



Bulletin

INTERNATIONAL ASSOCIATION OF EMERGENCY MANAGERS

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Special Focus Issue:

EM: Local, Regional and Global Successes

Can We Find Success After Katrina?

By Kevin Parsons, MD, and Wendy McDonald, RN, MPTH&TM, National Center for Biodefense Solutions (NCBS), San Clemente, CA

The greatest natural disaster in U.S. history began as Hurricane Katrina, when winds of 240 km/hour, smashed into Louisiana at 5:00 p.m. on Aug. 29. True devastation began with the failure of a dike protecting New Orleans from the waters of Lake Ponchartrain, resulting in widespread flooding of more than 235,000 acres or four-fifths of New Orleans. The cost in lives, family, homes and the local economy will eventually be numbered. However, the cost in suffering, mental health and lack of faith in emergency response – local, regional and federal – represent a serious blow that will be more difficult to quantitate.

Questioning the Response

The public rightly questions the emergency response to Katrina. A mass casualty event resulting from a hurricane greater than class three on the five-level Saffir-Simpson scale has been one of the most anticipated disasters in U.S. history. Countless emergency management experts have contributed to emergency planning for such an event. So why was the response to Hurricane Katrina so slow and inadequate?

Answers to what and why, at multiple levels and viewpoints, will be discussed for years. Lack of leadership, inadequate command and control, poor media relations and failure of written plans will be considered in the context of a bureaucratic government, states' rights and even the high rate of poverty on the Gulf Coast.

Questions of funding priorities between natural disaster preparedness and the war on terrorism – and even basic policy considerations of the war in Iraq and domestic entitlement spending – will be examined. Individual scapegoats, singled-out and ousted, will not fool the American public as a solution. Our immediate areas of concern for an effective response to mass casualty events, disasters or public health emergencies include immediate scene security, effective command and control

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IAEM: Working for You

■ **IAEM Provides Hurricane Katrina Updates to Members.** IAEM Headquarters provided daily e-mailed updates to IAEM members in the wake of the Hurricane Katrina disaster through the *IAEM E-News Service*. Included were special updates from federal agencies and others to keep our members apprised of recovery efforts.

■ **IAEM Bulletin Mailing to Hurricane-Affected Areas.** IAEM will not be able to mail the *IAEM Bulletin* to members who live in postal zip code areas where the U.S. Postal Service has not delivered mail since the Hurricane Katrina disaster. We do not yet know when the zip codes will be deemed active again. In the meantime, if you live in the affected areas, you can still

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From the President

Hurricane Katrina: A Wake-Up Call

*By Dewayne West, CEM, CFI, IAEM President
Director, Johnston County Emergency Services, Smithfield, North Carolina*

As I write this article for the October edition of the *IAEM Bulletin*, my heart is heavy watching the events and aftermath of Hurricane Katrina. I know you all share my concerns. We are in the midst of responding to and recovering from the largest natural catastrophe to strike the United States in our lifetime. Our prayers go out to the victims and our counterparts in the affected areas. Recovery will be long and difficult.

The events that continue to unfold underscore the critical need for strong emergency management programs throughout the world. Any doubt regarding the value of the “all-hazards” approach to what we do or should be doing, has surely been erased. Historically, adequate funding and staffing has not been provided to the extent needed to address the various phases of emergency preparedness. Added to this have been guidelines and restrictions that hamper or prevent real preparedness and mitigation. This has to change if we are to prevent similar occurrences in the future.

As our populations increase and hazards become more complex and challenging, it is crucial that officials recognize the need and their responsibility for adequate funding and support at all levels of government. No longer can we have the “spare tire” syndrome applied to emergency management and expect it to perform flawlessly when disasters occur.

Without question, there will be much finger-pointing by self-made experts and Monday morning quarterbacking in days to come. Unfortunately, it has already

started. However, I believe it is our responsibility as emergency management professionals to stay focused and unified in our approach and efforts to highlight the needs and value of our profession. This includes public education, training, professional standards, code enforcement, public policy, funding, mitigation and legislation. The message is nothing new.

Our efforts must continue to include individuals, families and communities. Public education programs must be expanded and enhanced, and citizens must be educated regarding their role and responsibility when confronted with a potential disaster. They must be trained in self-help procedures to look after themselves and their neighbors. Then government can concentrate its resources on those citizens and areas not capable of self-help.

We are also responsible for ensuring that we as emergency management professionals are trained and prepared to do our jobs. This includes training and education, professional development and program standards. If you are not consistently upgrading your knowledge base and capabilities, if you are not proactive in your role and program development, then you need to consider another vocation. Apathy is no longer acceptable regardless of the source. Our role and responsibility is much too serious to be taken lightly.

There must be a renewed effort at all levels to accomplish these goals. If this event doesn’t serve as a wake-up call to everyone, then I don’t know what it will take. The word must go forth from

IAEM members, our partner organizations, and anyone else who can lend support, to convince officials and policy makers that change must come.

After all, is that not what we have been saying for some time now? I hope you will join me in this effort – our citizens deserve no less.

Contact Your IAEM Staff

Executive Director

Elizabeth B. Armstrong, CAE
Phone: 703-538-1795, ext. 6
E-Mail: armstrong@iaem.com

Staff Executive

Clay D. Tyeryar, MAM, CAE
Phone: 703-538-1795, ext. 5
E-Mail: ctyeryar@asmii.net

Membership Director/Registrar

Sharon Kelly
Phone: 703-538-1795, ext. 2
E-Mail: info@iaem.com

Communications/Marketing Director

Dawn Shiley-Danzeisen
Phone: 703-538-1795, ext. 3
E-Mail: shiley@iaem.com

IAEM Bulletin Editor

Karen Thompson
Phone: 703-644-2266
E-Mail: thompson@iaem.com

EMEX Exhibit Manager

Laurence Graton, CAE
Phone: 703-538-1795, ext. 4
E-Mail: LGraton@emex.org

IAEM Policy Advisor

Martha Braddock
Phone: 703-644-8557
E-Mail: braddock@iaem.com

IAEM Headquarters

201 Park Washington Court
Falls Church, VA 22046-4527
Phone: 703-538-1795
Fax: 703-241-5603
E-Mail: info@iaem.com
Web Site: www.iaem.com

Profile on Mike Selves, CEM, CPM Candidate for IAEM President-Elect

Michael D. Selves, CEM, CPM, announced his candidacy for IAEM President-Elect in March 2005. An announcement of his candidacy appeared in the April 2005 IAEM Bulletin.

About Mike Selves

Selves has been an active member of IAEM since 1995, serving as co-chairman of the IAEM Government Affairs Committee since 2001 and as IAEM's representative to the NACo Board of Directors for two years (2002-2004). He also chairs the NACo Subcommittee on Emergency Management. Selves is Director for Emergency Management & Homeland Security for Johnson County, Kansas. Previously, he was the Emergency Operations Coordinator of Local Programs for the Kansas Division of Emergency Management in Topeka, where he established standards for improving emergency preparedness in all 105 Kansas counties.

Selves served 20 years in the U.S. Air Force as a communications and war plans officer, retiring in 1987. He received his BSED degree from Emporia State University, an MS degree in management from the University of Arkansas, and has completed all course work toward a doctorate in higher education and business at Denver University. He is currently a course developer and instructor for Park University's master's program in disaster emergency management. In 2005, Selves served on a DHS-sponsored 20-person task force on state and

local homeland security funding, which produced a report that has had a major impact on the efficiency and effectiveness of the homeland security funding process.

Why Selves Is Running

Here's what Mike Selves says about why he is running for IAEM President-Elect:

"I didn't start 2005 convinced I was going to run for office. However, I began to seriously consider running when, shortly after the IAEM Mid-Year Meeting, I had occasion to stay over for a week and do one of IAEM Policy Advisor Martha Braddock's Congressional visit 'marathons.' As I moved from meeting to meeting, I became more impressed with the impact IAEM was making and the magnitude of the changes and challenges we were facing. I began to feel that our association and our profession was at a critical point – and that the next two to three years would require strong leadership and articulate advocacy.

"This last round of Congressional visits found us accepted and respected, our input and advice valued. Our partners, generally larger and more influential, have begun to accept us as equals. With this sense of achievement, however, comes the recognition that the principles and concepts we have fought so hard to promote are now, more than ever, at risk and still not fully established. At this time, we need to press the principles of our profession and articulate the value of the comprehensive emergency management approach.

"I have come to the realization



Michael D. Selves, CEM, CPM

that those of us who have been actively involved in IAEM owe it to our colleagues to promote and defend their programs at home, as well as to our young, energetic and educated successors in college ... we owe them our passion, our effort and our voices. It's kind of like the senior on the college basketball team who just made it into the 'big game.' If we were way ahead or way behind, you could just 'coast' until it's over and let the younger players get some experience. But if the season is in the balance and the outcome is critical, the first string has to be played.

"In short, I am passionate about what we do as a profession, and I feel it's valuable to our communities, the nation and the world. I believe I have the knowledge, experience and leadership qualities to be the next President-Elect of IAEM."

