

**Statement**

**Of**

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**Before the**

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Subcommittee on State, Local, & Private Sector  
Preparedness and Integration  
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## Introduction

Chairman Pryor, Ranking Member Sununu, and Members of the Subcommittee, my name is Dennis Schrader and I serve as Deputy Administrator for the National Preparedness Directorate of the Federal Emergency Management Agency (FEMA) in the Department of Homeland Security (DHS). I am honored to appear before you today to discuss the Department's individual and community preparedness efforts.

The principles of individual and community preparedness are rooted in the founding ideology of our nation. Civic responsibility and self-reliance are the underpinnings of our democratic republic. These principles are also at the heart of achieving a culture of preparedness through the active participation of every American. Whether they are taking an active role in community planning, serving as trained volunteers, or taking personal responsibility for preparing themselves, all Americans have a critical role to play in preparing for and responding to disasters.

Citizen preparedness and participation has been a cornerstone of homeland security efforts since World War I. Unfortunately, government approaches to this mission have changed frequently and policy has often been shaped by a specific perceived threat or in reaction to a major natural disaster, from an emphasis on fallout shelters to evacuation planning, from the focused concern of cold war weaponry to periodic "dual-use" approaches combining preparedness for military attacks with preparedness for natural disasters. Funding has also been inconsistent with a direct correlation on levels of implementation.<sup>1</sup>

Following the attacks of September 11, 2001, President George W. Bush issued Executive Order 13234 on November 9, 2001, to identify ways "to support and enhance the efforts of the American public with respect to preparedness and volunteerism in the war on terrorism." Mindful of the threat of terrorism in the United States, as well as vulnerabilities to natural disasters and hazardous materials, the resulting strategic policy was an all-hazards approach to citizen preparedness and participation. On January 29, 2002, the President announced the creation of Citizen Corps as a White House initiative with operational responsibility assigned to FEMA.

Building on historic approaches to citizen preparedness, the Citizen Corps strategy is based on the following tenets: government must collaborate with civic leaders; local implementation is essential; and national support must include consistent policy and guidance, tools and resources adaptable for local use, and building awareness through a national voice. Citizen Corps is the Department's principle community preparedness strategy and is administered nationally by FEMA's Community Preparedness Division.

Numerous other offices and divisions within the Department support collaboration with non-governmental leaders and outreach to the public, including the DHS Center for Faith-Based and Community Initiatives, FEMA's Voluntary Agency Liaisons, the DHS and FEMA Offices of Private Sector, DHS's *Ready* Campaign, the DHS Office for Civil

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<sup>1</sup> DHS publication *Civil Defense and Homeland Security: A Short History of National Preparedness Efforts*

Rights and Civil Liberties, FEMA's National Disability Coordinator, FEMA's National Integration Center and Technological Hazards Division, FEMA's Mitigation Directorate, the DHS Office of Health Affairs, and the Coast Guard.

### **Local Collaboration, Local Implementation**

The importance of citizen preparedness is irrefutable. With uniformed emergency responders (sworn officers, firefighters, and EMT/paramedics) making up less than one percent of the total U.S. population, it is clear they will be overwhelmed in a crisis and that citizens must be better prepared, trained, and practiced on how to take care of themselves in those first, crucial hours.

Effective emergency management and emergency response requires the participation of community leaders in developing community emergency response plans, conducting localized outreach and education to the public, promoting training, participating in exercises, encouraging volunteerism, and of course, should the worst happen, being an integral part of the response. The foundation of the current national strategy on citizen preparedness and participation is creating an effective organizational structure at the local level to foster this collaboration between government and civic leaders from all sectors and then using this structure to reach everyone in the community. This is the Citizen Corps Council.

It should be noted that many non-profit organizations and businesses have a relationship with government for disaster preparedness and response. The American Red Cross provides an invaluable contribution by conducting first aid courses and by providing trained Red Cross volunteers in response. The volunteers from the member organizations of the National Voluntary Organizations Active in Disaster (NVOAD) are equally critical in supporting government in response. But the current era requires that the government take a more active role in partnering with the full spectrum of non-governmental entities.

The distinction between the Citizen Corps Councils and other collaborative bodies with a disaster preparedness or response mission is that Citizen Corps Councils are sponsored by government; a Citizen Corps Council must be endorsed by the local elected leader or by the emergency manager or homeland security official. The support and participation of emergency managers on the Council is critical to success. FEMA has worked closely with the National Emergency Management Association and the International Association of Emergency Managers to strengthen this collaboration at the local level. Another distinction is the breadth of intended community representation and the scope of potential activities, to include citizen collaboration with law enforcement, the fire service, and public health. Citizen Corps plays a critical role in facilitating and fostering preparedness activities among entities that have not traditionally been involved in emergency management.

Each community and region determines the appropriate geographic boundaries that its Council will serve and determines participation on the Council to reflect the composition of the community, to include elected leadership, emergency responders, business leaders

(especially owners of critical infrastructure), non-profit organizations, faith-based and community-based organizations, and advocacy organizations for specific targeted audiences. Council goals and outreach strategies are also tailored to community vulnerabilities, community population, and specific community plans for evacuation, sheltering, and other response protocols. Allowing for the unique attributes of each community, these Councils examine community preparedness from a multi-discipline, comprehensive standpoint and work to engage citizens as strategic partners in community preparedness.

The multi-discipline collaboration achieved through Citizen Corps provides economies of scope and scale in implementing programs and activities. Having all decision makers at the table enables the community to review existing resources, identify and fill gaps, engage community resources strategically, leverage mutually supportive endeavors among the represented groups, and coordinate the planning process with input from multiple sectors. And, as we know, having established working relationships before an incident occurs also makes response coordination more effective.

