Building Resilience through Public-Private Partnerships

Progress Report

Event Date:
August 3 – 4, 2011
Washington, D.C.

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Second Annual National Conference on Public-Private Partnerships

Sponsored by United States Northern Command

July 23 – 24, 2012, Colorado Springs, CO

Save the Date!

Public and Private Sector partners!! Hope that this finds you all very well. We fondly remember the 3-4 Aug 2011 PPP event in Washington DC. This summer, United States Northern Command (USNORTHCOM), is looking forward to hosting this year's conference here in beautiful Colorado Springs. Similar to the first conference, this event will be jointly co-hosted by FEMA and DHS Private Sector organizations.

Planning is on-going to continue the great work that was previously accomplished. The theme of the conference will involve the "Whole Community and Strengthening Partnerships" and we look forward to receiving input from you regarding potential topics, sessions, speakers, and panels.

Detailed information and a RVSP will be forthcoming. If you have any ideas you would like to share right now, please contact the Interagency Coordination Private Sector/Nongovernmental Organizations office at USNORTHCOM: **nnc.icgps.omb@northcom.mil**

Again, we are thrilled that we will be your host and look forward to seeing you this summer in Cool Colorful Colorado!!

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Related Links:

Day 1, August 3: http://onlinevideoservice.com/clients/FEMA/PPPC-080311.html

Day 2, August 4: http://onlinevideoservice.com/clients/FEMA/PPPC-080411.html

CONFERENCE SUMMARY

"A foolish consistency is the hobgoblin of little minds, adored by little statesmen and philosophers and divines."

Ralph Waldo Emerson (1803–1882)

The Federal Emergency Management Agency (FEMA) Administrator Craig Fugate explained the underlying premise by which communities are approaching emergency response and disaster recovery today: "There's no way government can solve the challenges of a disaster with a government-centric approach. It takes the whole team."[1]

Fugate's words are more than a sound bite. On August 3 and 4, 2011, the first national conference on "Building Resilience through Public-Private Partnerships" was held in Washington, D.C. The conference was sponsored by FEMA in collaboration with the Department of Homeland Security (DHS) and United States Northern Command. The conference was co-hosted by the U.S. Chamber of Commerce and the American Red Cross.

More than 40 speakers from both the private and public sectors shared valuable insights into the challenges, dynamics, and future of public-private partnerships as they relate to emergency management. Opening speakers included Governor Tom Ridge, Secretary of Homeland Security Janet Napolitano, and CEO of the American Red Cross, Gail McGovern. FEMA Administrator Craig Fugate spoke about the critical interdependence of the private and public sectors when it comes to emergency management, and Mayor Bob Dixson of Greensburg, KS, shared the important role public-private partnerships played in rebuilding his town greener and better after a catastrophic tornado destroyed it in 2007.

The conference drew over 250 in-person participants, and the live webcast received nearly 1,000 hits. Slightly over half of the in-person participants came from private sector and non-profit organizations, while the rest came from the public sector, representing city, local, state, and federal governments. At least 19 federal agencies and organizations were represented, including the White House Security staff, the Department of Housing and Urban Development, the Small Business Administration, the Department of Health and Human Services, and 20 different states and territories.

The conference also enjoyed a strong social media presence. The FEMA Facebook page posted four status updates on the conference, which received a total of 120 "likes" from Facebook users. The FEMA blog posted three stories about the conference, which received over 2,000 views. There were more than 500 tweets, reaching more than 100,000 twitter users, using the twitter hash tag "#FEMAP3."

CONFERENCE REPORTS

On 19 August 2011, FEMA published a Conference After Action Report (AAR) summarizing the four Vision sessions to include challenges and potential solutions. This Progress Report provides updates on

[1] Http://www.fema.gov/privatesector/ppp_tools.shtm

each vision session, along with actions and initiatives since the conference that have led to, or are leading to, meaningful outcomes. Success breeds success. We are pleased to report that this summer (July 23 – 24, 2012) the United States Northern Command (USNORTHCOM) is hosting the second installment of the public-private partnerships conference in beautiful Colorado Springs. Similar to the first conference, this event will be jointly co-hosted by FEMA and DHS Private Sector organizations. The theme of the conference will involve the "Whole Community and Strengthening Partnerships" and we look forward to receiving input from you regarding potential topics, sessions, speakers, and panels.

We hope you enjoy this report and look forward to continuing the conversation in Colorado Springs, Colorado. Together, we can continue to advance the development and advancement of public-private partnerships across the nation.