Contact Information:

Michael D. Selves, CEM, CPM
Director, Emergency Management & Homeland Security, Johnson County
111 S. Cherry, Suite 100
Olathe, KS 66061
Phone: 913-782-3038
Fax: 913-791-5002
E-Mail: mselves@jocogov.org
Web Site: www.mikeselves.com



IAEM 2005 Annual Conference & EMEX Exhibit

"EM: Local, Regional and Global Successes"

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Hurricane Katrina Response

Managing the Flood of Volunteers

By Kathleen G. Henning, MA, CEM, President, KGHenning & Associates,
IAEM Representative to NVOAD Volunteer Management Committee

Even as the floodwaters of Hurricane Katrina were receding in New Orleans, Biloxi and other communities in the hurricane-ravaged Southeast, a new flood tide emerged – the flood of well-intentioned but unprepared unaffiliated volunteers. Hurricane Katrina, Sept. 11, the four Florida hurricanes of 2004, the Midwest tornadoes and various other disasters over the past years share a common element: the emergence of a large number of unaffiliated volunteers responding to the disaster sites. The challenge has been to tap into the energy and compassion of volunteerism without burdening the already overtaxed response system.

Collaboration among various federal, state, local and nongovernmental partners has moved forward the efforts to put in place a national strategy for the management of unaffiliated volunteers. Much has already been done, but more clearly needs to be done.

Early Efforts

After Hurricane Andrew in 1993, the Federal Emergency Management Agency brought together partner agencies to begin the work of developing a national strategy on the management of unsolicited donated goods and unaffiliated volunteers in disaster. From that auspicious beginning came a 10-point National Donations Management Strategy. Voluntary disaster organizations worked with state and local officials to develop donations training programs and workshops, PSAs to promote 800 numbers, and an information management system. (*IAEM Bulletin*, “Time for National Strategy on Unaffiliated Volunteers,” May 2003). The initial

emphasis was on the management of unsolicited donated goods and coordination among national affiliated volunteer organizations. In 2004, there were extensive efforts among various partner agencies to extend the tools and management principles for use with unaffiliated volunteers.

Partners

The Points of Light Foundation, with funding from the UPS Foundation, has brought together partners to address issues around unaffiliated volunteers. These partners include NVOAD, the Association for Volunteer Administration (AVA), Volunteer Florida, Americorps State Program, Department of Homeland Security Recovery Division, Humane Society of the United States, Missouri State Emergency Management Agency (representing NEMA), IAEM, FEMA, American Red Cross, Office of Citizen Corps, Corporation for National and Community Service, Salvation Army, North Carolina Commission on Volunteerism and Community Service, National Organization for Victim Assistance, and Points of Light Foundation.

Synergy of Structure And Good Intentions

The challenge presented to the group was to help develop a structure for integrating emergent volunteers and provide written guidance to state and local organizations. In 2004, a collaborative effort produced a working document called “Managing Spontaneous Volunteers in Times of Disaster: The Synergy of Structure and Good Intentions.” The document presents a Concept of Operations

which identifies strategies for utilizing volunteers in all phases of emergency management: mitigation, preparedness, response, and recovery. The document includes language for state and local emergency plans to incorporate under volunteer management.

For a copy of the entire planning document, visit the Points of Light Web site at www.pointsoflight.org/downloads/pdf/programs/disaster/brochure.pdf.

To view examples of state plans that include unaffiliated volunteer management, visit the NEMA Web site at www.nemaweb.org/donations_management/index.html.

Best Practices and Training

The Disaster Volunteer Management Committee began the process of compiling effective practices and models. At the NVOAD national conference in June, a training session was conducted for several pilot communities. These communities were selected based on a diversity of regions, size of community, governmental and private affiliations, and varying levels of experience in dealing with volunteer management programs. During the course of the next year, a consultant has been hired to follow through with these communities and highlight best practices. The committee will continue to work at a national level to promote more effective management of volunteers.

One of the principles promoted by the Concept of Operations is that of “shared responsibility.” The guidance notes that “the mobilization, management and support of volunteers is primarily a responsibility of local government and nonprofit sector agencies, with

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Hurricane Katrina Response

Actions Speak Louder Than Words

By Capt. Dinah Jeffries, ENP, Orange County Emergency Management, Hillsborough, North Carolina

I will begin by saying that no doubt we are all proud of every single individual, emergency service personnel, citizen, and any organization assisting with this disaster. This is a time of crisis, in which those of us who were not “physically” or “geographically” affected need to remember that it is not about us. We act without expectation, and we succeed without taking credit.

With that said, I implore us all to monitor our e-mails and conversations and remember that others are reading them also. Updates are greatly appreciated, but we must remain sensitive to our personal remarks and “light” moments in respect to the travails that many of the public safety agencies are facing in the states affected.

The most important issue here is the strength and adversity that the

people of the affected states have suffered and will suffer for years to come. The really “tough” people are the ones who lived through the actualities of what happened. We are not the “tough” ones...we are the supporters. We, along with multitudes of other states, are giving what we “should” give – and that is our professionalism, our compassion and our dedication to help rebuild shattered lives and diminished hopes. The “praise” (or at least, *my* praise) goes out to those emergency service professionals who have endured since the beginning of this disaster. My “thanks” goes out to all of those, and our own – state and local – who are showing why we are in this profession.

We do not do this for the recognition of an individual organization. Hopefully, we do this

because it is our “duty” to help out our fellow brothers, sisters and citizens in time of need. This is a time when we must demonstrate that our experience and leadership has taught us that our “actions” speak louder than our “words.” How we portray ourselves during times such as these solidifies our desire to let others know that we do what we do because we *believe* in it – and not because we want to be given credit.

I end with this thought: True heroism is remarkably sober, very undramatic. It is not the urge to surpass all others at whatever cost, but the urge to serve others, at whatever cost (Arthur Ashe). May our fellow emergency service professionals have a safe and speedy return.

Katrina-Related News and Resources

■ **HHS Sets Up Hotline for Crisis Counseling.** The Dept. of Health and Human Services has established a toll-free hotline for people in crisis in the aftermath of Hurricane Katrina. By dialing 1-800-273-TALK (1-800-273-8255), callers will be connected to a network of more than 110 local crisis centers across the country. Callers receive counseling from trained staff at the closest certified crisis center in the network.

■ **EMAC Coordinating Deployment of Personnel and Resources.** The Emergency Management Assistance Compact (EMAC), state-to-state mutual aid agreement, is coordinating the largest deployment of personnel and resources in the compact’s history as a result of Hurricane Katrina. Dozens of states have sent more than 31,000 people to Louisiana and Mississippi. EMAC

is an agreement among states to provide assistance across state lines upon request of the governor of an affected area.

Unsolicited deployments are being discouraged, as this practice can endanger responders and threaten overall operational control. In order to ensure a coordinated national response to Hurricane Katrina, DHS is asking that the nation’s law enforcement, fire and emergency response communities help by working through their state emergency management director or state-designated contact for EMAC. Through EMAC, a disaster-impacted state can request and receive assistance from other member states quickly and efficiently, resolving issues of liability and reimbursement. For more information about EMAC, visit www.emacweb.org.

■ **NVFC Sets Up Emergency Relief Fund.** The National Volunteer Fire Council has established an emergency relief fund for fire departments affected by Hurricane Katrina. Details can be found at www.nvfc.org.

■ **National Resource Registry Is Activated.** The DHS National Resource Registry has been activated. The registry provides a means by which all companies and private sector entities can donate products or services in support of Hurricane Katrina recovery efforts. The registry is accessible at <http://www.swern.gov/>. Note: Government-owned assets are coordinated through EMAC.

■ **Making Donations Toward Hurricane Katrina Relief.** IAEM has posted a *Guide to*

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News and Resources

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Making Disaster Donations at www.iaem.com. This guide is provided by the National Voluntary Organizations Active in Disasters.

■ **NOD Team Deploys to Gulf Region.** The Emergency Preparedness Initiative of the National Organization on Disability has received authorization to deploy four rapid assessment teams consisting of nationally recognized special needs EM practitioners into the Gulf region impacted by Hurricane Katrina.

The teams will assess delivery of services and recovery efforts for the nearly 250,000 people with

disabilities living in the impacted area. Their findings will be distributed to federal, state and local authorities. EPI has contracted with Elizabeth Davis of EAD & Associates, LLC, to lead this effort, with logistic and operational support to be provided by Steve Kuhr of Strategic Emergency Group, LLC. To learn more, visit www.nod.org/emergency.

■ **EDM Issues Report on Katrina.** Emergency & Disaster Management, Inc., has compiled a preliminary report with data and images on Hurricane Katrina, its impact, consequence and response activities. The 40-page report in PDF format is free to members of the global emergency service communities. To request the report, e-mail report@edmus.info.

Managing Volunteers

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support from the state level.” Collaboration is ongoing to support the local planning efforts.

In 2004, the role of nongovernmental and volunteer organizations was formally recognized in the National Response Plan. The concept was tested in a limited way during the TOPOFF III exercise. The NRP will need further refinement in the area of volunteer management, and national organizations are ready to make recommendations for improving the process.

Hurricane Katrina and Beyond

As recently underscored, catastrophic events such as Hurricane Katrina can dismantle and even destroy local resources. The emergence of a large number of unaffiliated volunteers responding to the disaster sites needs to be better managed. The challenge of how this will be done can best be met through continued collaborative partnerships, such as those of the Disaster Volunteer Management Committee.

Success After Katrina?

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and communications that provide responders with adequate situational awareness. The public must see leadership and quick progress, but especially needs to have hope and maintain trust.

The United States is more prepared than it was four years ago. The American people are now anything but apathetic, and if our democracy is a success, positive change will come. In realistic exercises, we learn more from our failures than from our successes. Written plans are not enough to adequately prepare. We must prepare *and* constantly exercise.