The programs and activities the Council implements help emergency responders tap the community's greatest resource – the voice and the power of the people. In addition, when emergency responders openly engage the public in preparedness and risk mitigation measures, training, exercises, and volunteer support, the public develops greater trust and appreciation for the responsibilities and services provided by those in uniform. This trust is critical when the public must respond to urgent information and directives during a crisis. Community resilience is built through integrating preparedness and full community resources into meeting everyday challenges that strengthen community relationships and resources.

We know this approach works. Three days after Hurricane Katrina made landfall, mass evacuations had resumed, and the first bus loads had arrived at the Astrodome in Houston, Texas. In the end, the Harris County Citizen Corps Councils coordinated over 60,000 volunteers and private sector resources to serve the over 65,000 evacuees housed in the Reliant City complex in Houston. The White House Report *The Federal Response to Hurricane Katrina: Lessons Learned*, noted that the Harris County Citizen Corps was a success because “they had coordinated ahead of time with local businesses and volunteer groups, and because they were familiar with and implemented elements of the Incident Command System.” And throughout the country, in 44 states, other Citizen Corps Councils, their partners and affiliates, and other grassroots organizations set up additional shelters to welcome evacuees affected by Hurricane Katrina. Tens of thousands of volunteers helped staff these shelters and assisted the evacuated citizens of the Gulf Coast with needed social services and with seeking disaster assistance.

Nearly 2,300 local and tribal Citizen Corps Councils have been approved by State Citizen Corps Program Managers and posted on the national Citizen Corps website. The jurisdictions covered by these Councils represent over 78 percent of the total U.S. population. An expanded on-line data collection tool on the specific membership and

activities of these Councils is in development and should be implemented early next year. An on-line collection tool for good stories/best practices is also in development.

The State Citizen Corps Program Manager is appointed by the Governor, and State Citizen Corps Councils are comprised of state level representatives from organizations representing government, the private sector, faith-based organizations, civic groups, and advocacy groups. State Council members and other state officials provide support for local preparedness efforts. The National Citizen Corps Council brings together more than 75 national non-governmental organizations and Federal agencies to collaborate across the responder disciplines and non-governmental sectors to support Federal, State, and local preparedness.

While we have made tremendous progress in building a collaborative infrastructure across the nation, there are challenges towards achieving our goal of actively involving everyone in America in preparedness.

### **The Challenges of Citizen Preparedness and Participation**

Sadly, the current lack of citizen preparedness and know-how has been graphically illustrated in numerous events following September 11, most dramatically in the tragedy of Hurricane Katrina. Rather than a culture of preparedness, the current culture is more oriented towards response or reaction. There is often the belief that tragic circumstances simply will not happen to us, but if they do, government, be it local, State, or Federal, will provide an immediate and complete response, meeting all our citizens' needs. Government at all levels may inadvertently perpetuate these beliefs through the desire to make Americans feel safe and confident in government capabilities. In addition, the well-publicized heroic actions of emergency responders give the public an elevated perception that emergency responders will arrive almost instantaneously in a crisis to rescue us and that government aid will return our lives to normal.

The reality is a strong contrast to these perceptions. In fact, the Los Angeles Fire Department estimates that in 95 percent of all emergencies, it is bystanders or victims themselves first provide emergency assistance or perform a rescue before a professionally trained emergency responder can arrive on the scene. Citizens must be aware of what steps to take to protect themselves and their families and to be trained and practiced in the basic skills to help themselves and others in an emergency. In addition to creating a more self-reliant citizenry, a well-trained and involved public will offer greater surge capacity to augment government efforts in a large-scale response.

Media analysis conducted on behalf of Citizen Corps shows that newspaper articles about disaster preparedness published between the dates of August 1, 2005, and October 1, 2006 framed preparedness predominantly from an organizational-level, such as a business or a government responsibility, rather than as an individual responsibility. In addition, when articles did mention personal preparedness, the emphasis was on preparedness in the home only, without reference to other locations, such as the

workplace, schools, or vehicles. Thus, the media is also perpetuating the message that individuals need not shoulder responsibility for their own preparedness.

Many studies have been conducted in recent years to monitor the level of citizen preparedness, assessed principally on the basis of whether the responder has an emergency preparedness kit or a family communications plan. Citizen Corps sponsors analysis of personal preparedness surveys conducted since September 11, 2001 to better understand current levels of citizen disaster preparedness and, as importantly, the barriers and potential motivators to preparedness. There are currently over 70 surveys on personal preparedness in this database and 14 surveys on business preparedness.

In analyzing this collection of surveys, an important finding is that perceived preparedness can be very different from the specific preparedness measures taken. In nearly all cases, the proportion of those who have taken appropriate preparedness measures is much lower than those that indicate that they are prepared. The 2004 Red Cross survey results, for example, indicate that 80 percent of Americans say that they are very or somewhat prepared for a disaster, while only 42 percent have an adequate kit and 32 percent have a disaster plan. In a 2006 survey conducted in New York by the Center for Catastrophe Preparedness & Response, 50 percent of respondents reported having a kit with emergency supplies, yet when they were asked to list what specific supplies individuals had in their kit, only 55 percent had enough food, and only 36 percent had enough water to shelter in their homes “without power during a serious emergency.” The results are similar for nearly all of the other surveys.

