during emergencies. The capability is best thought of as a 21st century version of a bank vault, with virtual safe deposit boxes for information. Disaster victims could access the virtually stored data to apply for Federal assistance, medical treatment, or insurance benefits. Because of the sensitivity of the personal data stored, strict privacy limitations and protections would be required. HHS should consider how their experience with Electronic Health Records (EHR) might inform such an effort.
67. **Existing Federal sources of information should be identified which might assist Federal authorities upon an emergency or disaster declaration by the President.** While numerous current Federal information sources exist (such as those maintained by SSA, DHS, VA, Treasury and the Department of Defense), they are not designed to identify or track individuals. Limited emergency access to existing Federal information sources should be considered and evaluated for their potential value in improving the Federal response. The development and deployment process must account for privacy, security, scalability, and compatibility

## Critical Challenge: Mass Care and Housing

***Lesson Learned:*** Using established Federal core competencies and all available resources, the Department of Housing and Urban Development, in coordination with other departments of the Executive Branch with housing stock, should develop integrated plans and bolstered capabilities for the temporary and long-term housing of evacuees. The American Red Cross and the Department of Homeland Security should retain responsibility and improve the process of mass care and sheltering during disasters.

## Recommendations:

68. **ARC and DHS should retain the mass care and sheltering responsibility during disasters.** With long-standing experience providing mass care and shelters during disasters, ARC is a highly valued national asset: it must be a primary agency, along with DHS. ARC has extensive experience with mass care and sheltering during disasters, however, their status as a non-government organization limits their access to Federal planning meetings. DHS and ARC should strengthen their planning and operational relationships with HUD. HUD's expertise lies in the provision of mid- and long-term housing. To assure the appropriate expertise is brought to bear in all phases of a disaster (preparation, response, recovery and rebuilding) and a seamless integration of care for

- disaster victims, HUD, DHS and ARC must develop a close working relationship, not just during crises. During non-emergency times, they must jointly plan for mass care and housing during disasters. In conjunction with other Federal agencies, they must train for disasters and conduct exercises to evaluate the response readiness of the Federal government.
69. **Designate HUD as the lead Federal agency for the provision of temporary housing.** HUD, with extensive experience providing housing resources for those in need, must use its extensive network of regional offices and State and local housing agencies, to prepare for potential relocation emergencies. While there will always be a need for some victims to remain on their property while rebuilding their homes, the provision of trailers should not be the default means of temporary housing offered to all evacuees leaving shelters. HUD, rather than DHS, should be the lead Federal agency for housing and HUD should devote resources to gain this competency with support from ARC, and other Federal agencies. HUD must create a professional staff to augment its current housing capacity in order to create the ability to arrange housing for disaster victims and adequately train, exercise and resource this capability. But, DHS should retain its vital coordinating function for the entire disaster response. It should be understood that the development of these capabilities will take time and in most cases will be grown to full capacity incrementally.
  70. **Assist States and municipalities in developing mass relocation plans for each major metropolitan area and inventories of existing shelters and shelter sites.** Such plans must match mass evacuation plans developed for metropolitan areas and should include the pre-identification of sites suitable for the establishment of shelters. Plans should also include appropriate guidelines regarding suitable shelters and thorough inventories of shelters already in existence. HUD should receive the lead role in relocation planning and inventorying shelters, with DOT, DOI and USDA assuming supporting roles. HUD can combine data from Federal, State, and local sources to compile inventories and establish the frequency of inventory updates. Federal grant money should be predicated on States and municipalities periodically updating their relocation plans and shelter inventories.
  71. **DHS should develop a system to maintain awareness of the movement of shelter and temporary housing residents.** Local, State, and Federal officials in charge of sheltering evacuees must know the number and type (e.g., number of disabled, number of minors) of evacuees in addition to their names and personal identifying data as they move between shelters and from shelters to temporary housing. This will improve allocation of resources to shelters (such as food and water), as well as the reunion of separated family members. Such a system must complement other systems to register evacuees for available social services.
  72. **DHS should review and revise the Federal regulations under the Stafford Act to emphasize “location-independent” housing assistance.** Current regulations allow payment of rental subsidies to disaster victims, but not the routine payment of security deposits or utility fees. Reimbursement for repairs to existing available housing units are also not authorized, effectively precluding the use of a large supply of federally controlled units that may only need minor repairs in order to be occupied. These restrictions effectively push many people to trailers and other manufactured housing units, while leaving other available housing vacant. Revising these housing regulations would allow greater flexibility in meeting urgent housing needs in the aftermath of a disaster.

## Critical Challenge: Public Communications

**Lesson Learned:** The Department of Homeland Security should develop an integrated public communications plan to better inform, guide, and reassure the American public before, during, and after a catastrophe. The Department of Homeland Security should enable this plan with operational capabilities to deploy coordinated public affairs teams during a crisis.

## Recommendations:

73. **DHS should revise the NRP to improve the Public Affairs Support and External Affairs annexes to ensure a better coordinated, more effective response.**
  - a. DHS should revise standing operating procedures, command relationships, training, organizational structure, and communications between Federal Public Affairs Offices (PAOs) and their State and local counterparts.

- b. DHS should revise the NRP to delineate clearly when National and Incident JICs should be required to activate and deactivate. This guidance should also determine the proper location and number of JICs to be established in response to catastrophes.
  - c. DHS should revise the NRP to delineate a clear structure for a fully coordinated, integrated, and synchronized public communications strategy, across the Federal government and with State and locals.
- 74. **DHS should establish rapidly deployable Public Affairs teams, able to operate self-sufficiently, in austere conditions. These deployable Public Affairs teams should be established across all Federal departments and agencies with key Homeland Security responsibilities.** These teams should be capable of providing Public Affairs assistance within hours to incident locations. These teams could be used to form the Incident JIC. All Federal departments and agencies with domestic operational responsibilities should establish programs to use embedded media where appropriate.
- 75. **DHS should expand Federal partnership programs with State and local Public Affairs Officials (PAO).**
  - a. DHS should strengthen its relationship with groups such as the National Governors Association to provide joint incident communications training programs for State governments.
  - b. DHS should also strengthen relationships with the Defense Information School, Navy Post Graduate School, National Defense University, and other academic institutions. These Federal partners can assist in providing training and certification to State and local emergency management and the PAOs of key DHS organizations (e.g., DHS, FEMA, U.S. Coast Guard) and personnel such as PFO and Federal Coordinating Officer candidates. Such training would help to improve incident communications efforts.
- 76. **Develop a Public Communications Coordination capability for crisis communications at the White House.** Designate a senior White House Communications official to be responsible for the Homeland Security Council and crisis communications portfolio. In close collaboration with DHS' Office of Public Affairs, this official would be responsible for:
  - a. Coordination of public communications and public affairs within the homeland across all relevant Federal departments and agencies;
  - b. Establishing a permanent strategic communications capability, to facilitate messages to the public, the media, and all departments and agencies;
  - c. Developing a national public communications and public affairs strategic plan;
  - d. Develop "Risk Communications" to communicate pre-incident expectations to private citizens. This may be carried out by identifying credible spokespersons who can frequently update the public on preparedness, current threats and crisis communications.
- 77. **DHS should establish an integrated public alert and warning system in coordination with all relevant departments and agencies.**
  - a. The system, building on the Emergency Alert System (EAS), must leverage advanced communication technologies and existing Federal, State, and local systems.
  - b. Federal, State and local levels of government must have the means to communicate essential and accurate emergency information to the public prior to, during and after a catastrophe.
  - c. Use the National Preparedness Goal's Target Capabilities List as a reference to build and sustain the system.

## Critical Challenge: Critical Infrastructure and Impact Assessment

**Lesson Learned:** The Department of Homeland Security, working collaboratively with the private sector, should revise the National Response Plan and finalize the Interim National Infrastructure Protection Plan to be able to rapidly assess the impact of a disaster on critical infrastructure. We must use this knowledge to inform Federal response and prioritization decisions and to support infrastructure restoration in order to save lives and mitigate the impact of the disaster on the Nation.

## Recommendations:

78. **DHS should revise the National Response Plan to:**
- a. **Provide for a stronger Infrastructure Support Branch in the National Operations Center.** The Infrastructure Support Branch will coordinate among the appropriate ESF's to ensure that the guidance developed by the Critical Infrastructure Policy Coordinating Committee is followed for infrastructure protection and restoration after an event. In addition, this branch will coordinate with critical infrastructure sectors, provide senior leaders with a summary of reports and modeling, and develop recommended preemptive and responsive actions to remediate or mitigate the impact of the loss of critical infrastructure. These optional actions will be based on reports from the Impact Assessment Working Group, the National Infrastructure Simulation and Analysis Center (NISAC), Sector Coordinating Councils, and consultation with DHS/IP.
  - b. **Strengthen the role and responsibility of the Infrastructure Liaison.** Currently, the Infrastructure Liaison is designated by DHS/IP, to serve as the principal advisor to the JFO Coordination Group regarding all national and regional level critical infrastructure and key resource incident-related issues. This role should be more clearly defined, and have greater responsibility which should include a designated group of trained critical infrastructure staff from Federal departments and agencies including DHS staff versed in infrastructure protection that are available for immediate deployment to the JFO to fill the role of the expanded Infrastructure Liaison group. The liaison should: (1) Gather and fuse relevant data about private infrastructure operational status; (2) Coordinate overall Federal response efforts for infrastructure restoration and recovery; and (3) Strengthen direct communications with private infrastructure owners and operators. This expanded Infrastructure Liaison will incorporate the Private Sector Liaisons to ensure unity of effort.

## Policy and Planning

79. **DHS should revise the National Preparedness Goal to require the collaborative development of regional disaster plans (such as those required by the DHS Urban Area Security Initiative) with the private sector.** This activity will not only prepare the Federal government to respond, but will set private sector expectations of specific actions the government will take in response to a disaster.
80. **Set basic criteria for private sector preparedness against which these regional plans can be measured.** There is a lack of a clear and agreed upon prioritized implementation plan to address the coordinated restoration and protection of critical infrastructure during times of limited resources and competing demands. Basic levels of private sector preparation similar to those outlined in the National Preparedness Goal should be set and used to measure progress in restoration planning.
81. **DHS should review, revise, and finalize the Interim NIPP within 90 days to:**
- a. **Standardize Federal government policy to link the prioritization of both protection and restoration.** Linking prioritization for protection to prioritization for restoration will motivate private sector participation in the effort to prioritize critical infrastructure and to develop disaster response plans.
  - b. **Require the use of a systems and resiliency approach to determine the global consequence of the loss of each asset.** Using a systems approach will clearly identify the assets in each region whose loss has the greatest potential to cause a national impact.
  - c. **Address cross sector dependencies in the systems approach.** As outlined in the National Strategy for the Physical Protection of Critical Infrastructures and Key Assets, critical infrastructure restoration and protection efforts should take into account the five cross-sector security priorities.
  - d. **Add an annex to the interim NIPP to describe how those policy considerations that are learned in the prioritization for protection will be used to develop restoration priorities.** The Federal government can develop priorities for restoring critical infrastructure using much of the same information used to prioritize protecting it. Having restoration priorities will allow the Federal government to make crisis decisions informed by clearly established restoration priorities.

## Information

82. **DHS should expand the National Infrastructure Simulation and Analysis Center's (NISAC) Modeling and Analysis capability to allow more robust and accurate systems modeling.** Sector specific agencies should provide the NISAC with any modeling available to their department

for their assigned sector, and all NISAC analyses should in turn be shared with sector specific agencies. In addition, as directed in HSPD-7 the Department of Homeland Security will work with other appropriate Federal departments and agencies to geospatially map, image and analyze critical infrastructure.

83. **The National Economic Council should form an Impact Assessment Working Group to provide an overall economic impact assessment of major disasters, including the Departments of Homeland Security, Treasury, Commerce, Energy (Energy Information Administration) and Labor as well as the President's Council of Economic Advisers.** Since Hurricane Katrina, NISAC has significantly improved their capability to provide reports detailing the cascading impact of major disasters on the Nation's infrastructure but it does not include a robust assessment of the economic impacts. The various economic modeling expertise of the members of the Impact Assessment Working Group should be incorporated into the NISAC models.
84. **The Department of Commerce should lead, in cooperation with the Department of Treasury, Homeland Security, and other sector specific agencies as appropriate, the development of a proposal to the Department of Homeland Security for incentives and other mechanisms to motivate private sector cooperation and participation in efforts to prioritize infrastructure protection.** This group should review the Defense Production Act, the Protected Critical Infrastructure Information Act, as well as financial incentives. These incentives should then be incorporated into the articulation of a business case for private sector participation in infrastructure protection. This business case should discuss protection and prioritized restoration as well as encourage private sector infrastructure resiliency and redundancy. In addition, States are encouraged to share best practices regarding financial incentives to motivate private sector cooperation and participation in infrastructure protection and restoration efforts.
85. **DHS should share the plans and policy for Federal response and delineated roles and responsibilities with the private sector.** The National Response Plan urges businesses to develop disaster contingency plans. Businesses have been unable to develop completely effective contingency plans without understanding the actions Federal, State, and local governments will take in response to a disaster. Furthermore, the Federal government has been unable to develop agreed upon response plans for prioritized restoration. The first step to establishing a collaborative planning and exercise program with the private sector is to, with appropriate protections, share relevant sections of the NRP with key private sector partners.

## Critical Challenge: Environmental Hazards and Debris Removal

*Lesson Learned:* The Department of Homeland Security, in coordination with the Environmental Protection Agency, should oversee efforts to improve the Federal government's capability to quickly gather environmental data and to provide the public and emergency responders the most accurate information available, to determine whether it is safe to operate in a disaster environment or to return after evacuation. In addition, the Department of Homeland Security should work with its State and local homeland security partners to plan and to coordinate an integrated approach to debris removal during and after a disaster.