For those like us, from a medical background, the natural reaction is to provide immediate quality care for all; but this approach fails in a mass casualty event. We can, however, exercise to learn appropriate responses. In the successful training courses of CPR – Advanced Cardiac Life Support (ACLS) and Advanced Trauma Life Support (ATLS) – nationally consistent treatment protocols have saved countless lives of patients in cardiac arrest and with severe trauma during the past 30+ years. These programs are nationally consistent, and ACLS is required to practice in all certified American hospitals. ACLS requires only two days for completion, is continuously updated by the American Heart Association, and includes a system for periodic recertification. Every patient in the country suffering a cardiac arrest

can expect and receive equal expert care from all trained clinicians.

Our non-profit organization, formed by medical professionals and scientists, has been active in the areas of “special needs” victims, Web-enabled GIS situational awareness and communications software, especially hands-on training of responders for all disaster victims. As an independent non-profit organization, we evaluate and promote promising programs. We have evaluated dozens of disaster training programs and have advocated the need for a nationally consistent, hands-on program for disaster response.

An example of a national all-hazards response program, created by some of the original contributors to existing CPR courses, the National Disaster Life Support Foundation has successfully provided training in 35 states. Virginia has adopted these courses as a standard and extended them into the curriculum of medical, nursing and allied health students throughout the state. How funding for such programs on a national level can be achieved will require innovative solutions; however, the cost of not training for the next disaster will be far greater.

For the other changes in the field of emergency management that are required, we await discussion from experts. We are optimistic that the activism of every citizen will eventually lead to renewed hope and success in the response of institutions and emergency management: local, regional and global.

Time for Schools To Learn About Emergency Planning

By Rosanna Briggs, MSc, Dip EP, MEPS, Deputy County Emergency Planning Officer,
Essex County Council, United Kingdom

The Emergency Planning Unit in Essex has been involved in a number of European projects, and “ES-CAPE,” European Solutions by Cooperation and Planning for Emergencies (Coastal Flooding), was the latest. It was co-funded by the European Commission Interreg IIB programme and three partner countries, Belgium, the Netherlands and Essex in the United Kingdom.

The project was launched to coincide with the 50th anniversary of the floods in January 1953, which resulted in the loss of more than 300 lives in the United Kingdom and more than 1,800 in the Netherlands. However, many people from the United Kingdom and the Netherlands were not aware that the 1953 floods had affected both countries.

Raising Public Awareness

For this reason, the aim of the ESCAPE project was to raise public awareness on the risks of coastal flooding and improve cooperation. I chaired the public awareness group, and we produced two films, one for professionals and the other entitled “Borrowed Land” for children aged 7-14. Both films started with a historical perspective of the 1953 floods, moving to present-day issues, including climate change. The film was educationally assessed by Essex County Council. From that assessment, we developed a curriculum package for teachers on CD-Rom to accompany the film for inclusion in the national curriculum.

Involving Kids Is Effective

Research studies suggest that engaging children in campaigns can be an effective method of delivering information to the community.

I recall hearing a presentation about this when I attended an IAEM conference in Chicago in 1996.

The children’s film was launched this year, and we received positive feedback from a number of schools. The head of one school decided she wanted to develop the emergency planning aspects of the film, and we agreed that we could engage the entire school of 200 children, aged 7-11, for a week of activities.

We invited the emergency services, the Environment Agency, local councils and our local radio station, BBC Essex, to participate in the project. This proved to be very successful, and every day the BBC broadcast for 10 minutes. In all, 120 pupils were involved in those broadcasts.

The week’s program in June 2005 commenced with the children watching the film “Borrowed Land.” It was interesting to see how attentive they were. The school was then vertically streamed into two teams, allowing different age groups to work together. One team would produce their tasks as though they were to be broadcast on the radio, and the other for television. Throughout the week, groups of children learned the skills of interviewing. They put their lessons to the test by interviewing local politicians, police officers, firefighters, parents and survivors from the 1953 floods.

The work was organized by the teachers, and each pupil had a flood folder to keep the completed tasks, which included keeping a diary and designing a flood awareness leaflet. The children also participated in events and activities, including: model making; hearing presentations from the police, fire and local authorities about how rest centers worked; and how to prepare a flood safety box. Other activities included: visits

to flood barriers; participating in drama productions; music composition; and working on artwork using a variety of materials, including empty crisp packets and plastic bags.

Throughout the week, the teams were clearly working closer together, and each pupil was identified as a member of the “Thunderclap” Team or the “Lightning” Team. Team badges were worn with pride, two if they could manage it, and in some extraordinary places. It was also clear that the children were really learning and new friendships were being made.

The final day came, rehearsals were completed, and local dignitaries were invited to watch the presentations. All of the children demonstrated that they had a greater understanding of their personal role in a flood and their responsibilities to their family and local community. They also displayed great humor and compassion throughout the presentations.

Gratifying and Successful

This week was one of the most gratifying and successful training events I have been involved in. The children showed their enthusiasm in many ways, including leaving school late to ensure that they had completed their tasks. The head, teachers and pupils of Broomgrove School should be immensely proud of what they achieved during that week, and hopefully the children will remember this event for a long time to come. One lasting memory for me will be when I was asked, “Are you coming back next week, Miss?” by young Daniel. When I replied “No,” he thought for a bit and then said, “Well, are you coming back next year?” “Yes, probably.” Daniel replied, “Cool.”

Maryland Project Demonstrates Inter-Agency Information Sharing

By Bruce Churchill and Hubert Clay, Delcan/National Engineering Technology Corporation

Any emergency management situation relies on a comprehensive awareness of the environment and operations in progress in order to support accurate and responsive decision-making. This is just as true for today's homeland security operational situations as it has been for military operations throughout history. The Baltimore Regional Multi-Modal Traveler Information System (MMTIS) provides a new demonstration of this fact. This project is also an excellent example of a public-private partnership that allows agencies to share information as well as technology development. It furthermore demonstrates the potential for real-time transportation data to support urban area emergency management.

The MMTIS partners include the Maryland State Highway Administration (MD SHA), Federal Highway Administration (FHWA), I-95 Corridor Coalition, Baltimore Regional Transportation Board, Maryland Transit Administration (MTA) and the Baltimore County 911 Center on the public-sector side, with Delcan/NET, ITIS Holdings Ltd. and Cingular Wireless on the private-sector side. Development of a self-sustaining business model through this partnership will support the long-term provision of real-time data to a wide audience of stakeholders for routine transportation operations as well as emergency management. Championing this initiative has been John Contestabile, Maryland DOT's Director of Engineering, Procurement and Emergency Services. Contestabile has also been a visible leader in Maryland's homeland security efforts.

The MMTIS combines a proven data fusion system with a technol-

ogy that generates real-time travel time information for the full roadway network. This technology uses cell phones as probes or proxies for vehicle movement. The system is anonymous and relies on information already used by Cingular to manage its cellular network. Basic location information (for example, phone movement from one cell to another) is combined with a traffic model to determine speed and travel times. The Baltimore MMTIS represents the first regional deployment of this technology in North America.

Because cellular phones are increasingly ubiquitous, these data can be obtained on virtually every road within a defined area. The current cellular probe deployment covers an area of 600 square miles and 1,400 centerline miles of roadway in the region. This deployment was completed just months after the agreement was inked for the project. This means that emergency managers now have access to travel times across all roads within their jurisdictions, greatly enhancing the "situation awareness" of the transportation network. Further, the ability to choose response routes that avoid congested links will improve response times and resource management in general. Mining the rich historical data set provided by cellular probes will provide emergency planners with valuable insight into regional travel patterns for the development of critical facility locations and potential evacuation routes.

Another unique aspect is the integration of 911 center incident data from Baltimore County's 911 Center. The Honorable James Smith, Baltimore County Executive and current chairman of the Baltimore Metropolitan Council, provided the leadership needed to

facilitate regional coordination of transportation and emergency services. Such close coordination is rare without an enthusiastic champion. Smith has been backed up by the day-to-day management of Ray Windisch, 911 CAD Project Manager. With the planned addition of the Maryland Transit Administration's vehicle location, scheduling and event data, emergency managers also will have access to real-time information from the public transit portion of Baltimore's transportation network.

All these data are provided in an operationally meaningful way through the fusion and display capabilities of NETworks®, a Web-based platform that gathers data from disparate sources and makes it available to a wide variety of regional users for situation display and management. For example, given the appropriate regional agreements, one agency can remotely control the CCTV surveillance cameras of another or place appropriate messages for display on highway sign boards.

Agencies also can enter and update events of interest to regional transportation and emergency managers. Such event information is identified with its source and time-tagged for operational and archival purposes. The next logical step in this integration is to provide real-time transportation data to Emergency Operations Centers and their crisis management software systems. Imagine how much easier it would be for the Incident Command System Logistics Section (and Operations Section for that matter) to accomplish their jobs of deploying critical resources into a disaster area if they had a real-time knowledge and display of transportation network conditions.

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IAEM Partner HOPE Assists Individuals To Financially Survive Emergencies

By Richard W. Kendall, CEM, IAEM Representative on the HCA Executive Committee

Operation HOPE, Inc., a national non-profit, self-help organization since 1992, is a leading provider of economic empowerment tools and services (economic education, financial literacy, credit counseling, borrower preparation and emergency financial counseling) to bring self-sufficiency to America's inner-city communities. After Sept. 11, 2001, it was the vision of the founder of HOPE, John Bryant, that these same services could also benefit disaster victims.