Another related finding is that while people may report taking steps toward preparedness, follow-up questions reveal that their actions were inadequate. In the 2005 Washington State Office of Emergency Management survey, 45 percent of respondents indicated that they had a disaster plan in place. When questioned further, however, many respondents admitted that they did not actually have a fully developed plan, but had talked about it or had taken other actions like receiving training or storing food and water—only 21 percent of respondents actually had a plan in place. The results are even more striking when respondents are not prompted with potential responses. In the 2003 National Citizen Corps survey, respondents were asked to list the items they had in their disaster kit. While 50 percent of the respondents indicated that they had a home disaster supply kit, only 54 percent of these respondents had bottled water and only 41 percent had a flashlight. Very few respondents listed all of the items needed for an adequate supply kit. These findings are echoed in the 2007 National Citizen Corps survey.

These data indicate a disturbing reality that individuals who have put together some elements of a kit or plan may consider themselves to be prepared, when in actuality, they are not. As described above, many individuals have kits and/or plans that lack essential components and would prove inadequate in the event of a disaster – yet they may have mentally “checked the box” and consider themselves to be prepared. A 2007 survey for the American Red Cross found that having a kit is the action that is most consistent with citizens reporting being prepared. In this survey, 91 percent of those who put together a disaster supplies kit also reported being prepared for a disaster. This correlation suggests

that after citizens feel they have prepared a disaster supply kit, they may be more inclined to consider themselves prepared for an emergency, even though their disaster supply kit may not be sufficient. Furthermore, individuals who have attempted to prepare a kit may not have performed other recommended preparedness behaviors such as creating a disaster plan or completing first aid/CPR training, or learning their community's evacuation, alerts and warnings, or shelter plan.

This cross-survey analysis also indicates that the biggest barriers to action are the lack of importance that people place on preparedness, lack of confidence that what they do to prepare can make a difference, and lack of information and time. The perception of an imminent threat and confidence in knowing the right action to take are probably the greatest factor in motivating people to take action. Personal experience, training and drills at school or work, and the desire to protect one's family also play a strong role.<sup>2</sup>

In 2007, Citizen Corps fielded another national household survey to assess the public's knowledge, attitudes, and behaviors relative to preparing for a range of hazards. This survey measures personal preparedness and participation levels correlated to the target capabilities identified in the Community Preparedness and Participation capability in the Target Capabilities List (TCL). The random sample of 2,400 U.S. households provides overall results with a +/-2 percent sampling error at a confidence of 95 percent and included a set of questions repeated from a baseline survey conducted by Citizen Corps in 2003.

The survey included questions on whether the individual: 1) Has stocked specific disaster supplies, 2) Has developed and discussed an emergency household plan, 3) Participates in drills, 4) Has the confidence to respond in the first five minutes of a specific disaster, 5) Has taken disaster response skills training, 6) Is knowledgeable about aspects of the community disaster plan, 7) Is knowledgeable about evacuation routes and shelters, 8) Would need to rely on others during an evacuation, 9) Is willing to report suspicious behavior, and 10) Has volunteered to support community safety. While some progress has been made in certain areas of preparedness (for example, an increase in those stocking bottled water, from 54 percent in 2003 to 73 percent in 2007), the survey highlights several areas of concern. For example, only 45 percent of individuals are familiar with alert and warning systems in their community, only 31 percent are familiar with shelter locations, and only 1 in 4 indicate that they know their community evacuation routes. And while 57 percent of the population indicate they know what to do in the event of a sudden natural disaster, such as an earthquake or tornado, only 23 percent indicate that they are confident about what to do in the event of a release of a chemical agent, and only 19 percent are confident in the event of a radiological explosion or "dirty bomb."

Hurricane Katrina also exposed significant shortfalls in government planning for evacuation and sheltering and for the critical role non-governmental resources play in augmenting disaster response and recovery efforts. Individuals were not prepared to evacuate and there was inadequate government planning for mass evacuation appropriate

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<sup>2</sup> Analysis conducted by Macro International under contract to Citizen Corps

for the population, to include those with low income and inadequate transportation resources and those with disabilities. Government was also unprepared to handle the shelter needs for the volume of displaced persons, to include pre-identified shelter locations and related logistics, such as pre-established contingency contracts and personnel requirements (volunteer or otherwise). Government failed to effectively employ the outpouring of resources from non-governmental entities, including money, goods, resource support, and volunteer personnel from individuals and corporations to nonprofits and faith-based organizations.

Following the response to Hurricane Katrina, the President directed DHS to conduct a Nationwide Plan Review to analyze all 56 State/Territory and 75 urban area Emergency Operations Plans (EOPs). As part of this Review, FEMA's Community Preparedness Division and the Office of Civil Rights and Civil Liberties evaluated these EOPs and supporting documents on issues relating to community preparedness. This analysis found that *only 44 percent of State and 30 percent of urban area plans included sufficient detail with regard to non-governmental resources*, including the private for-profit sector, non-profits and community, faith-based organizations, and individual volunteers. Jurisdictions whose plans do integrate non-governmental resources into response and recovery operations and negotiate contracts in advance have a distinct advantage when disaster strikes. Additional conclusions included:

- Resources management is the “Achilles heel” of emergency planning.
- All Functional Annexes do not adequately address special needs.
- Improvements in public preparedness and emergency public information should be a priority.
- Significant weaknesses in evacuation planning are an area of profound concern.
- Shelter operations is routinely assigned to non-governmental organizations but there is little pre-incident coordination to ensure shelters can be sustained for an extended time (72+ hrs)
- Non-governmental resources should be better integrated to meet surge capacity.
- Collaboration between government and non-governmental entities should be strengthened at all levels.

During Hurricane Katrina, many citizens exercised appropriate precautionary and response actions, and many citizens volunteered to support the response and recovery efforts. The difficulties of the response and the prolonged suffering of citizens, however, clearly show that, as a nation, we must include civic leaders in the planning process; increase personal preparedness; improve alerts, warnings, and public communications; engage citizens more fully in training and exercises; strengthen the effectiveness of volunteer participation; and better integrate non-governmental resources.