## Recommendations:

86. **DHS, in coordination with EPA, DOL/OSHA, HHS, DOC/NOAA, and DOD/USACE, should:**
  - a. **DHS should enhance the Emergency Response Team (ERT) capability to conduct initial environmental assessments and communicate warnings to the general public and emergency responders by adding HHS and DOL/OSHA members. DHS should lead the collaborative development of detailed plans to guide initial environmental assessment operations under the NRP.**
  - b. **DOL/OSHA should lead the development of operational procedures for Worker Health and Safety.** Planning must include pre-disaster identification of potential hazards to inform out-of-area responders.
87. **DHS, in coordination with EPA, HHS, OSHA, and DOE should develop an integrated plan to quickly gather environmental data and provide the public and emergency responders the most accurate information available to decide whether it is safe to operate in a disaster**

- environment or return after evacuation.** This plan should address how to best communicate risk, as well as determine who is accountable for making the determination that an area is safe. It should also address the need for adequate laboratory capacity to support response to all hazards. The plan should be completed in 180 days.
88. **DHS should jointly lead DOD/USACE, DOI, USDA, and EPA to address and coordinate debris removal issues as part of ESF operational procedures. The procedures should include an integrated public communication approach for debris removal, especially as it applies to private property.**

## Critical Challenge: Managing Offers of Foreign Assistance and Inquiries Regarding Affected Foreign Nationals

*Lesson Learned:* The Department of State, in coordination with the Department of Homeland Security, should review and revise policies, plans, and procedures for the management of foreign disaster assistance. In addition, this review should clarify responsibilities and procedures for handling inquiries regarding affected foreign nationals.

### Recommendations:

89. **DOS should lead the revision of the International Coordination Support Annex to the NRP, clarifying responsibilities of DOS, the Department of Homeland Security (DHS), DOD, and other supporting agencies in response to domestic incidents .** This revision should begin immediately.
90. **Prior to June 1, 2006, DOS and DHS should lead an interagency effort that will quickly develop procedures to review, accept or reject any offers of international assistance for a domestic catastrophic incident. This should include an appropriate mechanism, led by DHS and supported by DOS and Treasury, to receive, disburse, and audit any cash assistance received in support of victim needs. These operating procedures should include:**
- A coordination process among Federal agencies and non-governmental partners to solicit, accept, receive, integrate and distribute foreign assistance;
  - An expedited review process for international aid that addresses both critical needs and legitimate foreign policy objectives;
  - The inclusion of a USAID representative to the Joint Field Office (JFO);
  - The inclusion of a representative from USAID/OFDA on the State Department Task Force and a DOS representative on USAID/OFDA's Response Management Team to improve interagency coordination; also the addition of a DHS representative to both task forces to provide more efficient information sharing about assistance needs on the ground.
91. **DHS should lead an interagency effort to create and routinely update a prioritized list of anticipated disaster needs for foreign assistance and a list of items that cannot be accepted. These lists should be completed before June 1, 2006.** These lists would be based upon notional planning scenarios, State/local emergency managers' anticipated requirements, and current legal impediments on prohibited forms of aid. Once complete, DHS should distribute these lists to all appropriate agencies, to include regulatory agencies, in order to address regulatory barriers in advance.
92. **DOS should establish, before June 1, 2006, an interagency process to: determine appropriate uses of international cash donations; to ensure timely use of these funds in a transparent and accountable manner; to meet internal Federal government accounting requirements; and to communicate to donors how their funds were used.**
93. **Public and Diplomatic Communications during domestic emergencies should both encourage cash donations -- preferably to recognized nonprofit voluntary organizations with relevant experience -- and emphasize that donations of equipment or personnel should address disaster needs.** Financial contributions provide emergency managers maximum flexibility to meet requirements in crises and avoid regulatory challenges. In a catastrophe, rapid, proactive communication of requirements reduces the potential for the refusal of assistance. The Department of State should have domestic crisis communications procedures in place before June 1, 2006.

94. **The Department of State and the Department of Homeland Security should, before June 1, 2006, jointly develop procedures to ensure that the needs of foreign missions are included in domestic plans for tracking inquires regarding persons who are unaccounted for in a disaster zone.**
  - a. During a crisis, DOS and USAID should provide DHS with personnel who have technical expertise in humanitarian and disaster management issues, to include population displacement.
  - b. In improving their strategies for providing faster information and assistance to American citizens, Federal, State, and local emergency management officials should include provisions covering the needs of affected foreign nationals. To ensure these provisions meet U.S. legal obligations under the Vienna Convention on Consular Relations, these officials should work with DOS. DOS in turn should inform foreign missions about these provisions. This should be accomplished through changes to the NRP, and through refinement of agencies' NRP implementation plans.
95. **DHS and DOS should revise the NRP to include DOD and USDA-Food Safety Inspection Service as cooperating agencies to the International Coordination Support Annex.** Including DOD more directly in foreign assistance management would leverage existing relationships with partner military establishments and help to ensure that staging areas for the acceptance of foreign aid are preplanned and quickly available.
96. **DHS should include DOS and foreign assistance management in domestic interagency training and exercise events. Inclusion in the new National Exercise Program (NEP) should occur before the end of FY06.**
97. **DHS should provide daily disaster response situational updates through the Secretary of State to all Chiefs of Mission or Chargés d'Affaires.** These updates should improve situational awareness and provide information to address host government concerns or questions.

## Critical Challenge: Non-governmental Aid

**Lesson Learned:** The Federal response should better integrate the contributions of volunteers and non-governmental organizations into the broader national effort. This integration would be best achieved at the State and local levels, prior to future incidents. In particular, State and local governments must engage NGOs in the planning process, credential their personnel, and provide them the necessary resource support for their involvement in a joint response.

## Recommendations:

98. **DHS should revise the NRP to designate responsibility for coordinating non-governmental assistance, including faith-based organizations, during emergencies.** These responsibilities should fully address the following:
  - a. Improve communication of requirements from the incident site;
  - b. Pre-identify and catalogue non-governmental goods and build a process to deploy these goods to specific regions for catastrophic events;
  - c. Develop a statewide support function for volunteers (both pre-trained and spontaneous) in each State to assist local emergency managers and NGOs to prepare for, respond to, and recover from disasters;
  - d. Recruit, train and identify National Incident Management System (NIMS) trained volunteers;
  - e. Incorporate NGOs into the planning, training, and exercising process; and
  - f. Ensure there is a mechanism to coordinate spontaneous, unaffiliated volunteers.
99. **DHS should establish an office with responsibility for integrating non-governmental and other volunteer resources into Federal, State, and local emergency response plans and mutual aid agreements. Further, DHS should establish a distinct organizational element to assist faith-based organizations.** There is no single office within DHS that is responsible for integrating non-governmental and faith-based assistance into emergency response planning. By establishing such an office, DHS can foster an integrated planning process through which government at all levels can identify and communicate their requirements to NGOs during response and recovery operations. This office should also study and recommend improvements to the

process to deploy resources and personnel to specific regions for catastrophic events, through emergency assistance compacts or other mechanisms.

The responsibilities of the office should include, but not be limited to the following:

- a. Increasing relationship-building to include conducting a national conference for NGOs and the private sector on emergency preparedness and response where they can share best practices;
- b. Identifying potential donation sources; and
- c. Identifying and eliminating difficulties pre-incident that NGOs encounter with the Federal government when delivering services.
- d. Inventory, develop partnerships with and promote the best practices of successful Faith-Based disaster relief programs such as the United States Emergency Chaplains Corps.

**100. DHS should condition State and local grants, under the Homeland Security Grant program, on incorporating NGOs and the private sector into their emergency planning, training, exercises, and disaster relief efforts.** These revised plans should include the following:

- a. Participation of NGOs, including small regional and local groups, in planning for disaster response and recovery efforts; and
- b. Pre-determined roles and responsibilities for volunteer organizations, which identify their mission, capabilities, training, and certification.

An improved plan to incorporate and connect volunteers and private sector assets with emergency management officials would have enabled the better use of NGO contributions. Some states have improved how NGOs respond to incidents by creating a volunteer and social service infrastructure. In Florida and North Carolina, NGOs and emergency managers have formalized their relationships at the State and local level by including a volunteer coordinator in the State EOC. As a result, their State and local emergency managers better understand what non-governmental assistance is available before, during, and after a disaster.

Federal, State, and local officials should use the National Preparedness Goal's *Target Capabilities List: Volunteer Management and Donations* as the standard to improve capabilities. The next version of the Target Capabilities List should expand the explanation of the roles and responsibilities of volunteer organizations and include establishing their role in staffing State emergency operations centers.

**101. DHS should improve access to, and awareness of, private sector and non-governmental resources available for use during emergency response operations.** This process should include the following:

- a. Pre-arranged and contingency contracting;
- b. Provision of requirements estimates to NGOs and private sector organizations that are willing to provide resources during catastrophic events;
- c. Consistent, accurate, and timely messaging of resource needs to NGOs;
- d. Providing NGOs and private sector organizations with information on reimbursement and access to Federal aid;
- e. Development of robust donations and volunteer management software system standards;
- f. Completing the development of a credentialing system, already being created by FEMA's NIMS Integration Center, to allow authorized volunteers and workers restoring critical infrastructure access to relief sites; and
- g. Identification of what Federal, State, or local support NGOs will need to sustain operations (sanitation, electricity, food, and water).

The Federal government cannot comprehensively plan and coordinate how NGOs and private sector entities will respond locally or regionally in a catastrophic disaster. State and local officials must take the lead in planning the best use of non-governmental resources at the local level. All States should consider existing models to coordinate and integrate non-governmental resources in disaster planning and response, recognizing that business-government partnerships require a level of trust and agility most easily built at the regional level. One such model which has proven successful is the Business Executives for National Security (BENS) Business Force project. Business Force partnerships of regional, State, and local officials, together with businesses and NGOs, have been successful in emergency response planning and using private sector resources

and volunteers to fill gaps in preparedness and response capabilities. The BENS model also includes a web-based catalogue of private sector resources. The Federal government should recognize that the private/non-government sectors often perform certain functions more efficiently and effectively than government because of their expertise and experience in applying successful business models. These public-private partnerships should be facilitated, recognized, and funded.

Additionally, integrating regional partnerships and resource databases (like the ones created by BENS) with national databases and response capabilities gives incident commanders full visibility of supply and volunteer sources. The capability to draw on these resources should inform and be part of Federal, State, and local logistics systems and response plans.

102. **Legal and liability impediments to the use and coordination of non-governmental and private sector resources during a catastrophic event should be removed.** Measures that should be implemented include:
- DHS should lead an interagency effort to remove Federal legal and liability impediments to the use and coordination of non-governmental and private sector resources during a catastrophic event. Encourage the passage and enactment of S.1747, currently pending in the 109th Congress, a Bill to limit liability for volunteers and those providing goods and services for disaster relief.
  - Recommending uniform provisions for State law similar to the Non-Liability of Federal Government provision in the Stafford Act, to ease State and local government fear of legal liability;
  - Recommending uniform State “good Samaritan” laws to protect organizations donating goods and services from legal liability;
  - Revision of the two-year maximum service rule for national service programs, such as AmeriCorps, to allow experienced volunteers to continue serving after two years; and
  - Simplification and clarification of Federal auditing and oversight procedures during a disaster. We should allow trusted organizations (those with established Federal relationships) to respond quickly during a disaster and wait to review their activities post-disaster.
103. **DHS should encourage NGOs and the private sector to plan their giving streams at the local level in order to provide comprehensive support to affected local areas during an emergency and prevent duplication of relief efforts.** By improving the integration of planning among voluntary organizations at the local level, these organizations will be better positioned to serve citizens during an emergency. FEMA should authorize local voluntary organizations to accept gifts and donations of cash, goods, and services pledged to FEMA at the local level.

## Critical Challenge: Training, Exercises, and Lessons Learned

***Lesson Learned:*** The Department of Homeland Security (DHS) should establish specific requirements for training, exercise, and lessons learned programs linked through a comprehensive system and common supporting methodology throughout the Federal, State and local governments. Furthermore, assessments of training and exercises should be based on clear and consistent performance measures. DHS should require all Federal and State entities with operational Homeland Security responsibilities to have a lessons learned capability, and DHS should ensure all entities are accountable for the timely implementation of remedial actions in response to lessons learned.

## Recommendations:

104. **DHS should finalize the Target Capabilities List (TCL).** DHS should finalize the TCL by the end of Second Quarter, FY06 with input from Federal, State, local and professional entities in order to evaluate preparedness. The TCL should define performance-based standards and outcomes grounded in capabilities which can be used to assess a State’s ability to properly execute a desired mission. Without the TCL, training and exercises have no goal against which to measure their performance. Consequently, lessons are not learned or incorporated into the capabilities-based planning process.

105. **Strengthen Homeland Security Council (HSC) coordination of Federal emergency training, exercises and lessons learned.** Homeland Security Council should designate a Senior Director of Education, Training, Exercises, and Lessons Learned. The most recent Top Officials (“TOPOFF”) exercise in April 2005 revealed the Federal government’s lack of progress in addressing a number of preparedness deficiencies, many of which had been identified in previous exercises. This lack of progress reflects, in part, the absence of a remedial action program to systematically address lessons learned from exercises. To ensure appropriate priority and accountability are being applied to address these continuing deficiencies, the Assistant to the President for Homeland Security and Counterterrorism now annually conducts four Cabinet-level exercises with catastrophic scenarios. The HSC, weighing a variety of factors, should:
- a. Establish the National goals of what should be trained and exercised for the coming year and make recommendations for follow-on goals;
  - b. Ensure the establishment of a Remedial Action Management Program (RAMP) to ensure agencies are enacting lessons learned to improve response capabilities. The RAMP would provide the basis for systematically identifying, analyzing, and monitoring the implementation of initiatives aimed at resolving deficiencies uncovered in exercises, training events, real-world events, and policy discussions. Equally important, the RAMP would conduct remedial action tracking and long-term trend analysis, ensuring that remedial actions are completed and inform the cycle of preparedness activities. This program will provide the Federal Interagency with the means of overcoming the perennial problem of observing the same issues repeatedly characterized as “lessons learned” in reports compiled following major events;
  - c. Review Senior Official exercise priorities to ensure more challenging scenarios based on the most catastrophic threats (natural and man-made) that exercise the National Goals and the use of Federal resources; and
  - d. Ensure all Cabinet Secretary, Deputy Secretary, Under Secretary and other appropriate personnel, especially those who are identified as primary or supporting agencies of Essential Support Functions, train and exercise on their respective roles for catastrophic events. This will help to meet the Interim National Preparedness Goal Overarching Priorities to “Implement the National Incident Management System and National Response Plan” through the use of Senior Official Exercises (SOEs).
106. **All agencies with operational components should establish and fund Remedial Action Management Programs (RAMPs).** All agencies with operational components should establish and fund RAMPs to identify and incorporate lessons learned by the end of FY06. This program will enable Federal agencies to overcome the perennial problem of observing recurring problems in AARs. To assist in this effort, DOD should work closely with DHS to establish the overall program, using the current DOD model as a basis.
107. **DHS should conduct State and local officials training and exercises.** Key State and local officials should participate in training and exercises to ensure Governors and their cabinets attend a training course on their roles and responsibilities during a disaster and be exercised annually. The same will hold true for mayors of UASI cities and their Urban Area Working Group. These steps will help the Nation meet the Interim National Preparedness Goal, Overarching Priorities to “Implement the National Incident Management System and National Response Plan” and “Expand Regional Collaboration.” Lack of coordination should be taken into consideration for future grant funding.
108. **DHS should restructure the TOPOFF Exercise Series.** DHS should restructure the scope and scale of the TOPOFF exercise series to provide maximum effectiveness for its participants before execution of the FY07 Full-Scale Exercise. Though the intention of TOPOFF was to utilize terrorist based scenarios, further scenarios should encompass all-hazards and be HSC-vetted. Scenarios for future exercises should include recovery issues that explore the role of the private sector and non-governmental agencies, including faith based organizations.