Thus, HOPE Coalition America (HCA) was created as an emergency rapid response economic triage team to provide financial counseling services to victims. The team is activated following a Presidentally-declared disaster and works under the direction of the Federal Emergency Management Agency. In addition to these financial recovery services, HCA also offers a Financial First Aid Kit

Maryland Project

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This project reflects a broader federal initiative supported by the U.S. Departments of Transportation, Justice and Homeland Security to strengthen the protection of critical assets and to promote closer inter-agency cooperation for emergency planning and response. There is growing recognition that transportation resources and intelligent transportation systems in particular have an important role in how we respond to major disasters and terrorist attacks. The Baltimore MMTIS Project promises to be an institutional, financial and operational success story thanks to a viable partnership and strong leadership at the federal, state and regional level.

(EFFAK) and the Personal Disaster Preparedness Guide (PDPG) to help individuals prepare for the financial crisis associated with an emergency. Regardless of income, EFFAK is a tool to assist in identifying and organizing for quick reference financial records to maintain stability when an individual, family, community or Presidentally-declared emergency occurs.

EFFAK is a fill-in-the-blank, prompt-style booklet divided into five parts. The Personal Household Information Section asks for data on each member of the household and emergency contact names, addresses and telephone numbers. The next section, Professional Advisors, is reserved for contact information about family accountants, lawyers, doctors and other professionals. The third section is an inventory of some 50 important documents, grouped by legal papers, tax statements, financial accounts, sources of income, financial obligations, insurance policies, medical records and military documents. A checklist is provided to mark whether a document exists or is needed.

A unique feature of the kit is the next section, which provides suggestions by identifying the best resources for obtaining needed documents. Emergency managers can supplement this section by providing the names, telephone numbers and ad-

resses of the agencies in their city, county and state which provide the various documents.

The focus of the final section deals with the electronic age of recordkeeping by giving the preparer tips on storing information regarding such items as passwords, PIN numbers, account numbers, Web sites and payment due dates. The PDPG is a document to record important recovery information and a checklist to identify all assets and insurance coverage.

If IAEM members are interested in partnering with HCA to have the EFFAK and PDPG as part of their inventory of outreach materials, please contact Fred Smith, Managing Director, at fred.smith@operationhope.org or (213)793-1777, for a free PDF file in Spanish and English.

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The Value of Partnership Between Governmental and Non-Profit Organizations

By Craig Nemitz, CEM, Disaster Services Manager, America's Second Harvest

On Aug. 9, Under Secretary of Department of Homeland Security Michael D. Brown and America's Second Harvest President Robert Forney signed an official Memorandum of Understanding establishing a permanent relationship to bring much needed food and supplies to victims of the nation's worst disasters.

"America's Second Harvest continues to be a critically important FEMA partner in the national, regional, state and local leadership roles it plays in the coordination of volunteers and donated goods," said Brown, who then headed the Federal Emergency Management Agency (FEMA). "Each piece of the disaster assistance pie is equally important and is equally depended upon by the American people. We appreciate the full participation of America's Second Harvest."

Nation's Food Bank Network

As the nation's food bank network, America's Second Harvest works with more than 210 food banks around the country, serving all 50 states and Puerto Rico. The organization distributed more than seven million pounds of relief supplies to nine states and Puerto Rico during the historic 2004 hurricanes. The supplies accounted for 236 truckloads of food, enough to fill a three-mile convoy of trucks bumper-to-bumper. Already this year, America's Second Harvest has provided more than 483,000 pounds of supplies to the areas most affected by Hurricane Dennis.

America's Second Harvest cannot complete its mission alone. It takes dedicated partners to accomplish the tasks at hand. During the 2004 hurricane season,

the food banks affected and the national office of America's Second Harvest collaborated with The Salvation Army, Red Cross, and many more National VOAD members to transport and distribute more than seven million pounds of relief supplies. It also took working hand-in-hand with federal, state, county and local governmental agencies, often in nontraditional ways. Many times our partners and our own members were faced with serious challenges in the midst of the response phase – but having established working relationships in place pre-disaster helped all of us overcome these obstacles and find new and creative ways to solve the problems we faced.

Significance of Partnerships

When roads to and in Florida were closed, we knew we could count on the Corp of Engineers for updated information. When donors began responding to the needs of pet owners, our food banks turned to the Humane Society of the United States for guidance. When lodging for volunteer labor became a problem, FEMA's Voluntary Agency Liaisons provided wisdom and insight. When security became a concern during extended periods without electricity, National Guard units were at our side. These examples, which underscore the significance of partnerships, are almost endless and still continue today with long-term recovery.

A very wise man once said, "At the scene of a disaster is not the time to exchange business cards." The partnerships America's Second Harvest establishes during times of relative calm are in place to help speed relief to people in need – whether those needs are the daily disasters of hunger and poverty or the sudden needs

caused by a manmade or natural catastrophe. We value and appreciate the dedication of our governmental partners and will continue to strive to nurture those relationships.

Working Together To Coordinate Efforts

The recent Memorandum of Understanding provides a framework for FEMA and America's Second Harvest to continue working together in carrying out disaster response and recovery operations. In addition to coordination for distribution of supplies in a disaster, highlights of the agreement include:

- Coordinate outreach campaigns to encourage mitigation of hazard risks and community involvement both before and after disasters occur.

- As permitted by law, FEMA will offer surplus products to America's Second Harvest food banks for use in disaster and/or regular food bank operations.

- Active participation in and support of the national and state-level Volunteer Organizations in Active Disasters to further coordinate relief efforts with other national and state relief groups.

For More Information

America's Second Harvest is the nation's largest non-governmental hunger-relief organization. To learn more, visit our Web site at www.secondharvest.org or contact Craig A Nemitz, CEM, Disaster Services Manager, at cnemitz@secondharvest.org. America's Second Harvest is a proud member of IAEM and National Voluntary Organizations Active in Disasters (NVOAD).

Private-Private and Private-Public Partnerships: The Foggy Bottom Neighborhood Planning Committee

By John Petrie (George Washington University), George Nuñez (George Washington University), Charlie Gleichenhaus (International Monetary Fund), and Jim Remik (Admiral Security)¹

In the years following events of Sept. 11, 2001, partnerships between private and public sectors became critical components of community and private sector comprehensive incident planning efforts. One of the localities where such collaboration became most visible was the Foggy Bottom section of the downtown business district in northwest Washington, D.C. The security enhancement at the White House and other key government buildings, the regular security perimeters established during International Monetary Fund and World Bank meetings, Hurricane Isabel, and the elevated threat level and subsequent hardening of security measures of financial institutions during the summer of 2004, were all examples illustrating how incidents were not confined to a particular facility but in fact had an impact on the greater community. These events also showcased the need for greater partnership among private and public entities.

The District of Columbia's business district is a unique location due to its diversity of institutions. Foggy Bottom and its immediate surrounding area are home to the International Monetary Fund, the World Bank, the Federal Reserve, the U.S. Treasury, the White House, the Department of State, the George Washington University, and numerous national and international business, legal and financial tenants. Furthermore, Metrorail stations in the area serve thousands of employees and visitors each day. Weekends and holidays see crowds in the hundreds of thousands visiting the National Mall immediately to the south of the neighborhood. In an

area with such unique and interrelated characteristics, incident planning and preparedness efforts must take into consideration the plans, procedures, expectations and requirements of the area as a whole. For better or worse, this area is inextricably linked, and planning must deal with this reality.

In Fall 2004, the Neighborhood Planning Committee (NPC) formed to strengthen informal private-private and public-private partnerships among 30 different entities in the Foggy Bottom neighborhood roughly centered on 16th, K, F, and 23rd Streets, N.W. The NPC seeks to foster and strengthen relationships among private sector members and its public sector counterparts by:

- Improving communication and coordination among the private sector.
- Examining – and deconflicting when necessary – provisions in the areas' diverse emergency response plans.
- Exploring shared concerns and collaborating to address them.
- Coordinating with utilities and local and federal authorities, including first responders, the D.C. Emergency Management Agency and the U.S. Department of Homeland Security.
- Collaborating on and participating in incident planning education and training exercises.

Initial collaborative efforts among the neighborhood's private sector and the IMF produced several positive actions, including the creation of:

- A committed steering committee.
- An e-mail listserv of the NPC membership.
- Hosting quarterly collabora-

tive tabletop exercises that engage both private sector members and members from local and federal agencies.

The NPC is now seeking to formalize the process by developing desired objectives and outcomes as part of a strategic plan. With the encouragement of the Department of Homeland Security, the Steering Committee of the NPC is helping expand their model to other Washington, D.C., neighborhoods. According to Dave Crafton of the DHS Directorate of Information Analysis and Infrastructure Protection, "with the (Foggy Bottom NPC) having established trust relationships and exercise experience, we are at a point where they can develop objectives and outcomes. These could be the template for all other (National Capital Region) groups."

The success of this unique private-private and private-public model is not confined to a limited area in Washington, D.C. Members of the NPC have been invited to share this model with their colleagues in other metropolitan areas across the country as a possible model.

Although acutely aware of our limitations and how much can really be accomplished, definite progress can be claimed. The emergency and security managers of this neighborhood now know each other; have a forum for discussion and sharing information before, during and after an incident; and know their public sector counterparts and their capabilities and limitations.

Success here is not the result of broad-based top-down direction. It is the product of local practitioners taking cooperative efforts to coordinate with their private and public neighbors.

¹ The views expressed in this article are those of the authors and should not be attributed to The George Washington University, The International Monetary Fund, or Admiral Security, their Executive Boards or management.

Filling an Important Communication Gap

By Michael S. Williams, President & Executive Director,
Wildland Residents Association, Inc., San Marcos Pass Volunteer Fire Department, California

One of the primary challenges we have in California's San Marcos Pass area is to keep the public informed about flooding, wildland fires, traffic congestion, evacuations and major events. These notifications must be timely and, above all, accurate.