Government entities tend to deal with citizen participation in preparedness as a passive role, yet community and individual preparedness requires an active engagement in order to promote an expectation of individual responsibility and a culture of preparedness. The more the public is brought into emergency preparedness and response, particularly through social networks like places of worship, professional associations, business

groups, and neighborhood associations, the more effective we can be at limiting the impacts of fear generated by terrorism and other hazards, and the more resilient we are when an incident occurs.

To support local community efforts, DHS has developed policies, resources and tools, and has partnered with other Federal agencies and non-governmental entities to identify and promote additional available resources.

## **National Support for Individual and Community Preparedness**

### National Policies and Initiatives

Since September 11, 2001 and the issuance of Homeland Security Presidential Directive-8 (HSPD-8) on National Preparedness, DHS has consistently included community and citizen preparedness in policies and guidance provided to state and local governments.

HSPD-8 specifically directs the Secretary of Homeland Security to work with other Federal departments and agencies, as well as State and local governments, the private sector, and non-governmental organizations, to encourage active citizen participation and involvement in preparedness efforts. It also provides support specifically for the Citizen Corps approach. This directive led to the development of the National Preparedness Guidelines and the Target Capabilities List issued in September 2007.

The National Preparedness Guidelines identify eight National Priorities, including Community Preparedness: Strengthening Planning and Citizen Capabilities. Community Preparedness and Participation is one of four common capabilities of the 37 target capabilities in the Target Capability List. The common capabilities are those that cut across all four mission areas of the TCL framework: prevent, protect, respond, and recover. The Community Preparedness and Participation capability is defined as ensuring that "...everyone in America is fully aware, trained, and practiced on how to prevent, protect/mitigate, prepare for, and respond to all threats and hazards. This requires a role for citizens in exercises, ongoing volunteer programs, and surge capacity response."

There are other Homeland Security Presidential Directives that include elements of community preparedness. The DHS Office of Health Affairs (OHA) and FEMA's Community Preparedness Division are working in partnership with other Federal Agencies, academic institutions, and others to develop implementation plans relating to community resilience for HSPD-21, Public Health and Medical Preparedness, and for community education and outreach related to agricultural preparedness and food safety for HSPD-9, Defense of United State Agriculture and Food.

The National Response Framework (NRF) more clearly identifies the necessary contribution of non-governmental resources with improved Support Annexes for Volunteer and Donations Management and Private Sector Coordination. Non-governmental organizations are encouraged to establish pre-incident operational

agreements with emergency management agencies at all levels, including FEMA. The NRF states that “FEMA will provide pre-incident support to broker a match with the most appropriate (Emergency Support Function) ESF or response element for organizations with disaster services that are not currently affiliated with a specific ESF.” Furthermore, “FEMA will encourage resource typing and credentialing in support of effective volunteer and donations management in the field.”

The National Exercise Program and the Homeland Security Exercise and Evaluation Program encourage the inclusion of non-governmental resources, assets and volunteers, as well as the general public. In the Top Officials 3 (TOPOFF 3) exercise, Citizen Corps volunteers participated as victims in both the Connecticut and New Jersey venues, creating a more realistic exercise by providing first responders the opportunity to exercise with simulated victims. In October 2007, Citizen Corps Councils and programs played an integral role in TOPOFF 4. Their participation in both the Oregon and Guam venues examined citizen protection, public warning and community response to the terrorist radiological dispersal device incident. In 2008, two Tier I exercises, as part of the National Exercise Program, incorporate Community Preparedness into exercise play: Principal-Level Exercise 1-08 and National-Level Exercise 2-08.

In April 2007, under the Senior Officials Exercise program, FEMA’s Community Preparedness Division and other national and state volunteer and donations management organizations participated in a full-day facilitated tabletop (TTX) exercise called *Here To Help*. This TTX provided an opportunity for Federal departments, representative State officials, nongovernmental non-profit organizations, and private sector organizations to collaboratively explore issues associated with voluntary efforts to support human needs following a disaster. Furthermore, the TTX explored the dimensions of a national system to more effectively facilitate the inclusion of voluntary organization capabilities into disaster response, recovery and rebuilding.

Currently, the Corrective Action Program System includes seventeen corrective actions pertaining to Community Preparedness. These corrective actions are primarily tasked to State and local users as outcomes of specific exercises.

The National Exercise Division will continue to incorporate representatives from the Community Preparedness Division in future exercise planning and execution. In addition, the National Exercise Division has recommended the inclusion of a representative from the Community Preparedness Division to the FEMA Exercise and Evaluation Program Steering Committee, the proposed central FEMA body on coordinating issues related to exercise scheduling, organization, objectives, design, planning, conduct, evaluation, and corrective action implementation.

The Training Operations Division in FEMA’s National Integration Center funds several training programs to teach citizens and community leaders how to organize around the issue of homeland security. Examples of programs funded through the Competitive Training Grants Program (CTGP) include: Creating Vigilant, Prepared, and Resilient Communities (CVPR) provided by Western Community Policing Institute; Emergency

Responders and the Deaf and Hard of Hearing Community: Taking the First Steps to Disaster Preparedness; Campus Public Safety Response to Weapons of Mass Destruction; Crisis Planning for School Administrators; and Homeland Security Planning for Campus Executives. In the 2008 CTGP solicitation, two of the five focus areas pertain to community preparedness: Citizen Preparedness and Participation and Citizen Evacuation and/or Shelter-In-Place.