These restructured TOPOFF exercises should use a variety of exercise types, as outlined in the NEEP. Rather than simply conducting full-scale exercises every two years, the TOPOFF structure should execute a series of exercises every year identify lessons learned from those exercises in a timelier manner and issue an AAR that identifies the remedial actions to be taken with a deadline for implementation.

109. **DHS should develop an Exercise Series to Evaluate Nationwide Preparedness Utilizing the Final TCL.** DHS should provide a series of exercises to all Urban Area Security Initiative cities and State capitals. The purpose of these exercises should be to evaluate and provide a baseline for the Nation’s overall preparedness. These exercises should be provided through G&T’s Direct Support

program. Once a current baseline of preparedness measures at the State level has been identified, each State, starting in FY 07, should get an annual level of preparedness status report. This report will be in the form of a comprehensive preparedness “report card” that will grade capabilities, exercises, training, effective use of federal grant monies, and other relevant criteria as a condition of further grant funding. Much like the President’s Management Agenda, States will be given the expected results which they need to accomplish with their grant funding. This “report card” would not only classify each State on their level of preparedness, but also track how well homeland security grant dollars are spent. States that do not use their grant dollars effectively would have their grant dollars reduced or terminated.

110. **DHS should consolidate the DHS Training and Exercise Structure.** DHS should consolidate homeland security related training and exercise assets in a new Office of Training, Exercises and Lessons Learned (TELL) during FY06. This office should reside under the Preparedness Directorate and reflect the continuing transformation within DHS. DHS should separate training and exercise components currently within the G&T and place those assets within the new TELL. Key components should include, but not be limited to: Noble Training Center, Center for Domestic Preparedness, National Emergency Training Center, National Exercise and Evaluation Program.
111. **DHS should establish a National Exercise and Evaluation Program (NEEP).** Building on the existing NEP, DHS should coordinate the establishment of a NEEP for homeland security related exercises by the end of FY06. As currently constructed the NEP does not include and coordinate the full range of National homeland security exercise programs. DHS should provide a “National Exercise Strategy” as prescribed by HSPD-8. The NEEP should designate HSEEP as the common exercise methodology across all levels of government, so all exercises are using the same doctrine. The NEEP should also include domestic and international exercises that enable Federal, State and local governments to improve interagency coordination across all types of crises. DHS should provide, on a periodic basis, consolidated Federal homeland security training and exercise schedule and a status report on lessons learned and appropriate follow-up from completed exercises to the HSC’s Director of Training, Exercises, and Lessons Learned. DOD’s Chairman’s Exercise Program and the joint Exercise Program) should not fall under DHS domain, but appropriate exercises should be coordinated with DHS and incorporated in the NEP/NEEP.

To assist Federal, State and local collaboration, DHS should develop and fund a National Exercise Simulation Center (SIMCEN), similar to the Department of Defense’s Joint Warfighting Center. The SIMCEN would act as a tool to simulate the Federal role in emergency response and be capable of working with State and local exercises. This SIMCEN should be designed to mirror the National operations center and provide a learning environment for Federal agencies. Agencies should be appropriately resourced, so that they are able to provide personnel to attend training and operate at the SIMCEN. DHS should support the use of simulation and modeling to assist in the development of operational procedures and exercises (particularly those based on catastrophic incidents) and as a resource to assist in responding to catastrophic incidents. Simulations of this type should be run out of the SIMCEN.

## Critical Challenge: Homeland Security Professional Development and Education

**Lesson Learned:** The Department of Homeland Security should develop a comprehensive program for the professional development and education of the Nation’s homeland security personnel including Federal, State and local employees as well as emergency management persons within the private sector, non-governmental organizations, as well as faith-based and community groups. This program should foster a “joint” Federal Interagency, State, local, and civilian team.

### Recommendations:

112. **Each Federal department and agency assigned specific homeland security roles should establish a homeland security professional development program that encompasses career assignments, education, exercises, and training.** All departments and agencies assigned specific homeland security roles should establish professional development programs to insure they have the skilled personnel necessary to execute these responsibilities. These personnel must

- have the requisite professional credentials and experiences, knowledge of their organization's emergency responsibilities, and understanding of other organizations' related emergency responsibilities. Homeland security professional development programs should include *interagency* and *intergovernmental* (i.e., Federal, State, and local governments) perspectives. Further, the scope of homeland security requires that these programs focus on all hazards: terrorism, natural disasters, accidents, and other disasters. Departments and agencies must determine which offices are assigned homeland security roles and responsibilities, and should also determine the education, training, and technical expertise required for homeland security senior leaders and crisis managers. Each should establish education, exercise, and training requirements for personnel assigned to offices with homeland security responsibilities throughout all levels of government.
113. **OPM should establish, and Federal Departments and agencies should implement a career development process that mandates interagency and intergovernmental assignments as well as professional education.** These career development processes must require and reward interagency and intergovernmental homeland security assignments. Such assignments will enable homeland security professionals to understand the roles, responsibilities, and cultures of other organizations and disciplines. Interagency and intergovernmental assignments will build trust and familiarity among homeland security professionals from differing perspectives. These assignments will also break down barriers between organizations, thus enhancing the exchange of ideas and practices. The need for intergovernmental assignments should be determined on a case-by-case basis.
- a. **Each career development program should require that homeland security personnel complete interagency or intergovernmental assignments, and professional education, prior to assignment to senior managerial positions, including the Senior Executive Service (SES).** Interagency and intergovernmental assignments should be designed to build a cadre of homeland security professionals across all levels of government who possess common knowledge of operational roles and responsibilities. Career development programs must reward strong academic performance in professional education programs.
  - b. **Departments and agencies should establish fellowships that allow State and local homeland security professionals to serve in a related Federal department or agency for a limited period of time.** This can promote the development of a common planning culture and foster collaboration among Federal, State, and local governments. Further, these fellowships can enhance partnerships that result in more effective and efficient emergency responses.
  - c. **The White House should consider if legislative or regulatory changes are required to facilitate interagency and intergovernmental assignments.** The Goldwater-Nichols Act of 1986 transformed the Department of Defense (DOD) into a truly integrated department by requiring an assignment in another branch of the Armed Forces as a prerequisite for promotion to flag or general officer. Similar legislation should be considered for the Federal government to achieve the same sort of integration across Executive Branch departments and agencies.
114. **The Department of Homeland Security should establish an interagency working group to establish specific goals with objective standards against which Department and Agency progress toward full implementation of effective professional development programs can be measured.** The interagency working group should ensure consistency and uniformity among Federal homeland security professional development programs. The interagency working group should provide quarterly reports to the Secretary of Homeland Security and the Assistant to the President for Homeland Security and Counterterrorism on the status of Federal homeland security professional development programs.
115. **DHS should provide training, technical, and other assistance in support of other departments' and agencies' homeland security professional development programs.** DHS should expand its use of innovative techniques and technologies to enhance the quality and dissemination of homeland security education and training. This may include the use of distance learning programs and interactive computer methodologies. DHS must expand its efforts to promote awareness and implementation of the NIMS and the NRP throughout Federal, State, and local governments, and private sector.
116. **DHS should establish a National Homeland Security University (NHSU) for senior officials that serves as a capstone to other educational and training opportunities.** An NHSU should be established to provide a strategic perspective of homeland security and counterterrorism that transcends organizations, levels of government, response disciplines, and the private sector. This requires that the NHSU faculty and student body include interagency, intergovernmental, and private sector representatives. NHSU programs should prepare officials for senior homeland

security and counterterrorism assignments in Federal, State, and local governments. To achieve this, the NHSU curriculum should focus on all hazards and all phases of emergency preparedness and response. It should expand students' understanding of the strategic aspects of homeland security and counterterrorism planning, policy development, incident management, and support functions, among other topics. NHSU educational programs must be scalable and portable in order to reach the widest audiences. NHSU should offer traditional in-residence courses in Washington, DC. It should also offer regional and virtual educational programs, and utilize innovative educational methodologies, such as simulation centers, for use by faculty, students, and government officials. The NHSU should serve as a center of homeland security and counterterrorism strategic thought and expertise for the nation. DHS should consider leveraging the infrastructure and expertise at the National Defense University by partnering with DOD to have the NHSU be a joint DHS/DOD initiative that focuses on both Homeland Security and Homeland Defense.

117. **Federal departments and agencies should strengthen their existing homeland security educational and training programs.** The Emergency Management Institute, the Naval Postgraduate School, the National Defense University, and other university programs are critical national resources for developing skilled and knowledgeable homeland security professionals. Departments and agencies should ensure that these and other similar homeland security educational programs have the greatest impact. This should include requiring State and local participation in such programs through Federal fellowships. This will provide the Nation with a cadre of trained homeland security professionals. DHS should support these educational and training programs by providing them with curricula and other technical assistance. DHS should pursue opportunities to replicate innovative educational programs, such as the joint New York City Fire Department-U.S. Military Academy's Counterterrorism Leadership Program.
118. **The White House should consider establishing a Presidential Board to review the national security, homeland security, and counterterrorism professional development programs of Federal departments and agencies to identify opportunities for further integration.** The Nation can no longer view national security, homeland security, and counterterrorism independently. Federal professional development programs must recognize the interdependencies among all three and adjust their respective career assignments, education, exercises, and training accordingly. The Board should provide a roadmap for uniting the efforts of DHS, DOD, and other departments and agencies in educating, training and preparing our leaders for their crucial roles in safeguarding the Nation. Further, this review should promote the establishment of a common security paradigm that integrates national security, homeland security, and counterterrorism. This review should also identify opportunities for greater collaboration and integration. Importantly, this vision is not to eliminate the departments' own professional development programs, each of which serves an important role and is tailored to meet the needs of their respective organizations.

## Critical Challenge: Citizen and Community Preparedness

***Lesson Learned:*** The Federal government, working with State, local, NGO, and private sector partners, should combine the various disparate citizen preparedness programs into a single national campaign to promote and strengthen citizen and community preparedness. This campaign should be developed in a manner that appeals to the American people, incorporates the endorsement and support of prominent national figures, focuses on the importance of individual and community responsibility for all-hazard disaster preparedness, provides meaningful and comprehensive education, training and exercise opportunities applicable to all facets of the American population, and establishes specialized preparedness programs for those less able to provide for themselves during disasters such as children, the ill, the disabled, and the elderly.

## Recommendations:

119. **DHS should make citizen and community preparedness a National priority. To facilitate this initiative, Cabinet Secretaries and other prominent National public figures (e.g. the Surgeon General) should serve as spokespersons to promote citizen and community preparedness.** The Secretary of Homeland Security, Secretary of Education, United States Surgeon General, and

other National public figures, should publicize the importance of the community and individual preparedness. The goal of this effort should be to have citizens better understand the role and limitations of government and to encourage individual preparedness.

- a. In addition, DHS should continue to research means to lower the barriers to personal preparedness and adapt outreach and instructional materials to address the findings. Public awareness messaging should shift to include more substantive information within the message, as opposed to telling citizens they need to “do” something. For example, the “Stop, Drop, and Roll” campaign used so successfully in fire safety as part of the “Learn Not to Burn” program embedded the message and provided citizens with an action. Other successful campaigns include the National Highway Traffic Safety Administration’s “Click It or Ticket” program which fines drivers for not wearing their seatbelt, and the “Buckle Up America” campaign which prescribes proper use of seat belt and child safety seats.
- b. DHS should leverage the success of public education conducted by fire departments nationwide which has reduced the loss of lives and property by fire. The Citizen Corps public education effort should be integrated with the DHS’s United States Fire Administration so that preparedness efforts of local fire departments can be expanded to include citizen and community preparedness. Additionally, DHS should leverage the success of the USAonwatch program to form a National Network of Community Watches comprised of citizen volunteers to develop best practices, a common doctrine and metrics for all-hazards community preparedness.
- c. The newly created Office of Public and Community Preparedness should continue to assist with implementing National strategies for citizen preparedness and communities. However, this office should be removed from the Office of Grants and Training, so as to focus solely on homeland security policies, plans, strategies, and guidance at the Federal, State, and local levels which highlight citizen and community preparedness.

**120. DHS should consider increasing grant funding for citizen and community preparedness programs and where program metrics demonstrate effectiveness, DHS should consider allowing greater use of Federal funds for Citizen Corps Council staff positions at the State and local level within the FY07 grant program.** State and local governments generally do not have full time staff assigned to support this critical component of community preparedness. The availability of full-time positions at the State and local level for the Citizen Corps to coordinate the government and community planning is critical. Locations with full-time staff assigned to this tend to have developed robust plans. While Citizen Corps has existed since 2002, funding for the program has not been consistent.

**121. DHS should build baseline skills and capabilities needed by all citizens and communities** DHS needs to establish a comprehensive list of skills and capabilities to assess how well citizens are prepared utilizing resources such as the Rand Corporation’s “Individual Preparedness and Response to Chemical, Radiological, Nuclear, and Biological Terrorist Attacks.” These baseline skills include assembling preparedness kits, developing communications plans, training in basic first aid, and learning how to react to a variety of hazards and disasters. Additionally, the DHS should develop a process to evaluate national progress toward improved citizen preparedness capabilities through the use of the Target Capabilities List and established metrics, evaluated annually as a condition of receiving Homeland Security grant funding.