Vision Session 1

ALL ABOARD: BUILDING A WATERTIGHT PLAN FOR PARTNERSHIPS IN ALL 56 STATES AND TERRITORIES

Vision 1: *Every state and territory has a publically accessible, dedicated, resourced, engaged, and sustainable public-private partnership program focused on resilience.*

Facilitators: Ramesh Kolluru, Executive Director, NIMSAT Institute at UL Lafayette
Shane Stovall, Director of Emergency Management, Plano, Texas
Dan Stoneking, Director of the Private Sector Division at FEMA

Background

The goal of this process is to transform the concept of having a private sector liaison at the state level from an *option* to an *expectation* and share information collected from successful partnerships that could help foster lesser developed or missing programs.

Progress

As detailed in the After Action Report, the vision session participants resolved to take a few key actions involving representatives from both the private and public sectors. The goals of this vision session were to enhance information sharing, provide stronger arguments for the creation of public-private programs, and create more public-private partnership programs at the state level. Following is an update on each Action Item taken by the working group.

Develop a more thorough explanation and description of the Principles: (Action Item 5)

Vision group participants also collaborated and agreed upon the following definitions to a basic set of compelling principles as captured in the mnemonic "PADRES" – a **P**ublicly **A**ccessible, **D**edicated, **R**esourced, **E**ngaged and **S**ustainable state/territory led or supported public-private partnership.

Publicly Accessible	*The contacts, leadership, skills, information, resources, and capabilities of the collaborative partnership are recognized by, available to, and accessible by the general public. This ensures that before, during, and after an incident, the general public has trust and confidence in the partnership to provide accurate and timely information and meaningful services in support of protecting life and property.*
Dedicated	*Successful partnerships have identified a full-time liaison or other organizational structure to staff and manage the public-private partnership and implement the partnership's strategic plan.*
Resourced	*Resourced partnerships have funding, facilities, tools, and staffing available to support partnership efforts.*
Engaged	*There should be active support, participation, and two-way communication by public and private sector leadership and members in a successful partnership. The partnership actively trains, exercises, prepares, responds, recovers, and mitigates.*
Sustainable	*Sustainable partnerships are supported by strategic plans, funds, and resources necessary for long-term viability. Activity takes place around the year, and throughout the emergency management cycle.*

Create a common business case: (Action Item 1)

Since the conference, FEMA Private Sector (PS) has developed a business case PowerPoint presentation and accompanying notes which public and private sector advocates can use to encourage state and territory programs. This presentation is available upon request by emailing FEMA-Private-Sector@dhs.gov.

Develop Business Emergency Operation Centers: (Action Item 3)

FEMA recently published the FEMA Private Sector Grants Supplemental to offer more opportunities to fund these kinds of programs. This supplemental has been forwarded to each state for consideration and justification for program implementation. National, regional, and state Business Emergency Operation Centers can serve as points of contact for public-private sector coordination. In December 2011, in collaboration with state, local, and private sector partners, the FEMA Private Sector office submitted a Draft National Business EOC Concept of Operations to the FEMA Office of Chief Council for review. The FEMA Private Sector office will share a draft of this document upon request by emailing FEMA-Private-Sector@dhs.gov .

Develop a Regional Mentoring Program: (Action Items 4, 6, and 7)

Tom Moran and Ian Hay have agreed to pursue regional mentoring. As part of that initiative, Ian Hay is coordinating to host a conference call with The Regional Consortium Coordinating Council (RCCC) to examine ways to support this effort. Tom Moran is also conducting research on Return On Investment (ROI) models being used around the nation that have already attracted private sector involvement, using service and governance matrices as a starting point to compare and contrast.

Develop an inventory of current PPPs and their best practices: (Action item 2 and 3)

To facilitate the development and maturation of new programs, Wendy Freitag and Jami Hebrel have developed a four-step State Mentoring Program that they have submitted to FEMA PS for consideration.

- **STEP 1**: Contact all states with established PPPs, asking them to update the descriptions of their program models found at http://www.fema.gov/privatesector/ppp_models.shtm . The key will be to have a standard template that all states with current partnership models can fill out, including POC information for the program and state. Each program should also indicate whether resources are available to provide mentoring to other states interested in setting up new partnerships.
- **STEP 2**: Post the updated information on all existing PPP models to the FEMA PS page at the link provided above.
- **STEP 3**: Contact all governors, state emergency management directors, homeland security advisors, etc. to introduce them to the FEMA State to State Mentoring program and direct them to online resources where they can review current models in place across the US and select models that they would like to explore setting up in their state. It will be important that the introductory letter or email contain a reminder about federal funding sources (Homeland Security or EMPG) that could be used to pay travel to a state/local jurisdiction wishing to gain assistance in setting up a new PPP program. Establishing a new public-private partnership program in a state will likely become more of a priority if we can outline a step by step process with clear options for state funding sources.