FEMA also manages the Emergency Preparedness Demonstration Program which is conducting research on the status of disaster awareness and emergency preparedness in socially and economically disadvantaged households and communities with the goal to design and implement demonstration projects to improve awareness and preparedness in these households and communities. Findings and recommendations will be disseminated to all Citizen Corps Councils nationwide.

FEMA's Technological Hazards Division, through the Chemical Stockpile Emergency Preparedness Program and the Radiological Emergency Preparedness Program, and Mitigation Directorate, also include public outreach elements, to include videos, publications, and best practices on sheltering-in-place, and non-structural retro-fitting residential properties and small businesses.

In developing their Homeland Security Strategies, States and Urban Areas are required to tailor and update existing strategic goals and objectives to support citizen preparedness efforts. In completing the first State Preparedness Report, States were required to answer fourteen questions on the Target Capability Citizen Preparedness and Participation specifically designed to evaluate State level of capability in this area.

Following the April 1, 2007 FEMA re-organization that created the National Preparedness Directorate, the FEMA Regions are more fully engaged in preparedness issues, to include Community Preparedness. There are now nine Federal Preparedness Coordinators (FPCs) in the FEMA Regions (with selection of the tenth, in Region IX, imminent) and four dedicated Community Preparedness / Citizen Corps staff, with two additional regions expected to hire dedicated staff shortly. The FPCs are senior Federal employees with the full preparedness portfolios in the Regions and are fully supportive of the Citizen Corps mission. Their support will be invaluable to state and local Citizen Corps Councils throughout their Region.

### Grants

Citizen Corps funding supports States and local communities to: 1) form and sustain a Citizen Corps Council; 2) develop and implement a plan or amend existing plans to achieve and expand citizen preparedness and participation; 3) conduct public education and outreach; 4) ensure clear alerts/warnings and emergency communications to the public; 5) develop training programs for the public; 6) facilitate citizen participation in exercises; 7) implement volunteer programs and activities to support emergency responders; 8) involve citizens in surge capacity roles and responsibilities; and 9) conduct evaluations of programs and activities.

While annual appropriations specifically for Citizen Corps have been around \$15 million in the past several years, ten different DHS Preparedness Grants issued in Fiscal Year 2008 include specific eligibility guidance for community preparedness activities. As an example, the Homeland Security Grant Program Guidance (HSGP) states that in addition to Citizen Corps allocations, “States and Urban Areas are encouraged to fully leverage all HSGP resources to accomplish the Citizen Corps mission.”<sup>3</sup>

Using this eligibility language, States have elected to use homeland security funding in addition to the specific Citizen Corps allocation to support community preparedness and participation. Between Fiscal Years 2004 and 2006, States allocated nearly \$140 million for community preparedness projects, combining \$68 million (49 percent) allocated from Citizen Corps Program grants and \$71 million (51 percent) from other sources of DHS funding, such as State Homeland Security Program and Urban Area Security Initiative grants.<sup>4</sup> Between 2004 and 2006, over \$7 billion was made available to the states with grant guidance language identifying community preparedness as an eligible use of funds, including the dedicated Citizen Corps funding. The \$140 million actually allocated for community preparedness represents a mere two percent of all available funding.

### Preparedness Outreach

The *Ready* Campaign, launched in February 2003, is the Department’s public service advertising (PSA) campaign designed to educate and empower Americans to prepare for and respond to emergencies whether natural or man-made. *Ready* partners with the Ad Council, an organization that specializes in public service and social marketing campaigns, to develop, produce, and distribute emergency preparedness messages utilizing television, radio, print, internet, and outdoor (bus shelters, mall kiosks, and billboards) advertisements as well as through media outreach and partnerships. The campaign is coordinated through the DHS Office of Public Affairs.

Specifically, *Ready* encourages Americans to take three steps to prepare: get an emergency supply kit, make an emergency plan, and to be informed about the different types of emergencies that could occur and the appropriate responses to them. The campaign not only reaches out to individuals, but also targets families and children, businesses, and Spanish-speaking individuals through *Ready Kids*, *Ready Business*, and *Listo* – all extensions of the *Ready* Campaign.

The campaign currently has more than 44 PSAs for *Ready*, *Ready Business* (business preparedness), and *Listo* in various formats, including documentary-style advertisements, Spanish advertisements, and advertisements featuring former Presidents George H.W. Bush and Bill Clinton and First Lady Laura Bush. All of these PSAs run in space donated by media companies across the Nation. To date, *Ready* has received more than \$703 million worth of donated media including television, radio, print, internet, and outdoor advertisement space.

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<sup>3</sup> Fiscal Year 2008 Homeland Security Grant Program Guidance and Application Kit.

<sup>4</sup> Information is based on a report generated from the December 2006 Bi-Annual Strategy Implementation Report (BSIR).

In addition, *Ready* provides preparedness materials and information on [www.ready.gov](http://www.ready.gov), [www.listo.gov](http://www.listo.gov), [www.citizencorps.gov](http://www.citizencorps.gov), and [www.fema.gov](http://www.fema.gov). The Campaign also operates toll-free phone lines, 1-800-BE-READY and 1-888-SE-LISTO, which provide basic information on personal preparedness and allow callers to order free publications. There are currently more than a dozen *Ready* brochures, including versions in English and Spanish that highlight individual, family, and business preparedness, as well as special publications for older Americans, individuals with disabilities and other special needs, pet owners, and teachers. As of April 30, 2008, more than 24 million *Ready* materials have been requested or downloaded from the Web site. The Web site has received more than 29.1 million unique visitors and the toll-free numbers have received more than 336,000 calls. The FEMA publication *Are You Ready?*, a 200 page comprehensive guide to individual preparedness is also available free of charge to the public, as well as four preparedness booklets co-produced with the American Red Cross on general preparedness, helping children cope, food and water, and preparing for people with disabilities and other special needs.