**122. DHS should develop tools for State and local governments to use in order to prepare, train, exercise, and engage citizens and communities in all areas of preparedness in FY06.** Special consideration should be given to persons with disabilities, health problems, language barriers, income barriers, and unaccompanied minors. Planning also needs to contemplate household pets and other animals. Developing these tools at the National level, in partnership with non-governmental organizations, private sector, emergency responders, and experts on vulnerable populations, will achieve economies of scale. Providing tools, such as instructor guides and participant handbooks for classroom based instruction, identified standardized skills and capabilities, and strategic planning guidance, will elevate National preparedness without depleting scarce resources at the local level.

Although DHS and other organizations already have established websites to assist with community preparedness (e.g., [www.ready.gov](http://www.ready.gov), [www.prepare.org](http://www.prepare.org)), there is no measure to evaluate if they have increased overall citizen preparedness.

**123. The Department of Education (DOEd), working with DHS, should include individual and community preparedness into current elementary and secondary educational programs.** The DOEd should recommend funding to better student preparedness initiatives and disseminate

teaching materials. Schools should use materials and curricula developed by DHS and the American Red Cross to prepare students. Students should be required to take courses in first aid, disaster preparedness or other related topics as a part of their curriculum starting in FY07.

School programs on littering, recycling, anti-smoking and seat belt safety have demonstrated their effectiveness at helping to achieve National community goals beyond just students. We should build on these successful initiatives to educate and prepare our children and their families for the threats of the 21st Century.

124. **DHS should immediately highlight preparedness best practices through the DHS Lessons Learned and Information Sharing website ([www.llis.gov](http://www.llis.gov)) and the Citizen Corps Council's National conference.** By identifying best practices during exercises and audits, Citizen Corps Councils will be able to keep abreast of the emerging trends in citizen preparedness.
125. **Working with the National Governors Association, DHS should encourage the establishment of State tax relief holidays throughout the year to allow citizens to purchase disaster preparedness supplies.** Providing periodic tax breaks throughout the year would encourage people to purchase emergency supplies. These tax holidays should consider the State of Florida's model in defining what types of supplies would qualify. The government should also work closely with the private sector to build "preparedness packs" in various sizes (individual through family size) for sale at low cost, much as the American Red Cross has done.

## Appendix B - What Went Right

***But there are lessons learned that we don't need to change: the lesson of courage...the determination of our citizens...the compassion of our fellow citizens...the decency of men and women.***

**--President George W. Bush, January 12, 2006**

The devastation of Hurricane Katrina will forever be seared into our country's memory. Visions of our citizens stranded on highway overpasses, of debris-filled plots where grand houses once stood, and of babies being hoisted onto roofs to avoid the surging water, continue to haunt us to this day. But there are other stories from Katrina, stories that may only be known by a few, but that are appreciated deeply by those involved. These are the stories of the men and women of our military, our law enforcement and fire departments, our private citizens, non-government organizations and our faith based groups. These are the stories of the human side of Katrina. It is important that we do not let the horror of the storm overshadow the true courage, determination, compassion and decency of the American people. Although many efforts are described below, what follows is at best only a partial representation of the enormity of the American spirit.

## Preparation and Response to Katrina

We have identified numerous areas in which the Federal, State and local governments could have better prepared for, responded to, and recovered from the storm, but it is also important to acknowledge that we pre-staged more assets and pre-deployed more personnel than we have for any other storm in American history. And we have tried to include throughout the review some examples of the many good lessons of courage, compassion, and initiative that saved lives and reduced suffering.

In 1992, Hurricane Andrew struck densely populated urban areas in southeastern Florida as a Category 5 storm and provides the closest comparison to Hurricane Katrina. They were two of the most destructive storms ever to strike the United States, but Katrina affected an area three times as large, caused two to six times the economic damage, and killed up to twenty times as many people - this was partially due to Katrina's large wind field and the high storm surge, which proved far more damaging than the more compact Andrew.

Prior to both hurricanes, the National Weather Service provided repeated and accurate warnings, but local populations did not fully evacuate - greatly magnifying human suffering in the wake of the storm. Andrew and Katrina both overwhelmed State and local responders, but the Federal response to Katrina was greatly improved due to better preparations prior to landfall.

## Non-governmental Organizations

The number of volunteer and non-profit organizations providing support to the Hurricane Katrina relief effort was truly extraordinary. Virtually every national, regional and local charitable organization in the U.S., and many from abroad, contributed aid to the victims of Hurricane Katrina. To assist in the coordination of these offers of assistance, the **USA Freedom Corps** (Freedom Corps) and the **Governor's State Service Commissions** rallied non-profit organizations to list volunteer opportunities in the Freedom Corps volunteer search engine. The Freedom Corps also worked with the **Corporation for National and Community Service** to create a Katrina Resource Center that helped groups of volunteers connect their resources with needs on the ground.<sup>2</sup>

The **Citizen Corps** coordinated volunteer efforts throughout the country, with more than 14,000 Citizen Corps volunteers from all 50 states and the District of Columbia actively involved in response and recovery efforts across America. The Harris County, Texas, Citizen Corps Council brought together an enormous number of volunteers to support the American Red Cross and staffed evacuation centers throughout Houston. They processed over 8,000 volunteers in one day, and an average of 3,500 per day overall. These volunteers allowed for the creation of an actual city (with its own zip code) for nearly 25,000 Louisiana evacuees sheltering in the Houston Reliant Astrodome. They were successful because they had coordinated ahead of time with local businesses and volunteer groups, and because they were familiar with and implemented elements of the Incident Command System.<sup>3</sup>

Faith-based organizations supported the relief effort as well. For example, 6,000 **Southern Baptist Relief** volunteers from 36 state conventions served in Louisiana, Mississippi, Alabama, Georgia, and Texas following the hurricane and flood. These volunteers ran mobile kitchens, and recovery sites.<sup>4</sup> They also established hundreds of "pop-up" shelters created by churches or other agencies.<sup>5</sup> **Operation Blessing**, comprised of a network of faith-based partners and resources, provided food and shelter to help those in need and transported food and other supplies with their own fleet of trucks.<sup>6</sup> They also made over \$4 million in Fast Cash Grants available to church and smaller relief groups throughout the affected region.<sup>7</sup> Members of the **Salvation Army** came from across the nation and served over one million meals, sheltered more than 31,000 people in seven states, and provided aid to displaced citizens in thirty states.<sup>8</sup> The Salvation Army not only strengthened the social service infrastructure in those states directly impacted by the hurricane and flood - they did so nationwide. The Salvation Army's network alone fielded more than 60,000 health and welfare inquiries and helped to locate 25,508 people to date.<sup>9</sup> These and many other faith-based organizations filled the gaps that other private and public sector organizations could not. **Christ in Action**, an inter-denominational non-profit organization from Manassas, Virginia deployed volunteers and mobile kitchens to Gulfport, MS and began feeding people on September 1. After 115 days of operations, Christ in Action served over 420,000 meals and repaired over 500 houses in time for families to reoccupy their homes by Christmas. Based upon lessons learned from this experience, Dr. Denny Nissley, the Director of Christ in Action, is organizing a Coalition of Faith-Based First Responders from around the Nation to be prepared for the next major disaster. This Coalition will perform disaster relief training for volunteers and will maintain a current roster of thousands of volunteers who can be quickly called upon to provide support during the next major disaster.

Private citizens also provided assistance and resources in the aftermath of the storm. Dr. Carrie Oliver from Texas, operating independently, arrived with three RVs pulling 16-foot trailers driven by herself, her husband and friends to Baton Rouge shortly after the storm hit. The RVs were full of medical supplies, food, and water. Back in Texas, Dr. Oliver runs a large clinic, and she had brought all available medical supplies and had purchased the vehicles, trailers, and other supplies with her own money.

Dr. Oliver initially planned on heading directly to New Orleans, but officials in Livingston Parish did not think it was safe. Instead Dr. Oliver was incorporated into responding to other parishes. The supplies and personnel were divided into three teams, and with the assistance of a helicopter procured from the Louisiana Office of Homeland Security and Emergency Preparedness, Dr. Oliver flew ahead to different parish localities, and had the three teams follow by ground. Besides initially helping in Livingston Parish shelters, the teams visited different areas in Washington, St. Tammany, Tangipahoa, and Jefferson Parishes, and set up walk-in clinics operating out of the RVs.

Later, the RVs were used to set up a mobile hospital unit and decontamination clinic at the Children's Hospital in the City of New Orleans 2nd Precinct to take care of injured soldiers, police, and other responders who could not otherwise get medical care.

After three days, Dr. Oliver returned to Texas, but left everything she had brought with her. She signed over the titles to the vehicles, trailers and supplies. Livingston Parish officials continued to use the RVs and supplies for relief missions to surrounding parishes and New Orleans, as well as for longer trips, such as one to distribute equipment to police officers in Mississippi.<sup>10</sup>

Other organizations worked tirelessly to assist emergency responders that, due to the storm, did not have the equipment and means to effectively carry out their duties. Amateur Radio Operators from both the **Amateur Radio Emergency Service** and the **American Radio Relay League**, monitored distress calls and rerouted emergency requests for assistance throughout the U.S. until messages were received by emergency response personnel. A distress call made from a cell phone on a rooftop in New Orleans to

Baton Rouge was relayed, via ham radio, from Louisiana to Oregon, then Utah, and finally back to emergency personnel in Louisiana, who rescued the 15 stranded victims.<sup>11</sup> Ham radio operators voluntarily manned the amateur radio stations at sites such as the National Hurricane Center, Hurricane Watch Net, Waterway Net, Skywarn and the Salvation Army Team Emergency Radio Network.<sup>12</sup>

## State Governments Support Other Critical Services

Other State Governments volunteered to provide non-response related critical services that the States of Louisiana and Mississippi could no longer provide. Multiple State Public Health Laboratories volunteered to assist the devastated Louisiana and Mississippi State Public Health Laboratories. Florida sent a mobile drinking water lab and personnel to Mississippi, helping to prevent people from getting sick from contaminated water. Iowa personnel performed 12,000 newborn screening tests, critical to the health of our youngest citizens, as they must be performed quickly in order to provide immediate treatment. The efforts to shoulder some of the burden were and continue to be coordinated through the non-profit organization representing these laboratories, the **Association of Public Health Laboratories**, and the State laboratories themselves.<sup>13</sup>

## Local Officials

Many of those called upon to do the toughest work were those that had lost the most. Members of local fire departments, police departments, and emergency service units worked tirelessly despite being victims themselves. Many lost their homes, cars, and possessions. Others lost their families and loved ones. Yet these very people returned to work to protect and serve the people to whom they had made a commitment. They often worked their shifts without knowledge of where their family was, or where they would sleep that night. Despite these obstacles, they continued to perform their duties.

Some members of the Waveland, MS Police Department stayed at their police station during the storm. There came a point when the flooding from the storm surge became so great that they clung desperately to a bush located in the front yard of the station for five hours. When the surge subsided, the men returned to their duties, rescuing and saving those that remained in the 7,000 person town.

When the officers of the Waveland Police Department wanted to return to their duty, a few problems arose. Cars, equipment, radios, they had lost it all. The State of Florida, which was leaning forward with their State Emergency Response Team (SERT), immediately responded following the storm. The State of Florida deployed personnel, equipment and commodities to Mississippi to aid response and recovery from the devastating impact of Hurricane Katrina. In the hours and days after the catastrophic storm, Governor Jeb Bush pledged the support of Florida to Mississippi Governor Haley Barbour. Resources from Florida were mobilized through the Emergency Management Assistance Compact. These efforts represent Florida's largest state-to-state assistance in history. Law Enforcement officers who are an integral part of the Florida SERT assisted the Waveland, MS Police Department by providing relief so police officers could return to their homes and account for their families.

Other cities and states sent their police and fire departments to help their fellow departments that were crippled by the storm. **The Fire Department of New York City (FDNY)** and the **New York City Police Department (NYPD)**, two organizations that themselves suffered a devastating loss four years prior, deployed staff and equipment to assist in the recovery effort. FDNY sent over 660 fire department staff, including firefighters, fire officers, emergency medical technicians, paramedics, counselors, physicians, and communications personnel to assist the crippled New Orleans Fire Department.<sup>14</sup> NYPD sent more than 300 officers to support the effort to restore order. Additionally, the State of New York sent more than 100 officers and the Department of Corrections sent more than 250 officers. The City's Urban Search and Rescue Team (New York Task Force One - NYTF-1), which is made up of NYPD, FDNY, and Office of Emergency Management personnel, was deployed to Mississippi at FEMA's request to support rescue efforts along the Gulf Coast. Fire trucks, police cruisers, school buses, transit buses, and other equipment and goods, bearing the seal of the State or City of New York were abundant during the response.

In Louisiana, the **Livingston Parish Office of Homeland Security and Emergency Preparedness** conducted search and rescue missions in the City of New Orleans, for 16 days after the storm with the **Arizona National Guard 855th Military Police**, at great personal expense and risk. To Livingston's credit, they augmented the New Orleans 2nd District Police Department (NO 2nd PD), at their request, to perform these missions. At one point the NO 2nd PD ammunition was down to "the rounds on their belts" and their

uniforms were starting to rot off their bodies. Livingston Parish provided supplies and medical care, and provided means of communication to the NO 2nd PD via the Parishes radios and satellite phones as the NO 2nd PD had no communications devices that worked.

The Parish also provided a critically important security function, escorting medical assets to and from hospitals trying to care for injured and sick, and providing cover for New Orleans Police personnel during their operations. The primary resource that responded to this request was the Sheriff's Department Special Response Team (SRT) who ran missions and provided security escorts. The SRT was specifically requested because of their outstanding skill, having won several State SRT competitions.

The Parish exceeded its duty by responding into the State of Mississippi, surrounding Parishes, and the City of New Orleans. The Parish procured large amounts of supplies, out of their own operating budget, without knowing whether they would be reimbursed, and ultimately became a critical component in the flow of goods to help the devastated region. As this aid was not forthcoming from other sources, Livingston Parish personnel saved many lives during this disaster.