With hundreds of television and radio stations and the Internet, one would think getting emergency information to the public would not be an issue. However, this is not the case. The primary problem is most of these stations are, to a large extent, automated. If something happens on a weekend or holiday, emergency managers are essentially on their own in trying to communicate with the public.

Winter 2005 opened with a vengeance in the San Marcos Pass of Santa Barbara County. Lack of reliable information regarding local landslides, freeway conditions and severe traffic problems from road closures finally became the last straw for the mountain community; because wildfires during the previous summer had caused area residents a similar problem. Getting accurate information from public officials during these emergencies had been, at best, difficult.

To perpetuate the problem, after the crises, local public information officers blamed commercial broadcasters; and broadcasters blamed PIOs. We held several community meetings, but no one had a solution. As an outgrowth of frustration on all sides, a group called Emergency Public Information Communicators Association (EPIC) was formed, composed of public safety agencies, transportation departments, public health groups, the Red Cross, Santa Barbara County Family Support Agency 2-1-1 Services, etc. This became a turning point from which solutions began to grow.

The Wildland Residents Asso-

ciation (WRA)-San Marcos Pass Volunteer Fire Department began working with EPIC, the Santa Barbara Fire Safe Council, other public safety agencies and local commercial broadcasters on one idea in particular: emergency advisory radio.

Research into the matter had revealed that the advisory radio concept, around since the early 1970s (commonly used by departments of transportation and national parks) had, in recent years, evolved into an "emergency advisory radio system" concept of fixed and mobile stations, synchronizeable in multi-station groups – each station in the growable group covering 25-75 square miles. Broadcasting on FCC-dedicated channels (530-1700 kHz) in the AM band, the systems are inexpensive (about \$20K each) and easy for emergency managers themselves to use to reach specific areas with specific messages. We thought, why not create an emergency advisory radio system for San Marcos Pass communities?

After much investigation, the WRA selected Information Station Specialists (ISS) as its vendor of choice. A grant was awarded to cover costs for a fixed ALERT AM® station overlooking the Pass. Within four months, the San Marcos Pass Emergency Radio System (SMPERS)-1040 AM went on the air. The station now provides public service announcements from various state and local agencies. It has already been used for evacuation drills, road closures, landslides and wildfire emergencies.

SMPERS-1040 covers the entire Pass with only six watts of signal. We script and professionally record all broadcasts. Participating local agencies can call announcements into a voicemail-like digital programmer. Emergency messages override general programming,

providing immediate notification to the public directly from the field. The station is equipped to automatically rebroadcast relevant warnings from the NOAA Emergency Alert/Weather System, using Specific-Area Message Encoding that ensures only messages for our county are rebroadcast. The station can store hundreds of pre-recorded messages for immediate use and can handle live updates. We also record various public safety announcements on selected tracks to play as required.

A notable side benefit is the ability of commercial broadcasters to pull emergency information off the station for wider broadcasting, providing on-the-scene information. Public relations, marketing and cooperation with other agencies have made the SMPERS program extraordinarily successful. We remain on good terms with local broadcasters versus competing with them; as an example, they often provide voice talent that keeps our programming professional sounding. Several local electrical vendors have helped, and ISS is always accessible for technical support. In cooperation with the Santa Barbara Fire Safe Council, the WRA supervises station operations, including policies, standards and practices.

Emergency advisory radio fills an important gap in our overall program: reaching our community and motorists with critical information, particularly related to wildfires and evacuations. The WRA received a grant for our system. However, if grant-writing seems prohibitive, managers can build minimal costs for emergency advisory radio stations right into other public projects, such as new schools, fire stations and city halls. We as emergency managers must rely on ourselves, in more ways than one, to reach our own constituencies.

Hurricane Charley: Emergency Support Function #14, Long-Term Recovery Planning

By Daniel Martin, CFM

Emergency Support Function #14

The 2004 hurricane season posed a great challenge to Florida and proved to be an incident of national significance to the United States. On Aug. 14, 2004, the first of two Category 4 hurricanes impacted Florida's southwest coast. Charlotte, DeSoto and Hardee Counties experienced sustained winds that exceeded 145 mph. Destruction totaled more than \$14 billion as the hurricane followed a path up the Peace River. Buildings were demolished, homes were ruined, businesses were destroyed, and lives were disrupted.

Impact on Three Counties

Each of these counties was unique to Florida's diverse environment. Charlotte County was Florida's "hidden gem," the last undeveloped coastal community with a vast future but inadequate infrastructure. DeSoto County was a community that was caught between its historic past and the changing world. Hardee County was the smallest of the three counties, strong in individuality but stranded in an economy that was no longer friendly to farmers and ranchers. Despite differences, the counties had a few similarities:

- Each county had devastating damages and financial impacts.
- Each county's recovery efforts would be a long and strenuous process.
- Each county would require the cooperation of all levels of government, nongovernmental organizations, the private sector and the public.

Although destruction was intense, the wake of the storm did provide an opportunity to rebuild better and more efficiently in order to meet the needs of the community today.

Under Homeland Security Presidential Directive (HSPD) 5, the President directed the development of a new National Response Plan to align federal coordination structures, capabilities and resources into a unified, all-discipline and all-hazard approach. The NRP provides a consistent doctrinal framework at all jurisdictional levels, regardless of the cause, size or complexity of the incident. The NRP's Emergency Support Function #14 – Long Term Recovery and Mitigation Annex – is a mechanism for federal government to support state, regional, local and tribal governments, nongovernmental organizations, and the private sector to recover from the long-term consequences of an incident of national significance.

Steps For Implementation

Post event planning and operations under the NRP - ESF #14 has several steps to ensure the implementation of the community's recovery and mitigation activities that will be needed to provide a sustainable future. These steps consist of:

- Gather and share existing "pre-incident" plans to develop an incident specific action plan to support community recovery and mitigation activities.

- Coordinate appropriate federal programs to support the implementation of long-term recovery plans and funding gaps.
- Coordinate the long-term community recovery efforts with appropriate federal departments and agencies.
- Facilitate recovery decision making across other ESFs.

The Process

It is essential that long-term recovery planning occurs early during the recovery phase. A small team of engineers and planners are mobilized to begin the task of identifying local "pre-disaster" problems and assessing post-disaster damages. The long-term recovery team coordinates with

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Washington State Adopts Crisis Management System With Far-Reaching Implications for Other States

By Gary D. Sabol, APR, Public Relations Manager, Prepared Response, Inc., Seattle, Washington

In an emergency, police, fire and emergency managers know that the more information they have, the better the chances they can save lives and mitigate property damage. This was the thought behind Washington State's First Responder Public Building Mapping program. The system was created in 2003 by State Representative John Lovick, a former Washington State Patrol trooper, who proposed a statewide system to assist law enforcement and other first responders during emergencies. Washington's system is administered by the Washington Association of Sheriffs and Police Chiefs, and is accessible by all first responders in the state, as well as outside agencies who may provide mutual assistance in the event of a major disaster.

Immediate Access To Key Intelligence

The program, also known more generically as a crisis management system (CMS), gives facility managers and first responders immediate access to key intelligence about buildings and other critical infrastructure, including police/fire tactical plans, satellite and geo spatial imagery, interior and exterior photos, floor plans, hazardous materials locations, utility shut-offs, evacuation routes, and more. The program runs on laptop computers, via the Internet or plug-in USB devices, and can be learned by first responders after about 20 minutes of training.

The program already proved to be an effective tool for law enforcement when a distraught student with a gun entered a Spokane high school during the crowded lunch hour. Detailed information about the school building in the state's CMS system

allowed police to isolate the gunman in just 12 minutes, evacuate more than 2,000 students to a pre-established reunification center, and immobilize the gunman. The students were spared the trauma of having to witness the incident and were able to return to their school the very next day. In another incident, a broken sprinkler pipe was quickly shut off by school safety officers who used the program to locate the shut-off valve, saving the school more than \$80,000 in potential repairs.

Technology Behind the System

The technology behind the CMS system comes from a Seattle-based company – Prepared Response, Inc. (PRI). The company, made up of former first responders, disaster response professionals and software developers, enhanced a program developed by law enforcement professionals following the Columbine High School incident. The program, called Rapid Responder™, is a sophisticated crisis management system that is currently used by more than 350 public safety agencies across the United States, and protects more than 1,050 sites and 3,806 individual buildings.

The core value of the Rapid Responder system is its ability to help build collaboration between public and private entities, to serve as a single source for emergency information for an entire region or state, and to provide access to other agencies during major emergencies. As former first responders, the Prepared Response team understands the value of interagency cooperation, coordination and preplanning. As such, the first step of implementation of the Rapid Responder

system is a series of preplanning meetings with all stakeholders. Facility managers meet with their local police and fire representatives to discuss how each agency will respond to various emergency scenarios. Aerial photos of buildings are projected on a wall, and each agency discusses the best locations for the command center, observation posts, triage areas and helicopter landing zones. Special icons are added to the aerial images denoting these locations, and the images are added to the master database. Agencies also review their preplans, talk about their interdependencies, and discuss how they can work together more effectively.

Once the pre-plans are established, a data collection team from Prepared Response digitally maps each venue, cataloguing more than 300 data points per building at a typical location. These include tactical plans, satellite imagery, interior and exterior photos, floor plans, command posts, observation posts, staging areas, triage areas, hazardous materials locations, utility shut-offs, as well as coordinates of helicopter landing zones, evacuation routes, relocation centers, and more.