*Ready* also works closely with States and cities on developing localized emergency preparedness campaigns. The *Ready* PSAs are designed in a format that enables communities to localize them. This is an opportunity for states and localities to use the national *Ready* Campaign PSAs developed by the Ad Council and leading advertising and marketing agencies who volunteer their time and expertise to the Ad Council. Not only does it provide states and localities with the opportunity to be part of a national campaign, but it also ensures that the emergency preparedness message remains consistent throughout all media reaching the American public. States and local governments can “tag” the *Ready* PSAs that run in their community with their local logos and use the ads to direct residents to their own local emergency preparedness Web sites. They can be localized for television, radio, newspapers, magazines, outdoor, and Web banners. The PSAs are available in both English and Spanish in a variety of lengths and sizes. Examples of several States and cities who have worked with *Ready*, include the states of Georgia, Virginia and Texas as well as the cities of New York, San Francisco, Chicago, and Roanoke City.

National Preparedness Month is sponsored and coordinated by the *Ready* Campaign. This is the campaign’s largest outreach effort and occurs every year during the month of September. It is designed to inform the public about the importance of emergency preparedness and motivate citizens to take action by getting an emergency supply kit, making an emergency plan, and being informed about the different emergencies and their appropriate responses. It also is a mechanism to engage citizens in how they can become involved in community efforts.

In planning for this nationwide effort, *Ready* works closely with FEMA’s Community Preparedness Division (which includes Citizen Corps), as well as with the DHS Center For Faith-based and Community Initiatives, FEMA Public Affairs, the DHS and FEMA Private Sector Offices, DHS’s Office of Health Affairs, Infrastructure Protection, the

National Cyber Security Division as well as many other inter-agencies to support local communities efforts and to promote emergency preparedness.

This outreach effort has grown tremendously. In 2007, 1,800 local, state, and national organizations, business, and governments registered as National Preparedness Month Coalition Members and committed to creating a culture of preparedness through community planning and capacity building, outreach and education, training and exercises, and volunteer programs. This compares to the only 80 organizations that participated the first year. At least 1,000 events and initiatives were held all around the country throughout the month, with events ranging from youth Be Ready camps, public preparedness fairs, special needs workshops, school preparedness events, public alert systems tests, small business workshops, and multi-cultural workshops. This is in addition to the strong support and involvement of Citizen Corps Councils nationwide.

Already for 2008, more than 900 organizations have registered as National Preparedness Month Coalition Members and are making plans to promote emergency preparedness in their communities and workplace.

Finally, *Ready* also does significant outreach through partnerships. Since 2003, *Ready* and Citizen Corps have partnered with Minor League Baseball and the Boy Scouts of America to host *Ready* Nights at baseball games. Through this partnership, Citizen Corps participants and Boy Scouts attend these games to distribute emergency preparedness information and stadium owners and managers and the teams develop important relationships with their Citizen Corps Council. *Ready* has also joined Radio Disney for the past two summers on their Radio Disney Tour to shopping malls across the country. The tour is designed to engage children and families on important issues in a non-threatening, interactive and fun way. By participating in this mall tour, *Ready* has been able to reach hundreds of thousand of children and parents with the emergency preparedness message and provide them with useful resources and tools to help them get prepared. In addition, *Ready* works closely with national organizations such as the American Red Cross, the U.S. Chamber of Commerce, the Humane Society of America and many others who represent many different sectors to reach Americans with the emergency preparedness message.

While it is too early to effectively gauge the long-term effects of *Ready* on public preparedness, thus far there are indications of progress. Annual national surveys conducted by the Ad Council for the campaign and its extensions have yielded positive results:

- A national survey of the general public conducted in August 2007 found the percentage of respondents that said it is “very important” for all Americans to be prepared increased from 60 percent in 2006 to 66 percent in 2007.
  - From 2005 to 2007, the proportion of Americans who have taken *any* steps to prepare rose 9 points, from 45 percent to 54 percent. There were also several notable increases in key preparedness behaviors:
    - Put together an emergency kit: 44 percent in 2004 to 54 percent in 2007

- Created a family emergency plan: 32 percent in 2004 to 37 percent in 2007
- Searched for information on preparedness: 28 percent in 2004 to 33 percent in 2007
- A national survey of Hispanic Americans conducted by in August 2007 found there has been indications of progress:
  - An increasing proportion of Hispanic Americans call themselves ‘very’ or ‘somewhat’ prepared for a disaster – an increase from 36 percent in 2005 to 46 percent in 2007.
  - From 2005 to 2007, the proportion of Hispanic Americans who report that they have taken *any* steps to prepare rose 10 points, from 27 percent to 37 percent. There were also several notable increases in key preparedness behaviors among Hispanic households nationwide:
    - Created a family emergency plan (24 percent in July 2005 to 33 percent in 2007)
    - Searched for information on preparedness (24 percent in 2005 to 31 percent in 2007)
- A national survey of businesses with few than 1,000 employees conducted in November 2007 found 91 percent said it is important for business to take steps to prepare for a catastrophic disaster, an increase of 3 percent from 2006. Thirty-eight percent said their company has an emergency plan in place in the event of a disaster, a decrease of 9 percent from 2006.

With research showing that at least one in four businesses never re-open after a disaster, the *Ready* Campaign partners with the DHS and FEMA Private Sector Offices to promote *Ready Business* with the goal to help owners and managers of small-to-medium size businesses prepare their employees, operations, and assets in the event of an emergency. In May 2008, the *Ready* Campaign and the Ad Council launched a new series of national PSAs entitled “Procrastination” to encourage small businesses to put developing an emergency plan at the top of their “To Do” list.