## Private Sector Organizations

Private sector organizations provided commodities, services, expert advice, financial donations and volunteer groups to assist in the relief efforts. **FedEx** facilitated equipment and supply distribution, particularly for the American Red Cross.<sup>15</sup> **Dell, Home Depot, IBM, Lenovo, Pfizer, Wal-Mart**, and other corporations gave millions of dollars in cash and in-kind donations to support immediate relief and recovery efforts as well as long-term rebuilding.<sup>16</sup>

**Vanguard Technologies, Inc.**, "showed up the day after the storm and provided communications when we had none," said St. Bernard's Parish officials. Vanguard Technologies, a small Louisiana business, provided Saint Bernard and Plaquemines parishes with innovative internet protocol (IP) network solutions and utilized a Point of Presence (POP) internet connectivity, that remained fully operational during Katrina, when no other company, big or small, was able to restore crucial communications in this devastated area. Vanguard also deployed a fully operational, redundant, broadband, wireless IP network, covering more than 100 square miles, within five days of Katrina's Gulf Coast landfall. The networks supported: Voice-over-Internet Protocol (VoIP) telephony; Video surveillance over IP; mobile video surveillance; high speed World Wide Web internet access; email communications via simple mail transfer protocol (SMTP); and web mail services. Vanguard, to date, continues servicing the parishes with critical communications access linking key government services and facilities.

Private companies also worked hard to mitigate the economic damage that Hurricane Katrina was sure to bring. **Norfolk Southern Railroad** recognized the potential impact of the loss of certain key bridges, and pre-staged repair barges just outside the hurricane impact area. After the Hurricane passed, the barges moved in and quickly repaired the bridges to minimize the impact on the flow of commerce. By pre-positioning freighters offshore and swiftly returning their grain transport facilities to operational status, the **Cargill Corporation** started shipping grain internationally almost immediately after landfall. With over half of all U.S. grain exports flowing through ports affected by Hurricane Katrina from 17 different states<sup>17</sup> this single action had a significantly positive national economic impact.

**Academic institutions** across the country accepted students who had been displaced from their universities and provided them with financial assistance. For example, the Office of Student Aid and Scholarships at **Louisiana State University** (LSU) administered a Hurricane Katrina/Rita Student Relief Fund to assist students who had lost financial support or were displaced by the hurricane and flood. In addition, the LSU campus hosted one of the largest peacetime triage operations in the history of the United States.

While State and local governments, non-governmental organizations, private companies and even individual citizens were pulling together to provide services for the victims of the storm and assistance for the public services that were overwhelmed or incapacitated, the departments and agencies of the U.S. Federal government pulled its resources and personnel to mitigate the devastation that Katrina would bring.

## The Department of Homeland Security

Almost 6,000 **U.S. Coast Guard** personnel (active duty, Reserve, Auxiliary, and civilian members) from throughout the country conducted one of the largest search and rescue missions in its history as part of an even larger multi-agency, multi-level search and rescue effort. They retrieved more than 33,000 people along the Gulf Coast, including more than 12,000 by air, and 11,000 by surface, plus 9,403 evacuated from hospitals. Almost one-third of the Coast Guard's entire fleet was dedicated to rescue efforts. Coast Guard

personnel also worked tirelessly in multi-agency teams to reconstitute waterways and conduct environmental assessments. They restored hundreds of buoys and channel markers that were missing or destroyed in the hurricane. Their efforts to restore these and other navigational aids and waterways, allowed maritime industry in the area to return to normal faster.

Having evacuated with boats on trailers prior to the storm, Petty Officer Jessica Guidroz, a coxswain at the Coast Guard Station New Orleans, could not return to the station by road after the hurricane passed. She and her crew launched their boat and headed toward the station. Finding the station occupied by rescued victims already, she established order at the station and then piloted a twenty-five foot boat through Metairie and Lakeview, banging on roofs and yelling, scanning for open attic windows, and convincing reluctant evacuees to leave. Learning of a large number of trapped residents, she proceeded to lead a squadron of eight boats and crews in the evacuation of approximately 2,000 people from the campus of the University of New Orleans. Like most of the station crew, she lived nearby and lost all her personal possessions to the storm, yet put her duty first. After several days piloting a boat into devastated neighborhoods, ferrying thousands of people to safety, and seeing destruction on a scale so vast that it seemed surreal, Guidroz was moved when she saw an image on television. She had been haunted by the memory of a young mother who had almost been trampled during the evacuation. She remembered how "the baby was wearing this diaper that you know hadn't been changed in days." That night, a news channel showed images from the Houston Astrodome, and there she was - the lady with the baby. "She was in Houston now, and she looked like she'd showered and her kid had on clean clothes. That moment is when it clicked," Guidroz said. "Here was someone we had actually helped, and it fell into place that we were doing something that really mattered, something really good."

Petty Officer Moises Rivera-Carrion of the Coast Guard served as a rescue swimmer aboard Coast Guard HH-60J helicopters responding to the devastation caused by Hurricane Katrina. During almost three days of operations in an urban setting with hazards including unlit towers, downed power lines, and contaminated floodwaters, Petty Officer Rivera-Carrion tested the limits of his skill and endurance while rescuing 269 survivors trapped on rooftops and balconies throughout New Orleans and southwest Louisiana.

With 50 plus knot winds blowing debris, Petty Officer Rodney L. Gordon landed in the first aircraft to return to New Orleans and immediately began a series of complex electrical and mechanical repairs vital to sustaining what quickly grew into the largest air rescue operation in Coast Guard history. Scrambling to locate and cannibalize broken and non-essential equipment until supply lines could be restored, he repaired failed and failing emergency generators, power lines, and dozens of destroyed components. He restored power to vital operations and communications facilities, including the Naval Air Station control tower, enabling the successful control and dispatch of thousands of military and Coast Guard aircraft sorties on rescue and evacuation missions. Most critically, the viability of the entire joint service air rescue operation was jeopardized by the electrical failure of the base's enormous aviation fuel distribution plant. He took charge and single-handedly performed a complex rewiring of its emergency generators, enabling hundreds of aircraft to continue lifesaving missions.

The heroics of Petty Officer Guidroz, Petty Officer Rivera-Carrion and Petty Officer Rodney L. Gordon are only a few of the multiple USCG stories from Katrina. However, their stories, and many more are the reason that the Coast Guard was soon given the moniker, in a New Orleans Newspaper, of the "New Orleans Saints."

Responsible for more than 180,000 employees, the Department of Homeland Security was duly praised for the efforts of the United States Coast Guard. However, additional DHS units brought many other life-saving and order-restoring employees and talents to the preparation, response and recovery operations. DHS **Customs and Border Protection** and DHS **Immigration and Customs Enforcement** leaders sought to match their resources with the needs of the affected populations in Louisiana, Mississippi, and Alabama. They took clothing, toys, linens and other useful items seized and forfeited at U.S. ports of entry for violations of federal law - more than 100,000 pieces as of this writing - and delivered them directly to the victims of the hurricane and flood.<sup>18</sup> They filled the needs of people who had lost these basic items at minimal cost to the government, using goods that they had seized during the course of everyday operations.

Their practical and innovative thinking and actions helped these victims directly, returning to them some possessions, as well as the sense of security such possessions convey.

On September 5, 2005 Immigration and Customs Enforcement (ICE) / Federal Protection Service (FPS) Sergeant Matthew Pinardi was securing the FEMA morgue detail near Interstates 10 and 610 in New Orleans. He observed a young male riding a bike across the overpass and witnessed the man hit the retaining wall. The young man flipped over the railing and landed some fifty feet below in water over his head. Sergeant Pinardi called for additional assistance, traversed the embankment and at great personal peril entered flood waters to rescue the young man. The man was pulled to safety and transported by emergency medical services to a FEMA National Disaster Medical System medical clinic.

Staff within the **Federal Emergency Management Agency** (FEMA) worked hard to deliver aid and services to those affected by the hurricane and flood. Drawing upon their previous experiences with natural and manmade disasters, FEMA staff distributed more than \$5 billion in federal aid to more than 1.7 million households in the affected region by February 1, 2006.<sup>19</sup> FEMA also mobilized elements of the National Disaster Medical System (NDMS), such as Disaster Medical Assistance Teams (DMATs), deploying them to the Gulf States to assist with emergency health care delivery. For example, a DMAT stationed in Florida was deployed to Mississippi, where it set up operations in an abandoned medical center that had been put out of service by the flood. Over a two week period, this DMAT treated more than 3,000 patients that were able to make it to the medical center, and treated another 2,000 by sending teams of their own personnel out into the surrounding area.<sup>20</sup>

Also part of the National Disaster Medical System, the Disaster Mortuary Operational Response Teams (DMORTs) created a large, temporary morgue in St. Gabriel, Louisiana, to support the entire state,<sup>21</sup> and supplemented and otherwise provided mortuary services in Louisiana and Mississippi. DMORT members deployed from throughout the Nation to assist. These specialists worked with local medical, mortuary, and forensic professionals, and provided needed mortuary services, equipment, and personnel. Especially important were the services that trained personnel provided in identifying the dead. They worked with x-rays and DNA samples and communicated information with compassion to families waiting to hear news of their loved ones. Despite some primitive conditions (e.g., with only a roof and intermittent power), team members helped to identify not only those killed by the hurricane and flood, but also those bodies that were unearthed from cemeteries and mausoleums. Their duties were made even more challenging by the destruction of medical, dental and other records, and the inability of many people to accurately determine whether those people they sought were dead or missing. They drew upon both technical expertise and personal empathy to address the needs of both the dead and the living.<sup>22</sup>

## Department of Defense

Well before Hurricane Katrina struck the Gulf Coast, the Department of Defense (DOD) prepared for the 2005 hurricane season. Based on prior assistance for hurricane recovery operations, on August 19th the Secretary of Defense approved a standing order to prepare and organize for severe weather disaster operations. This order expedited the pre-positioning of senior military representatives known as Defense Coordinating Officers, to act as liaisons with other governmental organizations in the projected disaster area prior to an event. The order also authorized the use of DOD installations as logistical staging areas for FEMA. U.S. Northern Command directed a number of emergency deployment readiness exercises prior to FEMA requests, spending training funds to pre-position response capability. Once officially activated and deployed, DOD provided logistics support to FEMA, helping the Agency to track items in motion.<sup>23</sup>

The U.S. **Army Corps of Engineers** led the removal of 224 billion gallons of water from New Orleans in 43 days, enabling recovery and repair operations. By improving their pumping capacity and efficiency, adding pumps, creating intentional breaches, and developing other on-the-spot workarounds, they were able to reduce the estimated time to clear New Orleans of water by approximately 50 percent.<sup>24</sup>

**U.S. Army** soldiers provided a number of services in support of Local, State, Federal, and private-sector activities, including medical treatment (e.g., thousands of immunizations), debris clearing, evacuation, planning, and performance of search and rescue missions.<sup>25</sup> The **U.S. Marine Corps** helped local governments reinvigorate their infrastructures<sup>26</sup> and augmented search and rescue operations. In one particularly noteworthy case, two Marines using a borrowed boat rescued 150 people in 36 hours.<sup>27</sup> The Mississippi **National Guard**, supported with Guard members from many other States, performed superbly throughout the response, carrying out a number of duties, including clearing key roads, search and rescue, and getting supplies into the hands of victims as quickly as possible.<sup>28</sup> The **U.S. Navy** mobilized more than

10,000 naval personnel to the affected Gulf coast region, as well as 68 aircraft, and 16 ships,<sup>29</sup> including amphibious construction equipment and mobile diving salvage units, particularly useful in flood conditions.<sup>30</sup>

Prior to Katrina's landfall, twenty-one Seabees from Naval Mobile Construction Battalion 133 and Naval Mobile Construction Battalion 7, led by a Navy Chief Warrant Officer answered the call to vigilantly support the staff and residents of the Armed Forces Retirement Home in Gulfport, Mississippi. Located about two hundred yards from the Gulf of Mexico, the home had evacuated all but fifty patients in anticipation of Hurricane Katrina. Seabees postured themselves on the ground floor of the building, and began bracing the structure against a thirty foot tidal surge and winds recorded in excess of 120 miles per hour. When the storm surge forced its way into the building, generator power was lost, and in the darkness, amidst rushing water, tidal pull and life-threatening debris, these Seabees as young as 18 years old and hailing from every area of the country, evacuated fifty bed-ridden and wheel-chair bound retirees and numerous staff members, as well as all medical oxygen tanks, to the upper floors of the building. Their actions saved lives and helped prevent the home from succumbing to total physical devastation.

The 53rd Weather Reconnaissance Squadron (also known as the Hurricane Hunters), of the 403rd Wing, is composed of **U.S. Air Force** Reservists. Flying out of Keesler Air Force Base in Biloxi, Mississippi, it is the only military unit flying into hurricanes and tropical storms.<sup>31</sup> The unit followed Hurricane Katrina from inception to landfall, and provided critical reconnaissance information to the National Hurricane Center throughout the event.<sup>32</sup> They maintained daily hurricane vigilance. Other Air Force personnel supported recovery and relief operations, including transportation of more than 13,000 people, air traffic control, and aerial lift, refueling, photography, search and rescue, and medical evacuation.<sup>33</sup>

The **National Geospatial-Intelligence Agency** (NGA) started collecting key infrastructure-related information (i.e. on airports, hospitals, police stations, emergency operations centers, highways, schools, etc.) well in advance of landfall and got this information into the hands of Federal, State, and local first responders in the affected region. As the storm was tracked, NGA pre-deployed analysts and mobile systems to the affected areas that provided expertise and information on the ground and facilitated the delivery of additional information from NGA offices elsewhere. Because they had assets in place and focused on the region, NGA provided the first comprehensive overview of the damage resulting from the hurricane and flood. NGA merged imagery with other information, creating hundreds of intelligence products per day that could be used and applied by response professionals to aid in decision-making. NGA assessments were multi-dimensional, timely, relevant, and continuous. They addressed many issues, including but not limited to: recovery planning and operations, transportation infrastructure, critical and catastrophic damage, dike stability and breaches, industry damage, and hazard spills. The NGA World Wide Navigational Warning Service also provided navigation information to the U.S. Navy, Merchant Marine, and Coast Guard, and relayed messages from the National Weather Service to people at sea. NGA also aided in the location and recovery of oil platforms. The imagery activities of NGA were essential to the restoration of critical infrastructure.<sup>34</sup>

## Department of Justice

The **Bureau of Prisons** provided extensive support to the Hurricane Katrina relief efforts. Some of those accomplishments included transporting 4,000 Louisiana Department of Corrections inmates out of New Orleans jails. Busses staffed by Bureau personnel from both within and outside of the region were dispatched to assist with this operation. The agency also transported fifty-five inmates from the St. Charles Parish Jail to the Federal Detention Center in Houston, Texas at the request of the U.S. Marshals Service, as well as seventy inmates from Harrison and Pearl River Counties, Mississippi to the northern part of that state. In addition to moving inmates, Bureau of Prisons staff provided supplies to the storm ravaged region. Specifically, staff from the U.S. Penitentiary in Atlanta, Georgia and the Federal Prison Camp in Montgomery, Alabama delivered to New Orleans toothpaste, toothbrushes, soap, shampoo, mouthwash, disposable personal sanitation packs, 600 Meals Ready to Eat (MRE), 600 hot trays of potato dinners, 600 cans of orange juice, eighty cases of water bottles, sheets, linen and pillows.