The pre-plans, along with all other relevant data, then go through a stringent quality control process and are loaded into a master database and distributed electronically to the various stakeholders. If any key information changes at a facility, a local program administrator inputs the changes to a master database via the Internet. The updated information is then downloaded to all stakeholders, ensuring that all parties have access to the most current data. The system has been very well received by facility

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CDIS Community Model for Disaster Preparedness

By Anne Hutton, American Red Cross, Orange County Chapter, Santa Ana, California, and Douglas Troy, Jean Vanderbeek & Anne Carson, Miami University, Oxford, Ohio

The American Red Cross, as authorized by the U.S. Congress in 1905, responds immediately to approximately 67,000 disasters a year. This humanitarian organization, led by volunteers, provides shelter, food, and health and mental health services to victims of natural and manmade disasters.

There are more than 800 local Red Cross chapters that provide almost daily relief services for disasters such as single family house fires. When the scope of a disaster response exceeds the capability and resources of a local chapter, Red Cross volunteers and staff from other chapters are mobilized to augment the local personnel. Local disaster workers as well as those brought in from other chapters are often unfamiliar with the resources in the affected community.

The challenge is for them to know where local community services and material goods can be found. Examples include medical equipment suppliers, emergency housing, health facilities, 24-hour pharmacies, public health information, hospitals, food pantries, hotels, emergency shelters and transportation services. Although some communities have Information and Referral or 2-1-1 systems, no uniform information system is in place to provide these workers with the information that they need to assist the victims of the disaster.

Red Cross volunteers maintain an informal database of information compiled in loose-leaf notebooks or file folders and make use of phone directories. They share information informally with other disaster responders in their localities. This method of data management is inadequate, can easily be destroyed or lost, and results in:

- Incomplete information that is not comprehensive and is not indexed or searchable.

- Difficulty in dissemination.
- Duplication of effort.
- Only local availability that is inadequate for national response to disasters.

- Difficulty in maintaining currency of resources.

The inadequacy of this form of information during a disaster relief operation of any size can frustrate disaster workers and cause service delays for clients. Researchers at Miami University have developed and are evaluating an information system to address these information management problems. The Community Disaster Information System (CDIS) provides Red Cross workers with immediate access to high quality resource information during times of disaster, as well as creating an important management tool to help Red Cross chapters assess and organize community resource information. CDIS consists of a central database housed at Miami University, a Web interface for data entry, information query and administration, as well as software to enable access to the database using personal digital assistants (PDAs) at disaster sites.

The CDIS project is undergoing field testing¹. The phases of the project are: Deploy CDIS to test sites and begin data entry (2004-2005); introduce PDAs to the test sites (2005-2006); and evaluate the system in a national emergency situation (2006-2007). Assessment is ongoing in all phases.

The first phase of the CDIS project involves Red Cross volunteers and staff at six test sites locating and entering their resource data. Chapters had a difficult time collecting current information from community resources and vendors, making data entry time consuming and challenging. In response to this, we developed a collaborative community preparedness model to facilitate the overall process of

locating, entering and maintaining information about suppliers of goods and services.

The Community Model for Disaster Preparedness is a management process that uses CDIS as a vehicle to form partnerships between Red Cross chapters and community organizations. Agencies and businesses that provide disaster relief resources work with the Red Cross to develop and maintain the information that is input into the information system. In the process, additional community services for Red Cross clients are identified. CDIS has expanded from a disaster response tool to a comprehensive social service resource that is inclusive of disaster-specific information maintained by a collaborative relationship between the Red Cross and the community.

Chapters and community organizations that have adopted this collaborative model have responded positively regarding the validity and currency of the information. Using CDIS in this manner has led to new service offerings to Red Cross clients while simultaneously providing effective client referrals. Red Cross workers benefit by devoting more time to outreach and working with clients and less time to data entry and maintenance tasks. The community partners benefit by having access to information in the CDIS database. Overall, the community is better prepared to respond to emergency and disaster events.

Please see <http://www.rdciami.org> for more information about the CDIS project, or contact us at CDIS@muohio.edu.

¹ Funding for CDIS is provided in part by a grant from the National Institutes of Health/National Library of Medicine.

Successful Global Emergency Management Conferences

By Kay C. Goss, CEM, Electronic Data Systems (EDS)

International emergency management, and related, conferences offer abundant professional opportunities for networking, research, service and growth. Many conferences that originally served the policy areas of energy, environment, sustainable development, climate, geography, sociology, public administration, fire service, law enforcement, emergency medical services and 911 centers, among others, now also at least touch on and often cover emergency management and disaster reduction in both plenary and breakout sessions.

Our profession's profile is rising in every country worldwide, especially since Sept. 11, 2001. Now Hurricane Katrina has completed the circle, resulting in global recognition of the importance of an all-hazards preparedness emphasis.

G8 Summit in Scotland

Disaster risk reduction was an issue in the recent **G8 Summit in Gleneagles, Scotland (UK)**. The future of disaster risk reduction was specifically addressed, and greater support was voiced for a more effective international strategy for disaster reduction – including implementation of the Hyogo Framework for Action 2005-2015: “Building the Resilience of Nations and Communities to Disasters,” with strong leadership from the United Nations.

In calling for greater support for a more effective international strategy, the leaders of the most industrialized countries have agreed to provide more resources for disaster reduction. More information is available at

www.unisdr.org/eng/media-room/press-release/2005/PostG8_Gleneagles_Tsunami.pdf.

IAEM Annual Conference

The leading international conference of local emergency managers is held by the **International Association of Emergency Managers**, with this year's conference scheduled in November in Phoenix, Arizona. The IAEM 53rd Annual Conference & EMEX Exhibit is built around the conference theme of “Emergency Management: Local, Regional and Global Successes.” This conference provides a forum for current trends, topics and the latest tools and technology in emergency management and homeland security. The program features NIMS/NRP, outcome-based emergency management, the power of inter-regional relationships, business continuity, and other case studies and lessons learned from disasters.

Sessions encourage stakeholders at all levels of government, the private sector, public health and related professions to exchange ideas on collaborating to protect lives and property from disaster. The EMEX Exhibit features all significant suppliers; a floor plan is at www.emex.org. For more conference information, visit www.iaem.com.

Other Recent Conferences

Other excellent recent conferences include:

■ **The 15th Annual World Conference on Disaster Management**, sponsored by the Canadian Centre for Emergency

Preparedness in July in Toronto, brought together experts from across the globe in order to listen and learn, plan and prepare, educate and exchange views on the lessons to be learned from all disciplines of disaster and emergency management. For those in the fields of emergency management or business continuity, this annual conference is a unique opportunity to develop and nurture ongoing relationships with a roster of international experts and peers from around the globe. The conference was attended by 1,500 delegates from more than 50 countries.

Among the highlights were:

- *The Canadian Forces Disaster Assistance Response Team (DART)* is a unique organization created to deploy to a crisis situation anywhere in the world – in situations ranging from natural disasters to complex humanitarian emergencies. The DART, formed in June 1996, gives Canada additional capabilities for speedy response to requests for humanitarian assistance and disaster relief. This military team deploys quickly into a crisis area, bridging the gap until members of the international community arrive to provide long-term help.

- *Ontario's Emergency Medical Assistance Team (EMAT)* is a first in Canada and a breakthrough in emergency preparedness in Ontario. EMAT can be sent to the aid of local communities anywhere in Ontario, within 24 hours of an infectious disease outbreak, health emergency or other disaster. EMAT is a mobile acute-care field unit consisting of 20 negative-pressure tents staffed by a team of healthcare professionals. The self-sufficient unit features the most up-to-date medical equipment and supplies, a communications center and its own supply of electricity and water.

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Integrating First Responder Training

By Judy L. Harmon, Program Coordinator-Training,
Pierce County Dept. of Emergency Management, Tacoma, Washington

An explosion occurs on opening day of a state fair, resulting in 200 dead and 1,000 injured. Initial reports from private security indicate possible radiation and/or chemical exposures. First-arriving responders recognize the magnitude of the situation, and requests for mutual aid go out to three regional SWAT teams, lab teams, hazmat, bomb squads, fire departments with special high angle and confined space teams, emergency medical services, and law enforcement. Additional assistance is requested from local military bases with their civil support teams, SMART teams, and military emergency operations centers. The American Red Cross and chaplaincy programs are immediately notified, as well as the public health department, several public works departments and local hospitals. A joint information center is established. The number of involved agencies and jurisdictions grows quickly.

Not An Unlikely Scenario

This is not an unlikely scenario in today's world. The advantage we have in Pierce County, Washington, is that some of those responding to this type of scene would recognize each other from previous classes and exercises. As stewards of an Office of Domestic Preparedness (ODP) grant to help provide training on weapons of mass destruction (WMD) and CBRNE (chemical, biological, radiological, nuclear and explosive) agents, it was our department's responsibility to develop a plan to get first responders trained.

We started by using a threat assessment that quantified how many needed awareness, operational and technical training. Then a basic ODP WMD awareness class was selected for our "first

responders" (law enforcement, fire service, hazmat, emergency medical services, public health, public works, healthcare, transportation, communication, and community-based volunteer agencies).

Trainers, with varying degrees of knowledge and experience, were recruited from all the disciplines. They attended an integrated train-the-trainer class. We decided early on that when we offered the full-day class, we would use two trainers from two different disciplines to blend perspectives. That meant a firefighter might teach with a SWAT officer, or a volunteer chaplain with someone from public health. A dispatcher might be paired with a transit driver, or a nurse with a hazmat technician. The trainers are extra-hires of Pierce County. Class administration is coordinated by the county, while the ODP grant pays the salaries.