In addition, DHS has established a Private Sector Preparedness Council to develop programs and to select standards (per the “Implementing Recommendations of the 9/11 Commission Act of 2007”, Public Law 110-53 signed on August 3, 2007) to develop of a National Voluntary Private Sector Preparedness Accreditation and Certification Program. This program will establish a common set of standards for private sector preparedness relating to disaster management, emergency management, and business continuity.

The Office of Health Affairs is leading the DHS effort on Pandemic Flu preparedness and has produced an instructional video on appropriate health practices to limit the spread of any form of influenza.

## Citizen Participation

FEMA's Community Preparedness Division, which administers Citizen Corps, works to ensure citizen and community preparedness is included in relevant national policy, assessments, and grant guidance; conducts research on preparedness issues; manages the Community Emergency Response Team (CERT) Program; and partners with numerous Federal agencies and non-profit organizations and associations to provide resources and support to local Citizen Corps Councils. A toolkit is in development to provide step-by-step strategic planning guidance to state, tribal, and local Citizen Corps Councils, to include forming such Councils and identifying appropriate participation, assessing the status of community preparedness and identifying needs, localizing outreach and education, developing training and exercises for non-governmental and public participation, and implementing volunteer programs.

There are five national Citizen Corps Partner Programs, and FEMA's Community Preparedness Division works in collaboration with other Federal agencies and national organizations to support and promote them. The five programs--Community Emergency Response Teams (CERT), Medical Reserve Corps (MRC), Fire Corps, USA On Watch/ Neighborhood Watch (NWP), and Volunteers in Police Service (VIPS)--provide national resources, training, and best practices for training and engaging citizens at the local level through volunteer programs to support local emergency service providers.

*Community Emergency Response Team (CERT) Program:* CERT educates people about disaster preparedness and trains them in basic disaster response skills, such as fire safety, light search and rescue, and disaster medical operations. CERT members can then assist others in their neighborhoods or workplaces following an event and can take a more active role in preparing their community. In the coming year, the CERT Program will update the basic training course, develop a new standard CERT train-the-trainer course, develop new job aids for delivering basic training to businesses and tribal communities, and develop new supplemental training modules and materials for communications, animals in disaster, and advanced medical triage. TEEN CERT and Campus CERT Annexes have also been developed in cooperation with FEMA's Competitive Training Grant Program to provide guidance in delivering the CERT curriculum to these audiences.

*Fire Corps Program:* Fire Corps promotes the use of citizen advocates to support fire and rescue departments. Fire Corps assists fire and rescue departments in promoting citizen participation in areas such as fire safety outreach, youth programs, and administrative support. Fire Corps is a partnership between FEMA, the National Volunteer Fire Council, the International Association of Fire Fighters, and the International Association of Fire Chiefs.

*Medical Reserve Corps (MRC):* MRC helps medical, public health, and other volunteers offer their expertise throughout the year as well as during emergencies and other times of community need. MRC volunteers work in coordination with local emergency response programs and supplement community public health initiatives, such as outreach and

prevention, immunization programs, blood drives, and other efforts. The MRC program is administered by the U.S. Department of Health and Human Services.

*USAonWatch/Neighborhood Watch:* USAonWatch is an expansion of the Neighborhood Watch Program beyond its traditional crime prevention role to help neighborhoods focus on disaster preparedness, emergency response, and terrorism awareness. USAonWatch is administered by the National Sheriffs' Association in partnership with the Bureau of Justice Assistance, U.S. Department of Justice (DOJ) and provides information, training, and resources to citizens and law enforcement agencies throughout the country.

*Volunteers in Police Service (VIPS):* VIPS works to enhance the capacity of State and local law enforcement to use volunteers. VIPS provides resources and information for and about law enforcement volunteer programs. Funded by DOJ, VIPS is managed and implemented by the International Association of Chiefs of Police.

Today there are 2,941 registered CERT Programs, 687 Fire Corps Programs, over 20,000 USAonWatch / Neighborhood Watch Programs, 742 MRC Units engaging 155,350 MRC Volunteers, and 1,709 VIPS Programs engaging 139,000 VIPS Volunteers. In thousands of communities nationwide, these volunteers are making a difference – from providing administrative support so that emergency service providers have more time for their highly skilled roles, to conducting outreach for targeted populations, to providing training to community members and participating in exercises to practice how they will best provide assistance. And in disasters large and small, these volunteers have worked alongside emergency responders providing critical additional manpower during response and recovery efforts.

And a new program will soon be added. A competitive solicitation to pilot the National Emergency Technology (NET) Guard program in four locations will be announced in summer 2008. NET Guard will be comprised of volunteers with expertise in information technology and communications who can assist local communities in preparing for, responding to, and recovering from incidents that cause damage or destruction to information systems and communications infrastructure. These NET Guard teams will become part of the Citizen Corps grassroots networks and will be deployed by local emergency management.

FEMA's Community Preparedness Division partnered with the Department of Justice, Bureau of Justice Affairs to host the National Watch Groups Summit in May 2007. This Summit brought together over 30 sector-specific Watch programs from around the country to examine the underpinnings of successful citizen collaboration with law enforcement. The report of the Summit will be released in June 2008 and will be followed with a meeting bringing component leaders from DHS and DOJ together to set a National Strategy for the full breadth of citizen participation in law enforcement from educating the public on identifying and reporting suspicious activity to promoting the volunteer opportunities available to support law enforcement within the community.