- **STEP 4**: Publicize the Mentor program by including a standard slide in every FEMA presentation done in states where partnerships currently do not exist, and spread the word via private sector contacts in the hope that companies headquartered in states where public-private partnerships currently do not exist will urge their state leadership to consider setting up such a program. Publish articles in *Emergency Management* magazine and other industry publications and follow up on direct contact efforts established in Step 3 above. For those states that do respond, set up a tracking matrix to understand how new states are progressing and what resources they found most useful.

Develop a website with report consolidating best practices, resources, and links: (Action Item 2)

Based largely on the four-step model described above, the National Incident Management Systems and Advanced Technologies (NIMSAT) Institute at the University of Louisiana at Lafayette (UL Lafayette) has been conducting a study based on a series of nation-wide surveys administered, and interviews conducted, with emergency managers and homeland security professionals affiliated with the National Emergency Managers Association (NEMA) and International Association of Emergency Managers (IAEM). In addition, the Institute staff has analyzed responses to FEMA's request for information on state, local and regional public-private partnerships, listed on the FEMA website: http://www.fema.gov/privatesector/ppp.shtm.

Based on these surveys, interviews, and responses, researchers at the Institute evaluated public-private partnerships against the PADRES model to evaluate capabilities and maturity levels of these partnerships. The one caveat is that each partnership is different and one size does not fit all. The following table contains summary data for various sizes of PPP as they relate to the PADRES model.

	Number Included	Publicly Accessible	Dedicated	Resourced	Engaged	Sustainable	Meets all PADRES Criteria
State	27	85%	70%	55%	96%	44%	44%
Big City	12	92%	50%	42%	100%	42%	41%
Regional	10	100%	90%	100%	100%	80%	80%
County	14	86%	71%	14%	100	14%	14%
Local	5	40%	60%	40%	80%	20%	20%
Tribal/Other	11	82%	36%	27%	91%	0%	0%

Table 1: PADRES litmus test criteria by Jurisdiction[2]

[2] Source: *Compendium of Public-Private Partnerships for Emergency Management, February 2012*

The following chart shows the responses to one of the questions on the survey which related to the most commonly available public resources provided to partners through the surveyed PPPs. The number of respondents is shown on the Y-axis of the graphic.