Classes were scheduled at locations across the county. A marketing package was developed to explain the training and the reimbursement process. The ODP grant reimburses agencies for the overtime or backfill costs for their personnel to attend class. Personal contacts were made with discipline leadership to encourage their support of the training. The classes soon began to fill, and the class discussions were proving as valuable as the curriculum itself.

The participants understood that due to the nature of a WMD incident, there would be many involved. As they learned about the various agents, methods of self-protection, and concepts of unified command, they began talking about the ways different disciplines would respond. Dispatchers would explain how they would handle the initial call and how escalating information might be received. Concepts of time, distance and shielding were discussed, and what

it might mean to a police officer, firefighter, public works personnel or volunteer chaplain. Isolation and quarantine issues were raised. Concerns about interoperability were identified.

The classroom doesn't allow for all the questions to be answered. But mutual respect has grown as agencies have begun to better understand some of the challenges they face and how they all need to fit into the picture. Some fine-tuning needs to be done to existing processes, and in other cases new ones need to be developed. Additional mutual aid agreements need to be developed, hard questions need to be asked about authority, decisions about regional equipment purchases have to be made, and joint planning is needed for regional exercises. The work has begun. Over the first year of the one WMD awareness class, 71 agencies participated and 1,734 first responders were trained. Regional purchases of equipment were made, and joint exercises were held.

Looking Forward

This same model is now being used for more advanced classes. Efforts are still made to integrate training whenever possible. Additionally, a joint regional training committee meets monthly to review requests for more advanced training and to decide how to spend the ODP grant funds. This allows all disciplines to help in deciding what training is approved and who receives it. It is important that concerns and issues about integrated response be identified before an incident occurs – integrated training helps provide such opportunities. For more information about our program, please contact me at jharmon@co.pierce.wa.us or 253-798-2108.

Hurricane Charley

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ongoing recovery efforts and collaborates with community leaders and local officials to identify the community's long-term vision. Public meetings and forums are held to solicit public input and build consensus of long-term visions, values and priorities of the community as a whole. A long-term recovery plan is developed and supported by local, state and federal governments. Finally, a federal-state task force is initiated to work with local officials and recovery managers to match projects with potential resources.

Long-Term Recovery From Hurricane Charley

Hurricane Charley caused \$14 billion in damage across a tri-county area. Despite this destruction, Charlotte, DeSoto and Hardee Counties saw a unique opportunity to capitalize on the damages to prevent destruction from future hurricanes, improve infrastructure,

develop adequate housing, and create jobs. The federal and state governments, as well as a team of engineers and planners, implanted themselves into these communities to work with local officials, leaders and the public to identify their needs and long-term vision. A regional newspaper ran periodic articles and inserts on the progress of long-term recovery efforts. This regional newspaper also motivated the public to participate in the process.

Implementing Long-Term Vision

Today, local officials, community leaders and the public work cohesively with state and federal officials to implement this long-term vision. Although these communities were vastly different, they now have one similar motive: to develop a sustainable recovery and future from the destructive forces of Hurricane Charley.

To view the long-term recovery plans for Charlotte, DeSoto and Hardee counties, www.dca.state.fl.us/recovery/index.cfm.

EM Conferences

(continued from page 16)

■ **The International Conference on Energy, Environment and Disasters**, sponsored by the Global Alliance for Disaster Reduction, the University of North Carolina at Charlotte, and UNESCO, met in July in Charlotte, N.C. Abstracts from 469 international participants from 53 countries were submitted for presentations at the conference and are available at www.iseeg.giees.uncc.edu/inceed2005

■ **APCO International's 71st Annual Conference & Exposition** was held in July in Denver. Innovative and participatory combinations of informative

sessions, instructional workshops and progressive presentations by industry professionals are the traditional format.

This year, former Homeland Security Secretary Tom Ridge opened the conference by saying, "You can't secure the country from inside the Beltway." His message emphasized the critical role that public safety telecommunications plays in keeping the United States safe and secure. Secretary Ridge called APCO an "all-hazards group" whose mission includes homeland security, emergency management, and response on all levels, from natural disasters to large-scale incidents to the everyday emergencies in our communities.

Washington State

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owners because, for the first time, they have the opportunity to meet with their local police and fire personnel and discuss how those agencies would respond to a wide variety of emergency incidents at their facility.

The impact of what Washington state has done has far-reaching implications for other states. Through a relatively modest investment, the state of Washington has provided its first responders with state-of-the-art technology, allowing them to respond to a wide variety of emergencies quicker, safer, and more effectively. Other states across the nation have begun reviewing their disaster preparedness programs and are starting to introduce legislation that could prove invaluable to securing their critical infrastructure from natural disasters, acts of terrorism and other emergencies.

To help expedite acquisition of the Rapid Responder system by first responders, the system was recently listed on the Department of Homeland Security's Authorized Equipment List (AEL), which facilitates funding for the program through DHS grants.

About Prepared Response, Inc.

Prepared Response develops and maintains security applications for public and private sector use designed to help save lives and mitigate property damage. The Rapid Responder application allows emergency response personnel and others to act quickly, decisively and safely during any facility-related emergency incident. The privately held company, headquartered in Seattle, was formed in September 2000.

For more information on how Prepared Response and its Rapid Response technology, please visit www.preparedresponse.com.

Fanning the Flames of Catastrophic Urban-Wildland Fires

By Cheryl Miller, Staff Support, Hills Emergency Forum, San Francisco Bay Area, California

The traditional focus on response and suppression can fan the flames of catastrophic urban-wildland interface fires. What is often underestimated is the value and importance of agencies working together. The Hills Emergency Forum (HEF) offers a regional alternative to traditional approaches that can create a successful, collaborative solution to reduce the heat.

The Tunnel Fire on Oct. 18, 1991, in the Oakland/Berkeley hills in northern California, is still the most damaging single urban-wildland interface fire in the United States. It caused 25 deaths and destroyed more than 3,000 homes, causing an estimated \$1.7 billion of insured property damage (1991 dollars) in less than 48 hours. Fire does not recognize jurisdictional boundaries, and this one highlighted the need for regional collaboration and multi-jurisdictional hazard mitigation.

In the Oakland-Berkeley hills area, this need is being met by eight organizations who were directly impacted by the Tunnel Fire. In 1992, these organizations formed a coalition to address the issues of regional hazard mitigation. The success of the HEF is based on the diversity of its members – cities, special districts, state and federal agencies – that manage lands within this geographic area.

Urban-wildland interface fires have been a continual threat since the mid-19th century, when housing began to expand into the East Bay hills, located on the western rim of the San Francisco Bay area. Large fires in the area are not uncommon, and more than a dozen have scarred the area since 1923. After most of those fires, the public and political reaction was focused on improving firefighter

response and suppression capability. Despite such a long history of fire and the recognized need for response coordination, no agency or group was willing to assume the responsibility for ongoing multi-jurisdictional pre-fire planning.

After the Tunnel Fire in 1991, a different approach was fashioned. On the second anniversary of the 1991 fire, six organizations signed a letter of intent creating the Hills Emergency Forum. The original members were the Cities of Berkeley and Oakland, the University of California at Berkeley, the Lawrence Berkeley National Laboratory, the East Bay Hills Regional Park District and the East Bay Hills Municipal Water District. In 2001, the City of El Cerrito and California Department of Forestry and Fire Protection (CDF) joined the group.

With just a letter of intent, the agencies that make up the HEF have worked together effectively for 13 years. The HEF has developed protocols for dealing with issues related to jurisdictional powers and differences of opinion on policy or procedure, as well as how to officially “cite” each other for compliance violations. Within its “informal” nature, the HEF has expanded the ability of these agencies to share viewpoints, resources and information. More important, they have jointly participated in projects that reduce the threat of fire in the East Bay Hills.

Early in its development, the HEF focused on the political necessity of disaster recovery and response questions raised during the Tunnel Fire. Leadership belonged to the executives of each of these organizations and the staff work was done by an ongoing workgroup.

HEF has continued to address long-term recovery in the years since. They formed the Vegetation

Management Consortium, which developed a coordinated plan for hazard mitigation. They provided input and assistance to various bills in the California legislation. HEF members expanded their Mutual Response Agreements and developed Automatic Response Agreements so other agencies could serve as first responders to a fire. They promoted the formation of special tax assessment districts to fund increased fire protection activities in Berkeley and Oakland, and encouraged installation of Remote Automated Weather Stations (RAWS) throughout the region to provide better information on local weather conditions. The last of the recovery tasks from the Tunnel Fire was the completion and acceptance of the Fire Hazard Mitigation and Fuel Management Plan. This FEMA/OES-funded pilot project provided a valuable regional strategy for mitigation (similar to the nationally promoted Community Wildfire Protection Plans and Multi-hazard Disaster Mitigation Plans). The 1995 plan continues to be used and refined in the region today.

In 1996, the focus moved from recovery to mitigation, planning and long-term sustainability. The group expanded to establish new regional standards, sponsor training, improve planning and facilitate fuel removal projects. In 1999, they renewed their letter of intent and set new goals for the millennium. HEF developed “The After Action Report—Ten Years After” in 2001, to provide a regional assessment of progress made since the 1991 fire and recommend ways to improve our regional preparedness in the future. They collaborated with groups to sponsor conferences designed to share the latest research on minimizing losses in

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IAEM: Working for You

download current and back issues of the *IAEM Bulletin* at www.iaem.com.

■ **IAEM Comments on National Preparedness Goal.** IAEM member Steve Detwiler recently compiled comments of IAEM members on the National Preparedness Goal at the request of the Dept. of Homeland Security.