DHS funds and coordinates two Watch programs: Highway Watch and America's Waterway Watch. Highway Watch is a volunteer effort comprised of dedicated transportation professionals who are committed to guarding the welfare of the motoring public. The Coast Guard and its Reserve and Auxiliary components administer the America's Waterway Watch (AWW) program to enlist the active participation of those who live, work or play around America's waterfront areas. Coast Guard Reserve personnel concentrate on connecting with businesses and government agencies, while Auxiliary members focus on building AWW awareness among the recreational boating public.

The Coast Guard is also a strong supporter of citizen participation. Through its Auxiliary Program, the Coast Guard works with 28,000 volunteers who log over two million hours conducting vessel safety check, safe boating courses, harbor patrols, search and rescue, and marine environmental protection.

Citizen Corps has formal relationships with 25 national non-profit organizations and other Federal agencies who are National Citizen Corps Affiliates. These organizations provide resources and programs to support individual and community preparedness through outreach materials, training, volunteer opportunities, and expertise on vulnerable populations. Representatives from these organizations also participate on state and local Citizen Corps Councils throughout the country. The current National Citizen Corps Affiliates are:

- The American Legion
- The American Legion Auxiliary
- American Red Cross
- American Radio Relay League
- Association of Public Television Stations
- Civil Air Patrol
- Department of Education
- E9-1-1 Institute
- Environmental Protection Agency
- Home Safety Council
- Meals on Wheels Association of America
- Mercy Medical Airlift
- National Association for Search and Rescue
- National Crime Prevention Council
- National Fire Protection Association
- National Oceanic and Atmospheric Administration
- National Safety Council
- National Volunteer Fire Council
- National Voluntary Organizations Active in Disaster
- myGoodDeed.org
- Operation HOPE, Inc.
- Points of Light Foundation and the Volunteer Center National Network
- Save A Life Foundation
- United States Junior Chamber
- Veterans of Foreign Wars

On June 16, 2008, the American Association of Community Colleges will join Citizen Corps as the newest Affiliate. This affiliation will encourage the nearly 1,200 community colleges around the country to more fully participate in community preparedness by participating on Citizen Corps Councils and in promoting emergency preparedness education, training and exercises, and volunteer service opportunities. Additional Citizen Corps Affiliates are expected to be established in the coming year, with special attention to identify resources for targeted sectors including schools, youth,

the elderly, the economically challenged, those with language and cultural issues, pet owners, and faith-based organizations.

During the past year, the DHS Center for Faith-Based and Community Initiatives has held five workshops in large urban areas around the country, with nearly 1,000 participants. These workshops encourage the collaboration between emergency managers and faith-based leaders in the community with the goal to enable stronger partnerships for preparedness and response. Six additional workshops are scheduled.

### Research

To provide relevant information and resources to Citizen Corps Councils, FEMA's CPD has tasked Macro International with a range of research projects to increase our understanding of community preparedness and participation. Results of this research are posted on the Citizen Corps website at <http://www.citizencorps.gov/ready/research.shtm> . The current research agenda includes:

- National Household Surveys to assess the public's knowledge, attitudes and behaviors relative to preparing for a range of hazards to begin to measure the target levels of preparedness and participation identified in the TCL.
- On-going tracking and analysis of other party research on personal and business preparedness (The database currently includes over 70 surveys on personal preparedness and 14 surveys on business preparedness).
- Citizen Preparedness Reviews – periodic publications to assimilate current preparedness research.
- A Personal Behavior Change Model, which provides a theoretical basis for evaluating the motivations for and barriers to personal preparedness. This model will be tested through the household survey and focus groups and will assist in developing effective social marketing tools.
- A Community Change Model on Preparedness and Resiliency to explore the inter-related components of government/non-governmental collaboration and civic engagement.
- Media Analysis on how personal preparedness is presented in newspapers to evaluate how media representation may affect public perception of personal responsibility for preparedness.
- Analysis on critical protective actions for ten hazards that individuals should be able to take independently, prior to any instruction from authoritative sources.
- Facilitating the connection between researchers and practitioners through roundtable meetings to ensure research is applicable and useful.

FEMA's Community Preparedness Division is also working with the Public Entity Risk Institute to provide a toolkit on liability issues pertaining to volunteerism in emergency preparedness and response. This toolkit will include an explanation of liability law, a review of current state liability laws, and guidance on using risk management to address Citizen Corps related liability issues.

The DHS Science and Technology Directorate also funds research that supports community preparedness, including the Community and Regional Resilience Initiative (CARRI) and work conducted by the Centers of Excellence. Part of the Southeast Region Research Initiative, CARRI is being implemented in Gulfport, MS, Memphis, TN, and Charleston, SC, with a goal to increase "resilience" - the ability to prepare for, respond to and quickly recover from natural and man-made disasters - of the three communities. These partner communities will help develop and share essential knowledge, best practices, tools and techniques to strengthen a community's ability to withstand a major disaster event with minimal downtime to basic government and business services.

### **Conclusion**

The American people are the ultimate stakeholders in the homeland security mission and must be an integral component of national preparedness efforts. Securing our safety and our freedoms requires that we all work together. This is no longer an optional approach; it is essential. Everyone in America has a critical role to play – including learning about local hazards and being prepared, getting trained in lifesaving and emergency response skills, volunteering to supplement local emergency services on a routine basis, or functioning in a surge capacity role during an incident.

Government at all levels must work in concert to collaborate with civic leaders and to support grassroots efforts to educate, train, and practice our citizenry. There are extraordinary efforts underway across this country and we commend those leaders who have embraced and succeeded in the mission to increase citizen preparedness and participation. We have a long way to go and we must not become complacent or waver in our efforts. Thank you, Mr. Chairman, for the opportunity to provide information on how the Department is working towards a true culture of preparedness. Thank you also for your continued support for this important work. I would be happy to respond to any questions you or Members of the Subcommittee may have.