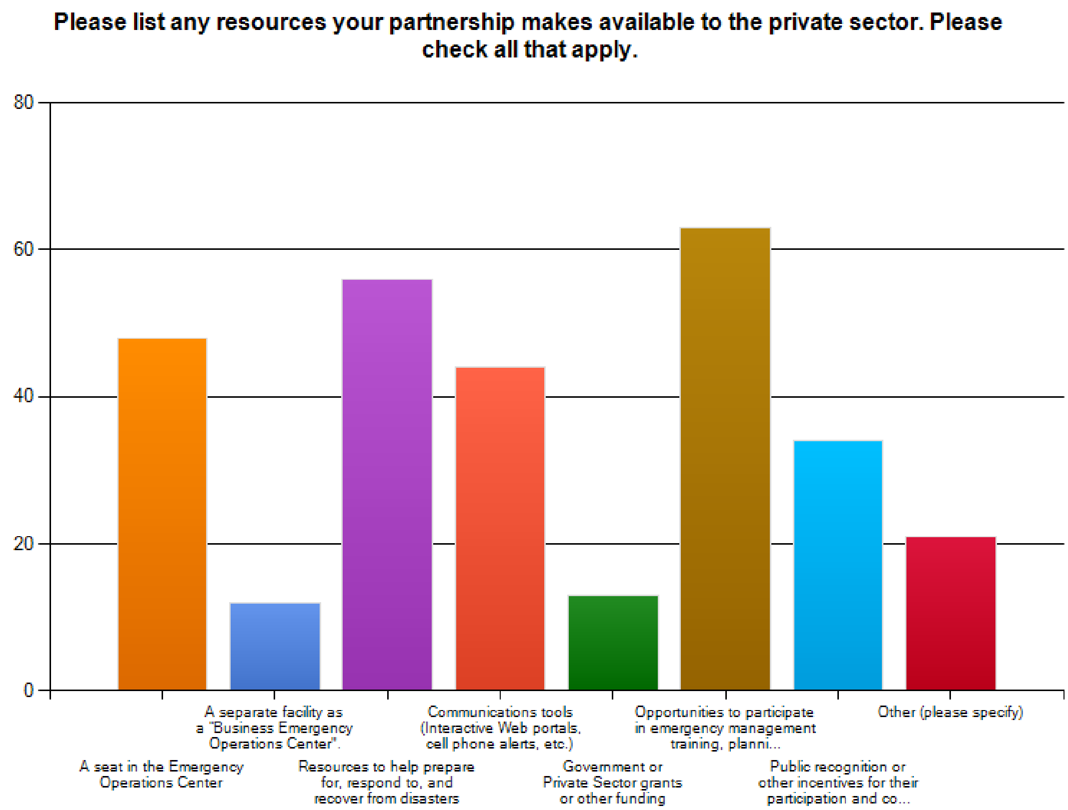

Table 2: Resources made available through PPP

Key findings:

- It is particularly telling to note that "Opportunities to participate in emergency management training and planning opportunities" leads the list of activities offered by PPPs. This suggests that Fugate's vision of the "whole community" is indeed a shared value. Private sector and non-profit actors truly want to be engaged in publicly-accessible PPPs.
- The category, "A seat at the state EOC" is the third highest ranking activity, which, when combined with access to "A separate facility as a Business EOC", would be the highest. This indicates a strong demand for publicly accessible public-private partnerships to facilitate access to information in a bi-directional manner.

This data comes from the *Compendium of Public-Private Partnerships for Emergency Management* which is due to be released in February 2012 and may be found at the website: http://www.PADRES-PPP.org. This website, currently under development, will include an interactive map highlighting the partnerships involved in the study by state, region, county, etc., and how each partnership measures against the PADRES matrix. The site will serve as a repository of documents, links, and templates to promote PPP concepts. This research is ongoing and we welcome input from partnerships across the nation. One such template, provided by Hans Kallam, has been included as Appendix II. We thank Hans for this contribution and encourage additional contributions at http://www.PADRES-PPP.org for inclusion on the website.

Vision Session 2

Decision Time: Seeing the Whole Picture

Vision: *The public and private sectors share data and data feeds in both directions to enabletimely life-saving and property-protecting decision-making.*

Facilitators: David Waldrop, Public Safety Architect/Evangelist, Microsoft
Shayne Adamski, Senior Manager of Digital Engagement, FEMA
Lori Rivera, Private Sector Liaison, Private Sector Division, FEMA

Background

Information and data sharing before, during, and after a disaster is crucial to our nation's ability to prepare for, respond to, and recover quickly from disasters. Currently, there are multiple means to accomplish information and data sharing. Organizations reach out to mass audiences of individuals through broad means such as billboards and campaigns; individuals reach organizations through social media channels; individuals communicate with other individuals in socially popular ways; and organizations communicate to other organizations through various formalized protocols and doctrines.

Sharing information and data improves situational awareness, fosters proactive communication, and facilitates timely coordination. However, there are many challenges in data and information sharing, such as: defining roles of all players; sifting through the sea of information for credible sources; and establishing data sharing policies and practices.

There have been various efforts in recent years to reach disaster survivors and responders through social media channels and tools, among many others. Through Facebook, for example, state representatives can create public-facing event pages with critical information and updates related to a disaster in their state. Twitter hash tags allow users to search for valuable and relevant information related to specific events. Google Earth can provide visual imagery of disaster landscapes.

Many recent successes have demonstrated the utility of these new technologies, but there is also room for improvement and more effective use. The intent of this vision session was to find the best way to effectively consolidate and share information coming from multiple players in all directions.

Progress

FEMA has continued to advocate the sharing of data and data feeds. Since the conference, FEMA has posted information on line on how contributing organizations can feed data and data feeds to FEMA's Situational Awareness Viewer for Emergency Response & Recovery (SAVER2) platform. To date, more than 20 organizations have shared data. A few organizations are exploring the technology and policies to allow the sharing of data feeds.

FEMA itself is also sharing their FEMA data and data feeds publicly.

Continuing the discussion from the break out session, the facilitators have discussed, and are exploring, the establishment of a Catalog of Public Safety Information Sources (COPSIS). While still in the early conceptual stage, the idea is to enable the sharing of information sources across jurisdictional boundaries, as well as across domain specialties. Example types of participating organizations include:

- Private Sector Corporations
- Electricity Sector
- Financial Services
- Information Technology
- Surface Transportation
- Public Transit
- Communications
- Water
- Emergency Management
- Highway
- Maritime Security
- Nuclear
- Real Estate
- Research and Education
- Supply Chain
- Chemical Sector
- National Health

This sharing of information about information sources is seen as a first step to broader and deeper information exchange between the public safety communities. Hopefully this step will lead to the sharing of more operational and tactical information once the concept is proven through actual usage supported by actual metrics.