■ **IAEM Offers Assistance to new House Homeland Security Committee Chairman.** IAEM recently contacted the new chairman of the House Homeland Security Committee, Rep. Peter T. King (R-NY) to establish relations and offer input on behalf of the local emergency management community in the United States. The House Homeland Security Committee is the principal oversight panel for the U.S. Dept. of Homeland Security.

King, who previously led the Subcommittee on Emergency Preparedness, Science and Technology, is serving his seventh term representing New York's Third District. He replaces former Rep. Christopher Cox (R-CA), who left Congress in July to chair the Securities and Exchange Commission. "In the wake of Hurricane Katrina, we know that we have a tremendous responsibility to ensure

that the nation is prepared to respond to all catastrophic events, whether terrorist attacks or natural disasters," King recently noted. "This committee has an important mission to protect all Americans, and I am honored to serve as its chairman."

■ **Certified Emergency Managers® Provide Input Through IAEM Survey.** Current and past Certified Emergency Managers® were recently asked to complete a short online survey regarding recertification procedures for the Certified Emergency Manager® Program.

Survey participants were asked if they would be more likely to maintain their CEM® certification if the recertification occurred every three years rather than every five years. Respondents preferred by 77% to retain the current five-year recertification time frame.

When asked whether they would be more likely to maintain their CEM® designation if they were allowed to make up a shortfall in continuing education/training with additional professional contributions (and vice versa) via an overall application "point" system, 79% of respondents said they would support this change.

Of the participants in this survey, 43% were current CEM®s, 22% were past CEM®s, and 18% were enrolled in the CEM® Program but hadn't yet submitted their application.

When past CEM®s were asked why they let their certification expire, 39% said the

CEM® maintenance form is too complicated/cumbersome, 34% said the CEM® maintenance requirements are too difficult to meet, 33% said the CEM® \$200 maintenance fee is too expensive, 22% said having the CEM® did not accomplish what they thought it would, and 14% said they had procrastinated. Of the respondents, 9% had changed careers and 9% had retired. No one said that any other certification would better meet their needs.

IAEM and the CEM® Commission thank all participants in the CEM® Survey for their input, and they want you to know that your opinions counted.

Urban-Wildland Fires

(continued from page 19)

California's urban-wildland interface.

As the HEF approaches the 15th anniversary of the Tunnel Fire in 2006, it continues to adapt to member needs. Only one of the founding leaders remains, and most of the monthly workgroup is second or third generation. The longevity of the organization is due to clear communication of its primary focus – interface fire prevention in the Oakland Berkeley Hills. The monthly staff meetings allow each organization to discuss "hot topics," new issues and upcoming opportunities, and develop strong working relationships.

The HEF represents the way to use collaboration to expand the traditional focus of response and suppression to include pre-planning and mitigation. This integration provides a successful model to turn down the heat of catastrophic urban wildland interface fires.

More information about the HEF and its projects can be found at www.lbl.gov/ehs/hef.



From left are: Mike Selves, CEM, Director of EM & Homeland Security, Johnson County, Kansas, Dewayne West, CEM, IAEM President, and Col. William Seck, head of the Kansas Highway Patrol. West was the keynote speaker at the Kansas Emergency Management Association Conference.

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Student News

UNT Chapter Report

The International Emergency Management Student Association (IEMSA) is a student organization for the Emergency Administration and Planning Degree at the University of North Texas and a chapter of IAEM. IEMSA helps students receive additional training outside of class, organizes network opportunities with professionals in the field, promotes emergency preparedness activities within the community, attends conferences, participates in disaster exercises, and takes field trips to local sites and EOCs.

The UNT chapter had a very successful spring semester in 2005, including a wonderful turnout at our annual Alumni/Student Picnic at Lake Lewisville, Texas, with a record 70 attendees. For the fall semester, we already have several

events planned. IAEM members are always invited to attend these events; please e-mail us for more information. IEMSA looks forward to developing a closer relationship with the IAEM organization!

The officers of the UNT chapter for Fall 2005 are:

- Sarah Williamson, President.
- Theresa Lombardi, Vice-President.
- Sarah Moore, Treasurer.
- Chip Orton, Secretary.

You may contact the UNT chapter at: untiemsa@yahoo.com.

UNT Chapter Calendar Fall 2005

Sept. 3, DMORT Trailer Tour: Tour a command trailer that is deployed during mass casualty incidents, and view all the equipment used to help a community recover.

Sept. 13-14, National Preparedness Month: We will have a booth on campus to distribute disaster preparedness guides to increase awareness.

Oct. 9-11, UNT Disaster Day Conference, Denton, Texas.

Oct. 15, Oklahoma City Memorial Trip: Tour the memorial and museum to learn more about the tragedy and to pay your respects to those who lost their lives.

Oct. 29, IEMSA Annual UNT Homecoming Tailgate Party.

– Sarah Williamson

The *IAEM Bulletin* welcomes news items on student chapter activities. Please e-mail your news to Editor Karen Thompson at thompson@iaem.com.

Metropolitan College ad - printer to insert

E.M. Calendar

- Oct. 17-18 Nuclear Biological Chemical International Conference, Brussels, Belgium, www.smi-online.co.uk/nbcint21.asp.
- Oct. 25-26 SIA Business Continuity Planning Conference & Exhibit, Brooklyn, NY, www.sia.com/bcp05/.
- Oct. 31-
Nov. 2 DOJ-DHS Technologies for Critical Incident Response Conference & Exposition 2005, San Diego, CA, www.ctc.org.
- Nov. 9-11 Asia Homeland Security 2005, Safety & Security Asia 2005, and Fire Asia 2005, Singapore. For details, visit www.cemssvs.com.sg.
- Nov. 11-16 **IAEM 2005 Annual Conference & EMEX Exhibit**, "Emergency Management: Local, Regional and Global Successes," Phoenix, AZ. Register at www.iaem.com.
- Nov. 17 NCS Telecommunications Emergency Response Training Seminar for Federal Region III, Philadelphia, PA, www.ncs.gov/tpos/.
- Mar. 1-2,
2006 GOVSEC Asia, Asia Law Enforcement & Asia Ready, Hong Kong, www.infoexws.com. This conference is endorsed by IAEM and will assemble leaders in government security, law enforcement and EM to focus on solutions to current issues crucial to national security.
- May 14-17 ISCRAM 2006, 3rd International Conference on Information Systems for Crisis Response and Management, New Jersey Institute of Technology, Newark, N.J., www.iscram.org.

IAEM Bulletin Online

There's more to this month's *IAEM Bulletin* than what arrives in your mailbox. Download your copy of the **extended electronic version** of the October 2005 *IAEM Bulletin* on the *IAEM Bulletin* page in the Members Only area at www.iaem.com.

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Extra material in the online version includes (alphabetical by author last name):

■ "Operation Safe Platform Tests Ramsey's Public Safety Agencies," by Michael F. Adams, Ramsey EM Coordinator, N.J.

■ "Municipal Security Team/Emergency Services Operations Group," by J. Robert Johnson, CEM, MPEM, CHS-III, City of Sterling Heights Office of Emergency Management.

■ "EDITS 2005: One Mission, One Team," by Susan E. Spinella, Assistant Director, Center for Sustainable Communities, Temple University Ambler, and Richard M. Lesniak, Code Enforcement Officer/Fire Marshal and Deputy EM Coordinator, Springfield Township, Montgomery County, Pa.

■ IAEM New Member Listing, Aug. 16-Sept. 15, 2005.

■ E.M. News and Resources.

Member News

■ **Jim Cook Accepts New Position.** Jim Cook, CEM has announced that his last day as Director of the Atlanta-Fulton County Emergency Management Agency will be Sept. 30. His assistant director, Pansy Ricks, will become acting director on Oct. 1 until a permanent appointment is made. Cook has accepted a position with Emergency Services Integrators, a provider of EM software. He will be heading a new services unit dedicated to supporting customers with configuration services, training, and drill and exercise scenarios.

■ **San Diego OES Receives Recognition.** IAEM member Deborah Steffen, Director, Office of Emergency Services, San Diego County, reports that San Diego OES recently received four national awards from the National Association of Counties, including the best-in-category award for emergency management and response.

■ **Frank Gurcsik Accepts New Position.** Capt. Frank Gurcsik, MS, CEM, reports that he has accepted the position of Emergency Management Coordinator for Washington Township, N.J. Gurcsik noted that newspaper coverage of this appointment pointed out that he is a Certified Emergency Manager® and that this was an important consideration in the appointment.

■ **Frank Gutierrez Named EM Coordinator.** Frank Gutierrez was promoted to EM Coordinator at the Harris County Office of Homeland Security & Emergency Management, formerly known as Harris County Office of Emergency Management, following the retirement of Jim White. Mike Stotler was promoted to Operations Manager, Rusty Cornelius was promoted to Administrative Coordinator, and Jennifer Suter has taken the position of Community Liaison.

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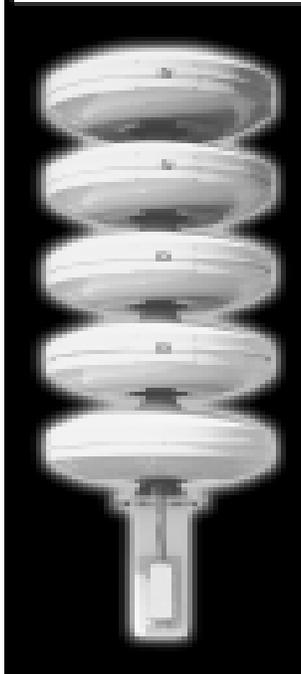
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