The **Federal Bureau of Investigation** recognized that there was a lack of unified law enforcement leadership, and no central coordination for law enforcement in New Orleans, and created a Law Enforcement Coordination Center (LECC).<sup>35</sup> Once the LECC was established, all law enforcement personnel and agencies (including those provided by the National Guard) had a unified command structure. This allowed every law enforcement agency operating in the New Orleans area to coordinate with other agencies.<sup>36</sup> Additionally, senior federal law enforcement officials from the FBI and DHS not only coordinated

the response of the Federal law enforcement agencies, they also brought the New Orleans Police Department command element together for the first time since the hurricane struck. Further, they integrated Federal law enforcement assets and personnel into the remaining local police structure.

FBI Special Agent in Charge Michael Wolf and U.S. Immigration and Customs Enforcement (ICE) Assistant Director Michael Vanacore, were appointed to serve as the Co-Senior Federal Law Enforcement Officials (SFLEO) under the NRP. Within a day of their appointment and for the first time since Katrina made landfall, the SFLEOs brought together all the Federal law enforcement agencies operating in the New Orleans area with the State police to coordinate efforts. The SFLEOs established a Law Enforcement Coordination Center (LECC) first in Baton Rouge and subsequently in New Orleans modeled after the FBI's Joint Operations Center. The LECC coordinated all law enforcement activities in the New Orleans area, bringing together Federal, State, and local law enforcement to including National Guard and DOD military police to provide assistance and support to the New Orleans Police Department. The rapid establishment of the LECC led to the rapid coordination of law enforcement activities and the restoration of law and order in New Orleans.

The **United States Attorney's Office** for the Eastern District of Louisiana supported law enforcement operations during the first week following Hurricane Katrina's impact. They were required to quickly set up two completely new offices in Baton Rouge and Houma, Louisiana. A large portion of their employees worked hard to accomplish this. However, certain members of their staff particularly distinguished themselves during the initial period when their operations were being conducted out of the U.S. Attorney's Office for the Middle District of Louisiana. Despite being dislocated from their homes and having the option of administrative leave, many of these employees went to Baton Rouge on their own to become involved in operations. Other essential employees came in to perform necessary tasks without any assurance that they would have a place to stay.

Assistant United States Attorney (AUSA) Michael Magner evacuated to Baton Rouge, Louisiana where he arranged for his own lodging. He was one of the first AUSAs to report for duty and coordinated the manning of the regional jail facility established at the New Orleans bus station, personally performing several twenty-four hour shifts. He also supervised the handling of complaints and judicial appearances in cases involving persons arrested on criminal charges during that initial period. AUSA Stephen Higginson moved in with a friend in Baton Rouge while his family evacuated to Boston, Massachusetts. He immediately began handling a number of thorny legal issues that had arisen while at the same time performing twenty-four hour shifts at the bus station. AUSA Brian Marcelle, while providing for his wife and two infant children, voluntarily performed twenty-four hour shifts at the bus station, handled complaints, and made judicial appearances in cases involving persons arrested on criminal charges during that initial period.

On September 4, 2005, the **Bureau of Alcohol, Tobacco, Firearms and Explosives** (ATF) received a tip from a resident regarding gunfire in a New Orleans neighborhood. ATF Special Response Team (SRT) members responded, equipped with night vision goggles, and witnessed two individuals shooting at a helicopter as it flew overhead. The two men fled to a residence, and the SRT personnel entered the location and seized two handguns. One of the subjects, a convicted felon, gave a statement regarding the incident and was the first person federally arrested by any agency in the aftermath of Hurricane Katrina.

ATF agents also provided critical supplies on numerous occasions (including food, water, clothing, protective equipment, and ammunition) to the New Orleans Police Department (NOPD). On September 1, an ATF agent responded to New Orleans to provide assistance and emergency provisions to an NOPD Task Force Officer conducting post-storm operations. On September 2, upon arriving in New Orleans and setting up camp at a post office in the Algiers neighborhood, ATF SRT agents offered assistance to the NOPD SWAT team and 4th district officers. The police officers advised they had not seen or heard from any federal agency and were glad to see the ATF personnel, as they were

running low on ammunition, food and water. The ATF SRT provided the NOPD with these supplies and immediately began assisting with law enforcement missions.

On September 3, ATF New Orleans Field Division agents provided security at a Mandeville, Louisiana hospital to which a large number of evacuees were being airlifted. Due to aircraft coming under fire, the hospital requested that ATF provide armed support for a rescue mission into the city to evacuate patients and personnel from Tulane University Hospital. Two agents assisted on this mission resulting in the rescue/evacuation of fourteen people. Agents also provided an armed escort for a transport shipment of emergency medical supplies from the New Orleans Airport to the Mandeville hospital.

Beginning on September 8, ATF SRT responded on several occasions with NOPD to clear the Fisher Housing Development after receiving reports of sniper fire. Several firearms were recovered, but the reports of sniper fire continued. On September 10, ATF SRT, acting on a tip, deployed to the Fisher Housing Development and found an AK-47 assault weapon with a 100 round magazine. It is believed that this was the weapon used during the reported sniper shootings in the area. After seizing the weapon, no more sniper reports were made.

ATF SRT personnel also established a medical facility to provide medicine and prescription drugs (e.g., insulin) to individuals in need and living in the area of the SRT base at the Algiers post office. ATF SRT personnel went to residences and nursing homes to provide food, water, and much-needed medical attention to people who could not or would not leave their homes. On September 4, with the assistance of the Louisiana Department of Wildlife and Fisheries, ATF personnel rescued at least twenty-three people, including one ATF employee, who were trapped in their homes.

Throughout the response to Hurricane Katrina, ATF continued to reach out to the sick and elderly citizens in the New Orleans area. On September 13, as Hurricane Rita was headed toward the Gulf Coast, SRT personnel went to all of the sick and elderly people known to them in the New Orleans area and attempted to convince them to evacuate. The many people that chose to remain in their homes were provided with food and water. Additionally, ATF agents rescued scores of domesticated animals throughout the response to the hurricane.

In response to the housing shortage, New Orleans ATF Field Division agents opened their residences to provide lodging to coworkers who were displaced from their homes and to other ATF agents on detail from other parts of the country. Agents assisted in the cutting and clearing of fallen trees at the residences of a number of field division personnel, and assisted many division personnel in returning to their residences in severely damaged areas to conduct damage assessments and retrieve personal effects. New Orleans Field Division agents provided personal security for Assistant United States Attorneys for the Eastern District of Louisiana returning to their offices and residences to retrieve important case information.

Deputy United States Marshal (DUSM) Justin Vickers of the New Orleans **U.S. Marshals Service** office found out there was a stranded elderly lady (in her 80s) in an apartment complex. Although she was able to call out by telephone; she was confused and unable to provide her apartment number and street address. DUSM Vickers was able to locate the complex and find her. He not only rescued her from the abandoned complex but also found her suitable care in a family's home located in Baton Rouge.

## Department of Health and Human Services

The **Agency for Healthcare Research and Quality** (AHRQ), part of the Department of Health and Human Services (HHS) quickly identified the need for specific guidance on how to get hospitals in the region affected by the hurricane and flood reopened and running again. The Agency developed easy to read

information, and checklists regarding supplies, medications, staffing, patient transport, reopening evaluation, and management.<sup>37</sup> AHRQ developed this information and got it into the hands of the State and Local leaders responsible for making hospitals function again.

The **Centers for Disease Control and Prevention** (CDC) deployed approximately 200 personnel to the affected region, including the following specialties: public health nursing, occupational, laboratory, medical, epidemiology, sanitation, environmental health, disease surveillance, public information and health risk communication. CDC led and/or assisted with a variety of emergency public health programs.<sup>38</sup> CDC immunization experts helped to provide vaccines and vaccinate children displaced by Hurricane Katrina, especially those staying in evacuation centers. Most importantly, they determined which diseases would result from the hurricane and flood, and not only monitored the region for them, they also communicated information on these diseases and others the public might be worried about, helping to allay public fears.<sup>39</sup> They helped to fill gaps in the public health infrastructure, prevented disease from gaining a foothold in the already devastated region, and communicated health-related information to the public.

Many victims of the hurricane and flood took charge of their own medical care to the extent that they could. In response to their demands for more information, for two weeks immediately after the hurricane and flood, the **National Institutes of Health** (NIH) expanded their program for medical consultation to not only help health care providers throughout the Nation, but also specifically assist patients and the worried well in the affected region. Working with their partners in academic medical centers and professional medical societies, NIH opened and manned phone lines all day every day to answer questions about a variety of diseases and cases involving complicated medical treatment. NIH immediately recognized that they were in the best position to match medical experts with health care providers and patients in need of answers - providing both groups with the information they needed to better manage health care concerns in the midst of the crisis.<sup>40</sup>

The **U.S. Public Health Service** staff from the Bureau of Prisons Federal Medical Center in Carswell, Texas provided support in response to Hurricane Katrina in a number of ways. For example, Lieutenant Commander Christopher L. McGee, Social Worker, was deployed for two weeks serving in a special needs shelter for elderly, wounded, and cognitively-impaired persons. While on a mission to locate a missing shelter resident, he and two National Guards members found a man lying on the ground surrounded by several other men that were hitting and kicking him. Specialists Christopher L. Horne and Mark D. Miller from the 528th Engineering unit, and Lieutenant Commander McGee intervened and stopped the assault, and then provided emergency care to the victim. While awaiting emergency medical response, the victim became combative and had to be restrained until paramedics arrived. After treatment, the man was safely returned to his family in Arizona the next day. During his tour, Lieutenant Commander McGee and his team, were able to locate and reunite approximately 296 shelter residents with family or community support systems. Additionally, Commander William Resto-Rivera and his medical team provided treatment and services to more than 130 elderly nursing home residents who had been displaced, and then prepared them for immediate movement. Captain Barbara J. Jenkins, Nurse Manager of Carswell's Mental Health Inpatient Unit, also performed brief mental health assessments for over 250 soldiers and civilians, both responders and victims.

## Department of Energy

Colonial and Plantation Pipelines, major suppliers of fuel for the eastern US, were not operating due to lack of power at their pumping stations in Mississippi and Louisiana due to effects of Hurricane Katrina. The Department of Energy (DOE) persuaded Entergy and Mississippi Power to elevate the electrical restoration of these pumping stations to near the top of the priority list. Mississippi Power elevated restoration of Collins, Mississippi to their number one priority. Unfortunately, the assessments of the electrical grid revealed damage to multiple transmission lines. Entergy also had responsibility for restoring power to several of the pump stations. Entergy raised the pump stations in their priority list and were able to restore power to some of the lesser damaged facilities quickly. As a result of the lengthy restoration time, Colonial contracted for some generators. After these initial contracts were superseded by FEMA for use on lifesaving activities, The Department of Transportation, as the lead for Emergency Support Function 1 (ESF-1) under the NRP, coordinated transport and delivery of large emergency generators to petroleum and natural gas industry sites that lacked power following the hurricanes. At FEMA's request, ESF-1 also obtained the needed waivers so that these generators could be moved by road and rail. Colonial worked with DOE to request that FEMA recognize Colonial Pipeline as critical infrastructure and part of the necessary emergency response,

providing critical fuel to the recovery effort. DOE worked with FEMA to get emergency responder identification for Colonial contractors and staff to expedite their travel through the police barricades and into the disaster area. DOE worked with Mississippi Highway Patrol to provide the company the information they needed to get into the disaster areas and checked road availability at the pumping stations. As Colonial attempted to restore power and deliver generators to these sites, their crews reported criminal activity and gunshots. Colonial stated they needed protection or would have to cease work and depart. DOE arranged with the Mississippi Highway Patrol to provide police protection to three of the Colonial pumping stations. DOE provided a situation brief and recommendations regarding getting electricity back on at the water pumps at Lake Livingston Pumping Station. This pumping station supplies Houston with water. After speaking to all parties, it was determined that four different groups were preparing four different solutions involving portable generation. DOE, as the lead for ESF-12, pulled CenterPoint Energy, Entergy, Army Corps of Engineers, City of Houston, and the Coastal Water Authority (who ran the pumping station) together on a conference call to discuss the situation (note there was not a lot of communication between CenterPoint Energy and Entergy up to this point). CenterPoint Energy suggested energizing an open link between CenterPoint Energy and Entergy and letting CenterPoint Energy repair three lines between Entergy substations and to serve the pump station load from CenterPoint. ESF-12 strongly recommended to the PFO that this become the number one solution since this would provide a more stable source of power for the pumping stations. Late night on Sunday September 25, CenterPoint Energy contacted the DOE Emergency Operations Center to ask for permission to make the connection. Within minutes of that call, ESF-12 at the Austin JFO gave the verbal go-ahead to CenterPoint to proceed with its work on getting the pump station up. The work was completed two days later and the pump station came back on line just as the water supply was down to about a one day supply.

ESF-12 in Alabama was asked to contact an Alabama pole-making company (Cahaba) and attempt to get them fuel so they could continue their pole-making/treating (they make 4000 poles per day). The Governor of Alabama was made aware of the plight of Cahaba which was producing poles for Entergy and Mississippi Power (ESF-12 at the Mississippi EOC confirmed with Entergy and Mississippi Power that this pole supply was critical) and ESF-12 was tasked with getting them fuel. ESF-12 spoke with all parties with involved (Hunt Oil, Stephens Oil Distributor, and Cahaba) and got Hunt Oil to release the needed fuel beginning the following day, the day that Cahaba was going to have to shutdown their pole-making due to lack of fuel. ESF-12 personnel drafted a letter to Hunt Oil that was signed by the FCO and sent out a half hour later. Six pole-making companies in MS had shut down and the utilities were using the poles as fast as they were produced. Cahaba made 4000 poles per day and is the largest pole making company in the world. Without these poles, restoration would have severely been affected.

The Louisiana Offshore Oil Port was also partially damaged and initially shut down by Hurricane Katrina. This facility is the only US facility capable of offloading ultra large tankers and pumps about 1 million barrels of oil a day. DOE facilitated their access to emergency communications; worked with the local utilities to prioritize their restoration of commercial power; assisted in getting delivery of food and water to the on-site crew; and facilitated their communication with the U.S. Coast Guard to get their shipping lanes surveyed, which resulted in a U.S. Navy minesweeper being deployed to the area.

## Department of Transportation

The Department of Transportation (DOT) successfully coordinated one of the largest airlifts in its history to support the emergency evacuation of more than 66,000 citizens from New Orleans. This large and complex operation involved three federal Departments and a fleet of private sector and military aircraft.<sup>41</sup> Additionally, the DOT **Federal Aviation Administration** quickly restored air traffic control and runway operations at the Louis Armstrong International Airport in New Orleans. This not only facilitated the delivery of relief supplies into the area, but also enabled federal authorities to execute a massive airlift of New Orleans evacuees. The Air Transport Association also coordinated forty domestic flights with continual DOD and civilian flights to evacuate a total of 24,000 people.

As a member of the DOT Region Ten Emergency ESF-1 response cadre, John Calvin was deployed for a period of over five weeks to the Louisiana State EOC and to the JFO in Baton Rouge. Working more than eighteen hours each day as part of the FEMA Emergency Response Team-Advance (ERT-A) he played a crucial role in post-landfall evacuation operations. Using ESF-1 controlled helicopters, he personally coordinated and led the evacuation of over 200 patients and staff, many of whom were non-ambulatory, from the rooftop of the flooded Louisiana State University hospital in downtown New Orleans. This dangerous but urgent lifesaving mission was undertaken voluntarily on John Calvin's part and at considerable risk, despite the fact that helicopter evacuations are not part of the traditional ESF-1 function. Additionally, John Calvin worked almost constantly, often on less than three hours sleep, coordinating

military and ESF-1 buses and aircraft during the early phases of the evacuation. His personal efforts were instrumental in moving 210,000 people from New Orleans to shelters.

## Department of Housing and Urban Development

Working with the U.S. Conference of Mayors and the National Association of Counties, the Department of Housing and Urban Development (HUD) coordinated the identification of housing opportunities for hurricane victims. As a result, numerous cities, counties, and Indian Tribes offered housing and transportation to displaced persons. For example, the cities of Detroit and Philadelphia offered housing for over 1,000 displaced individuals. Allegheny County, Pennsylvania also offered to house 1,000 persons. HUD then worked with FEMA to match displaced individuals with vacant housing. HUD also sent personnel to Disaster Recovery Centers in states that were directly affected by the hurricane and flood, as well as in Arkansas, Florida, North Carolina, Tennessee, and Texas to meet with people displaced from their homes, and personally help them find temporary and permanent housing in host cities.<sup>42</sup> HUD used key interpersonal skills and relationships it had developed over the years, successfully matching the newly homeless with homes.

## Department of Agriculture

Prior to Katrina making landfall, the **Food and Nutrition Service** (FNS) had proactively pre-positioned food in warehouses in Louisiana and Texas, making the food readily available for disaster meal service programs. FNS continued its efforts to ensure adequate supplies of food were on hand or nearby by airlifting initial supplies of infant formula and baby food products to Louisiana, Texas, Alabama and Mississippi and then following up with additional baby food supplies for delivery via land transportation (this amounted to approximately two million pounds). Additional commodities (approximately twenty million pounds), that included fruits, juices, vegetables, meats and grains, were also procured and/or diverted from existing USDA and other state sources to assist with congregate meal service and provide families with food packages until the Disaster Food Stamp Program could provide food relief (certain locations in the hardest hit areas could not operate the Disaster Food Stamp Program because there were no retail outlets available). Additionally, schools outside the devastated areas were granted waivers which permitted the service of free meals to children who had fled the devastated areas and began attending school elsewhere. FNS also promptly implemented the Food Stamp Program's first National Evacuee Policies that enabled State agencies that were not affected by the hurricane or that were not administering a disaster program to immediately issue disaster benefits to individuals and families who evacuated to their States. FNS approved over seventy waivers to affected States to issue benefits under the disaster authority. FNS also expanded the range of foods that could be purchased with food stamps in Louisiana, Mississippi, Florida, Alabama, and Texas, and approved alternate procedures for use and replacement of food stamp benefit cards to improve a household's ability to purchase food.

About 3,000 members of the **Forest Service** also deployed to the region to support response efforts. Arriving in Mississippi, Louisiana, Florida, and Alabama, Forest Service personnel established support camps, provided aviation assistance, and transported desperately needed supplies to relief workers. The base camps they established were capable of supporting 1,000 emergency responders at each site. They bolstered the destroyed aircraft infrastructure in the region with their own fixed wing planes and helicopters. They also helped navigate the Federal procurement system and successfully obtained needed emergency response supplies. These activities allowed local and state emergency response personnel to focus on response rather than worrying about the supplies and other support they needed.<sup>43</sup>

Many organizations and agencies that responded to Hurricane Katrina and the ensuing flood arrived in the region without much experience with or knowledge of the affected States and their geography. National Guard member Ronnie Davis - also of the USDA **National Resources Conservation Service** (NRCS) - utilized the organization's digital data (ordinarily used to produce conservation plans and generated in Texas) and its Digital Topographic Support System to create the much needed maps of the affected regions of Mississippi. Davis and his team set up the system on an airport runway, and using a National Guard generator, managed to produce over 800 maps to support sector operations. In addition to hand-delivering these maps to National Guard units, the team

also delivered maps to local police, law enforcement officers arriving from other States, and FEMA. According to Davis, his "...work for NCRCS just transitioned into what was needed to help with Hurricane Katrina relief in Mississippi and to support the local governments."<sup>44</sup>

The **Animal and Plant Health Inspection Service** (APHIS) sent fifty veterinarians and wildlife experts to the region to rescue animals - pets, zoo animals, and livestock. They augmented and provided veterinary services in Louisiana and Mississippi, saving more than 10,000 animals from the flooding of New Orleans. They delivered fresh water and bales of hay to starving cattle. They also successfully rescued mice that were part of Tulane University's cancer research program. APHIS helped many animals survive until they could be reunited with their owners, reduce the economic impact of further agricultural losses, and maintain research continuity.<sup>45</sup>

Through its Emergency Conservation Program, the **Farm Service Agency** (FSA) provided funding to help farmers and ranchers rehabilitate farmland damaged by the hurricane and flood. Administered by FSA state and county committees, this program provided the additional resources needed to remove debris from farmland, and restore farm-related infrastructure (e.g., fencing). FSA also decided to change its policy for those affected by the disaster, allowing eligible producers to receive 100% cost-share assistance in implementing an approved practice (instead of the usual 75%).<sup>46</sup>

The USDA program for **Rural Development** did not wait to be asked and instead, reached out to those displaced by the hurricane and flood. It offered direct loan borrowers a "no-questions-asked" moratorium on their mortgage payments, while simultaneously working with guaranteed lenders to prevent any liquidation actions and offer payment forbearance. The program also actively looked to fill the housing gaps that could not be addressed by FEMA and the Small Business Administration by finding alternative lodging for those that had been displaced, and making these victims a higher priority for Rural Development housing. For example, the program arranged to let tenants use vacant seasonal labor housing units while repairs were being made to their own homes. Rural Development looked for ways to make its own activities bend to meet the housing needs generated by this catastrophe, while continuing to meet their ongoing commitments to rural communities throughout the Nation.<sup>47</sup>

Many scientific federal organizations worked with scientists in the affected region to continue their research. For example, the **Agricultural Research Service** (ARS), the in-house research arm of the U.S. Department of Agriculture (USDA), did not allow the hurricane to derail important ongoing agricultural research throughout the Nation. When the USDA Southern Regional Research Center in New Orleans was severely damaged by Hurricane Katrina, ARS quickly relocated some of the scientists, support staff, and their families to the U.S. Plant, Soil and Nutrition Laboratory in New York. ARS provided support to these families, facilitated the continuation of their research, and gave them the opportunity to collaborate with other scientists from the Cornell University Departments of Plant Pathology and Animal Science.<sup>48</sup> ARS and other federal agencies, such as the **Department of Commerce National Institute of Standards and Technology** and the **Department of Energy Office of Science** provided scientists with the resources and support they needed to continue their research in spite of the hurricane and flood.<sup>49</sup>

## Department of Commerce

Clearly understanding the impact of the hurricane and flood on businesses in the region, the **Minority Business Development Agency** of the Department of Commerce (DOC) sent business development specialists to the region to provide on-the-ground assistance to the owners of the more than 59,000 minority firms in Louisiana, Mississippi, and Alabama, as well those that temporarily relocated to Texas. MBDA established a minority business development center in Houston to assist with loan applications, business plans, insurance claims, reconstruction of business records, and business administration. Instead of letting these businesses slide, MBDA helped get owners back on their feet quickly.<sup>50</sup>

Elements of the **National Oceanic and Atmospheric Administration** (NOAA) were proactive and vigilant. The National Hurricane Center (part of the NOAA National Weather Service) accurately predicted and tracked the size, scale, and path of Hurricane Katrina. Further, Max Mayfield, Director of the National Hurricane Center, personally made phone calls to local, State and Federal leaders to apprise them of the situation, aggressively contacting officials in the affected areas to warn them.<sup>51</sup> Members of the National Weather Service knew that the time would come to issue warnings, and they developed them ahead of time, evaluating data and basing the warning language on various scenarios, so that when certain criteria were met (as with Hurricane Katrina), they did not have to waste time creating statements - they could issue them immediately.

The National Weather Service also correctly realized that the levees were breaching and issued a flash flood warning at 8:14 am Monday, August 29, saying, "A levee breach occurred along the industrial canal at

Tennessee Street. Three to eight feet of water is expected due to the breach."<sup>52</sup> These organizations correctly characterized the situation, identified the danger, and got the word out clearly and promptly. During the response to Hurricane Katrina, the DOC **National Telecommunications and Information Administration** (NTIA) correctly and immediately identified the need for additional communications bandwidth, and allocated more than 1,100 frequencies to nine Federal agencies which allowed them to operate their land mobile, aeronautical, maritime, and satellite communications. NTIA also coordinated with the Federal Communications Commission to temporarily authorize the use of private sector satellite, ultrawideband, and microwave communication services. In addition to these response efforts, NTIA also provided financial support to reestablish the communications infrastructure in Louisiana, helping the state to take an initial and important step toward recovery.<sup>53</sup>

## Department of the Interior

The **Bureau of Indian Affairs** (BIA) of the Department of the Interior (DOI) focused their efforts on assisting tribes in the Gulf region to address their public safety, emergency access, and emergency services needs.<sup>54</sup> They maintained communications before hurricane landfall and coordinated directly with Tribal governments, such as the Mississippi Choctaw Tribal government.<sup>55</sup> BIA waited until Tribal governments made requests before sending assistance, but started preparing and moving assets ahead of time, so that when the requests for assistance did come, they were already responding.

BIA had responded to seven hurricanes previously and knew exactly what to do when the time and requests came. The Bureau arranged for fresh water to be delivered from other States, replaced spoiled food, cleared debris from roadways, brought in necessary supplies, ensured continuity of education for children attending BIA-funded schools, and improved public safety infrastructure by assigning Bureau law enforcement personnel to the area. The Bureau also correctly assumed that those Tribes near the affected regions would take in other members that were victims of the hurricane and flood, and worked to provide financial and other assistance, helping the Tribes take care of each other.<sup>56</sup>

Federal land-managing agencies, such as the **Bureau of Land Management** (BLM), as well as their state counterparts sent hundreds of employees to help restore public health and safety in the devastated region. They also deployed to the Mississippi-Louisiana border to clear roadways and power lines of damaged and fallen trees that had cut off those in the coastal communities, so that first responders could gain access to the victims and help restore power. BLM personnel also skillfully applied their experience with planning, logistical support and tracking (gained from years of managing wildland fires) to the situation in the Gulf region.<sup>57</sup>

Coordinating with FEMA, the U.S. Army Corps of Engineers and their sister organizations within the DOI, the **Bureau of Reclamation** mobilized equipment and staff in response to the hurricane and flood. Recognizing the need to purify drinking water, the Bureau of Reclamation sent an expeditionary water purification unit to Mississippi, purifying both contaminated and salt water to levels that not only met, but exceeded, EPA drinking water standards. The unit produced 100,000 to 200,000 gallons of purified water per day. The Bureau also deployed employees to assist with debris removal and install temporary roofing. They had equipment and trained personnel who were well acquainted with the rigors and requirements of water purification and other missions in contaminated and disaster-driven conditions.<sup>58</sup>

Scientists from the **Geological Survey** worked with the Louisiana Department of Environmental Quality to monitor water quality in the state following the hurricane and flood. Using a mobile laboratory, they collected and analyzed water samples from 22 sites in and around Lake Pontchartrain, a major recreational area and fishery, for three weeks to determine levels of contamination, and whether this contamination extended into the Mississippi Sound.<sup>59</sup> They applied sound scientific research practices and attention to detail to the problem of contaminated water in the region.

Volunteers from the DOI **Office of Surface Mining** (OSM) deployed to Texas and worked at 13 different debris-disposal sites, dealing with more than one million cubic yards of debris. Additionally, OSM personnel conducted safety training, handled equipment inventory, purchasing and other administrative requirements. They applied their vast experience with clearing large amounts of debris to the situation, moving debris out as efficiently and effectively after the disaster as they do for surface mining.<sup>60</sup>

## Department of Labor

Recognizing that getting back to work and starting new jobs would be critical for those affected, whether they returned to their home states or chose to live elsewhere in the U.S., the Department of Labor established a "Pathways to Employment" initiative. Using the Department's network of over 3,500 career

centers nationwide, the initiative helps evacuees and survivors find jobs. The Department sent numerous personnel directly to the affected region to provide job counseling to evacuees (including tailored assistance to the disabled looking for employment), and help all in need of jobs use the expanded resources provided by this initiative. Additionally, the Department expedited and increased its Job Corps offerings, providing over 4,000 scholarships to economically disadvantaged young adults (aged 16-24).<sup>61</sup>

## Department of Education

The Department of Education established an innovative website to help provide assistance to those schools that had accepted students displaced by Hurricane Katrina and the flood. At this site schools list the needs of these students (e.g. books, clothes, school supplies, computers - even counseling) and donors list what they can provide. Schools and donors have access to one another's information, and are then encouraged to contact each other directly, and hundreds of matches have been made.<sup>62</sup> The Department of Education also worked with the **Defense Logistics Agency**, the **General Services Administration**, and the **Federal Emergency Management Agency** to pool federal resources and quickly provide thousands of pieces of furniture, computers and other equipment from the federal surplus to schools in need.<sup>63</sup>

## Department of State

Using the recently developed Employee Profile Plus database, managers in the State Department rapidly located current and former employees with skills in about 300 specific areas. The web-based system was deployed during the Department's tsunami relief efforts in late 2004 and again following the hurricane and flood. They quickly found employees with required language, area and disaster relief expertise in a matter of minutes, rather than days or weeks.<sup>64</sup> These skilled personnel were critical in communicating information to those that primarily or solely spoke foreign languages.

## Department of the Treasury

The **Bureau of Public Debt** immediately realized that there would be a great need for money in the devastated region, but that ordinary access to cash would be limited at the banks. The Bureau expedited both the replacement of savings bonds that had been destroyed, as well as the redemption of Series EE and I savings bonds that were less than one year old.<sup>65</sup> Other organizations in the Department of the Treasury, such as the **Financial Management Service** (FMS), immediately issued guidance to financial institutions to help them confirm the identity of people trying to redeem Treasury checks - to help the institutions prevent fraud and help the victims obtain needed funds.<sup>66</sup> The **Internal Revenue Service** also took action to advise taxpayers in the affected region of recent changes in tax law that under certain conditions would allow them to withdraw funds early from retirement plans, without the usual penalties.<sup>67</sup> Although Treasury checks, savings bonds, and of course, retirement plans, are often considered long-term investments, the Department of the Treasury allowed investors to turn them into sources of cash in this emergency, understanding that without the cash to address immediate needs, there would be no long-term future for these victims.

The Administrative Resource Center within Treasury's Bureau of the Public Debt, provides administrative services to many Federal agencies. The Armed Forces Retirement Home, with residences for elderly veterans in Gulfport, MS and Washington, DC, is one of its customers. As soon as the Administrative Resource Center procurement staff was informed, late on August 29, 2005, of the decision to evacuate approximately 400 residents and essential staff from the flooded Gulfport home to the Washington, DC facility, they set about applying their procurement skills to orchestrate a safe and rapid evacuation and relocation. This included arranging for the rental of buses along with procuring necessary nursing services, lodging, and meals for the several-day journey. The frailest of residents were either redirected to Maxwell Air Force Base, for faster and less stressful transport to Washington, DC, or, in extreme cases, were found places in a nearby nursing home. While the Gulfport residents were in transit to Washington, the Center also quickly procured a host of goods and services to prepare the facilities at the Washington, DC campus for the huge and sudden influx of new residents. This included procuring beds, linens, furniture, air conditioners, and extra support services, such as

medical, food, transportation and custodial services. Within eight days of Katrina making landfall, the last busload of Gulfport residents arrived safely at the Washington, DC campus.

While working on the phones for FEMA, Dionne Lewis, a four-year IRS employee for Atlanta Accounts Management, received a call from a distressed person in Texas who was living in the Houston Astrodome. This person had been displaced by Hurricane Katrina and was in desperate need of help. Thrilled to have reached someone with such compassion, the person wanted to know if Ms. Lewis could also help the next person in line there at the Astrodome. She agreed, but little did she know that the call would last throughout her entire shift as one person after another came to the phone to find what help the IRS could offer. There was little time for breaks. Ms. Lewis did not let the magnitude of the calls or the prospect of being on the phone for nearly eight hours keep her from being professional, assuring that each person was informed of their Privacy Act rights, and then affording them an opportunity to tell their story and receive what assistance the IRS could offer. These and other all day long marathon calls occurred quite frequently and became known as the Delta calls. IRS employees answered well over 760,000 registration calls for FEMA and more than 30,000 calls on the special IRS toll-free line for affected taxpayers.

Internal Revenue Service, Portland call site assistor Jon Fredericks, received a call from an eighty-one year-old woman outside of a New Orleans home needing urgent help. She was sitting in the sweltering heat, without power, waiting for someone to evacuate her. She had tried to call several help lines, but had not reached anyone so far except the IRS. Mr. Fredericks told her to stay on the line and with the help of coworker Jim McMahan, contacted city emergency services and alerted them to her situation and location. Within a short time, the rescue team arrived at her home.

## The Department of Veterans Affairs

The Department of Veterans Affairs (VA) took a hard look at their resources, missions, assets and personnel, and redirected them to fill the needs of the victims of the hurricane and flood, while maintaining service to America's veterans. The VA not only provided medical services, hospital beds, and medications in accordance with its standing emergency health care mission,<sup>68</sup> it also removed VA properties for sale from the market in eleven states to use them instead to fill housing needs for those displaced,<sup>69</sup> and worked with veterans to replace their benefit checks.<sup>70</sup> The VA cared for many victims of the hurricane and flood, while also continuing to care for the soldiers who have borne the battle, and for their families.

Jack Myers, Maintenance and Repair Foreman, Wayne Brown, Air Conditioning Shop Foreman, and James Ware, Plumbing Shop Foreman, had taken shelter from Hurricane Katrina in a building on the north side of the Gulfport Veterans Affairs campus leaving their vehicles and their office on the more dangerous south side. That afternoon, the three men went to check on their vehicles. They found a five-year-old boy alone under a four-foot tall pile of debris that minutes before had been part of an apartment complex. The men took him back to their shelter. There, they dried him off, fed him and clothed him with an oversized uniform crudely tailored to fit his small frame. Fortunately, he suffered only minor cuts and scratches. "He's a very smart boy," said Brown. "He knew his name and his school and his teacher's name. He told us his momma had given him a Pop Tart and told him to go upstairs." The boy just continued to clutch that wet Pop Tart, remembered Brown, and was eventually reunited with his mother and brother.

By Friday, Sept. 2, all patients, employees, and family members had been safely evacuated from the VA in New Orleans using boats, military trucks, and military transport planes. Nine veterans, however, remained in the hospital morgue. Lynn Ryan, chief financial officer with the South Central VA Health Care Network, was determined to make sure everyone was evacuated. He searched and found a local company that had a refrigerated tractor-trailer and a willing driver. The following day, the truck driver, Ryan, co-worker Ceagus Reed, a human resources coordinator, and VA Police Officers Charlie Donelson and Reginald Finch, both with the G.V. (Sonny) Montgomery VA Medical Center

in Jackson, Mississippi, made it through all the roadblocks and to the outskirts of downtown New Orleans. Four feet high floodwaters and the approaching evening hours forced them to take shelter for the night, sleeping in their vehicles at a toll plaza where law enforcement officers had set up a temporary station. On Sunday, two additional colleagues arrived to help - Steve Jones, an engineer, and Steve Morris, occupational safety and health manager. The team made it to downtown New Orleans but the refrigerated tractor-trailer couldn't make it through the flooded streets to the hospital's loading dock. Ryan flagged down a five-ton military transport truck that helped ferry the bodies from the hospital to the refrigerated trailer. At the loading dock, Ryan, Reed, Morris, and Jones donned biohazard gear and climbed the three flights of stairs to the hospital morgue. One at a time, they carried the bodies out. They returned to Jackson and notified the next of kin and made burial arrangements, including some at the VA's national cemetery in Natchez.

Phil Boogaerts, chief engineer at the New Orleans VA Medical Center, single-handedly kept the hospital supplied with necessary power and utilities to ensure adequate care for patients, employees and their families for four days prior to their evacuation. As a direct result of his actions, VA staff was able to provide adequate care to patients and successfully evacuate all patients, families, and employees, including nine ventilator-dependent patients. In addition, Mr. Boogaerts videotaped the facility before, during, and after the storm providing valuable documentation that assisted with the assessment of damages to the physical plant as a result of the storm. Finally, Boogaerts voluntarily remained at the hospital after it was evacuated to continue maintenance of the facility. For several days, Boogaerts lived at the hospital in isolation, without air conditioning, running water, or prepared meals.

After evacuating the VA Medical Center, employees donated all of their food, 300 cases of water, all their medical supplies, and needed medication to Charity Hospital, a neighboring hospital that was still operating and had yet to completely evacuate. Employees delivered the provisions by boat, making their way through the murky waters of flooded downtown New Orleans. Among the medicines Charity needed and donated by the VA, were medicines for ant bites and snake bites.

## Environmental Protection Agency

The Environmental Protection Agency (EPA) worked with their partners in the Louisiana Department of Environmental Quality and other local officials to help remove hazardous household and other materials. They created a "curbside pickup" program to collect the materials from the houses, instead of making already overwhelmed victims deliver hazardous materials to another location.<sup>71</sup> They also identified the potential hazards returning victims would face, and distributed information to people in affected areas regarding a range of hazards, from asbestos to septic systems.<sup>72</sup> They collected and removed many hazardous materials, including electronics, batteries, computer hardware, paint, solvents, lawn and garden products. They enabled people to reestablish clean and safe environments in their houses and for their families. Without EPA assistance, this would not have occurred. Additionally, the EPA also waived national sulfur emissions standards for diesel fuel for a short period so that fuel produced for non-road uses could be legally used in highway vehicles.<sup>73</sup>

The success of the Incident Command System (ICS) was clearly demonstrated in Hancock County, considered to be the most devastated area within Mississippi. Carter Williamson led a team during the early stages of EPA's response effort to protect the citizens of Hancock County from releases of hazardous materials. Under adverse conditions, working sixteen-hour days every day, Mr. Williamson motivated the team members who were living under severe conditions, where basic support services such as electricity, shelter, running water, and telephones were, if available, very limited. In a demonstration of leadership, Carter remained in a variety of primitive shelters throughout the entire hurricane response, embedded with the team in the impacted community. His efforts resulted in the team's ability to provide more effective service and helped his team to empathize with the plight of the community. Whereas most other EPA employees rotated in and out of the work area on a two week basis, Mr. Williamson chose to remain

in the community, despite having a wife and children back home, because he believed the consistency of leadership would be beneficial to the response effort. Although the magnitude of the task was overwhelming and the working conditions were poor, the quality of the response effort lead by Mr. Williamson was outstanding.

With Hurricane Katrina approaching, Nancy Jones was preparing to implement a Hurricane Debris Management Plan, like the one she had drafted for the US Army Corps of Engineers (USACE) while participating in the "Hurricane Pam" planning workshops. Because of this experience, the USACE specifically requested that Ms. Jones be deployed to assist the USACE in handling the debris collection and segregation of the hazardous materials resulting from Hurricane Katrina. She was instrumental in setting up the collection and debris management plan in many of the eastern Parishes including the City of New Orleans. Her coordination with the USACE made the response to the hurricane more efficient and effective. The Parish Officials and the City of New Orleans have developed trust and respect for the EPA because of her efforts. Ms. Veronica White with the City of New Orleans sums up Nancy's efforts well. "She is excellent and thorough. She has answered every question we (the City of New Orleans) have had. If she didn't know the answer right off, she got back to us with a response very quickly." Ms. White asked that the EPA keep Ms. Jones on the project through completion. She stated that they did not want to lose her.

## Federal Energy Regulatory Commission

In another effort to get needed resources in the region freed up for use by the victims and responders there, as well by citizens throughout the Nation, the Federal Energy Regulatory Commission took immediate steps to reconstruct the natural gas infrastructure of the region, and reduce the disruption in the natural gas supply.<sup>74</sup> Because the Commission approved temporary waivers and expanded eligibility standards they were able to help natural gas companies restore service and deliver additional gas to the market.

## Federal Communications Commission

The Commission acted quickly to facilitate the resumption of communications services in the affected areas and to authorize the use of temporary communications services for use by emergency personnel and evacuees in shelters. First, the Commission operated twenty-four hours a day every day of the week to assist industry efforts to restore communications. The Commission streamlined procedures to approve requests for special temporary authority (STA), which would in turn expedite industry recovery efforts. The Commission quickly granted more than ninety STA requests and 100 temporary frequency authorizations that telecommunications companies and broadcasters needed to get service restored. The Commission also contacted each segment of the communications industry to help match their needs with resources (such as emergency generators and fuel) around the nation. Additionally, the Commission used its High Frequency Direction Finding Capability Center to remotely assess the damage done to radio stations in the areas struck by Hurricane Katrina and to monitor the progress of restoration activity. Further, the Commission assisted telecommunication carriers by helping their repair crews to secure the transportation and credentials recognized by local authorities to gain access to damaged sites.

## Office of Management and Budget

Recognizing that recipients of federal grants in those areas affected by Hurricane Katrina and its ensuing flood either would have to stop grant-related activities or be unable to perform as well as usual, the Office of Management and Budget (OMB) worked with the Federal agencies and the Office of Science and Technology Policy (OSTP) to assist these grantees in resuming operations. OMB directed federal agencies and OSTP to: (1) provide greater flexibility with grant application deadlines, (2) approve no-cost extensions on expiring awards for up to 12 months, (3) accept short written requests for project continuation, (4) allow grantees to continue to charge salaries and benefits to current grants, as well as costs to resume project activities, (5) waive some requirements for prior federal approval for re-budgeting and automatic carryover of unspent funds, (6) extend deadlines for reports, (7) continue already approved indirect cost rates for up to a

year, (8) delay submitting financial and other reports to close out projects, and (9) help grantees reconstruct their records by allowing them to substitute copies for original records and providing copies of what had already been submitted.<sup>75</sup> OMB relieved short-term administrative and financial management requirements without compromising accountability.

## Appendix D - Staff Page

### Hurricane Katrina Lessons Learned Staff

Special thanks go to the dedicated team of tireless professionals - working with colleagues across the country at all levels of government - who have contributed to this Report. For the past four months, they have reviewed the Federal government's role and performance in preparing for, responding to, and recovering from Hurricane Katrina.

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