A system such as COPSIS is not meant to be mandated by any organization. Instead, the vision for COPSIS is as a shared resource that is created by, and enthusiastically used by, the broad array or agencies, organizations, and business entities who have a stake in public safety, because it provides real value. The goal of COPSIS is to become the primary means of collecting and sharing information sources related to public safety. It seeks to achieve this by being focused on sharing information sources, simple to use, and governed by the community. Key aspects include:

- Invitation only access. Only users who have been invited can participate in the system. Each user can invite other users. This is meant as a social engineering mechanism for increasing the likelihood that only valid Public Safety users are invited to COPSIS.
- A rich means of finding information sources. The COPSIS model includes an innovative faceted browsing model allowing users to quickly and efficiently find what they are looking for and to explore the body of sources though the numerous related attributes and categories of the sources.
- Promotion of full transparency metrics. The COPSIS model includes the notion of accountability metrics. Those organizations that participate in COPSIS will be able to compare their use and activity of the system with other organizations, types of organizations, and/or jurisdictions. This

aspect is meant to measure and track the usage and value of COPSIS. The premise is simple – if users are using it then it must have value, if not it doesn't and should be shut down.

The working group acknowledges that the COPSIS model represents just one of many possible and equally valid approaches to data management. To serve as a beta test of the concept, COPSIS will be released to all volunteers of the Vision Session 4 working group by the end of January. The working group will:

- Evaluate the capability, identify errors, and suggest enhancements;
- Seed the site with initial content;
- Identify the initial deployment sectors and targets;
- establish a outreach and communications program;
- Serve as the "root" for subsequent deployments via the invitation model and established targets; and
- Periodically moderate the site to ensure it is providing value and being actively used by the community and produce a report status report.

Vision Session 3

The Road Best Taken is Best without Boundaries

Vision: *All government jurisdictions nationwide offer the private sector consistent credentialing, access, and waivers across jurisdictional lines nationwide, in support of a disaster.*

Facilitators: Brian Tishuk, Executive Director of ChicagoFIRST
Jim Caverly, Director of the Partnership and Outreach Division at DHS
Jeanie Moore, Senior Advisor, Private Sector Division, FEMA

Background

This vision session included a cross-section of about 30 of the nation's top retail, shipping, finance, grocery, home-building, sporting and utility companies; state and city emergency managers; urban area security initiatives and regional partnerships; standards organizations; and members of sector advisory councils. Following a brief overview of the current status of credentialing efforts by the facilitators, this highly experienced group discussed disaster relief credentialing, weight restrictions, and general access issues.

Participants were unable to determine with consensus if weight restrictions actually impeded disaster response by restricting the flow of resources to a disaster zone, but there was broad agreement that a process for requesting receiving waivers should be developed in each state and made known to all local jurisdictions to minimize complications as much as possible.

The focus of the discussion quickly gravitated to the broader issue of access and how to develop a system that local jurisdictions can use to govern the ability of non-emergency, private sector responders, to enter restricted areas without hindering the disaster response. Access to disaster sites is a long-standing challenge that has been difficult to resolve, in large part due to the vast number of companies, organizations, and jurisdictions involved in emergency or disaster response and recovery.

Many refer to the process by which first responders or certain public safety personnel will be identified and given access to a facility or location as "credentialing". Credentials in the form of personal identification cards or vehicle placards can be provided ahead of time. Typically this process is used to address the need to pre-identify, by agency or by specialized training or certifications, which personnel will be dispatched to assist with emergency response and recovery, but any such access management system must be able to provide just-in-time access.

Progress

Immediately following the conference, FEMA published the NIMS Guideline for the Credentialing of Personnel. The purpose of this guideline is to describe national credentialing standards and to provide written guidance regarding the use of those standards. This guideline describes credentialing and typing processes and identifies tools which Federal Emergency Response Officials (FERO) and emergency managers at all levels of government may use routinely and to facilitate multijurisdictional coordinated responses. Through this guideline, FEMA encourages interoperability among federal, state, local, territorial, tribal, and private sector officials in order to facilitate emergency responder deployment for response, recovery, and restoration. This guideline also provides information about where emergency response leaders can obtain expertise and technical assistance in using the national standards, and ways they can adapt the standards to department, agency, jurisdiction, or organization needs.

For clarity in the context of this project, this process will not be referred to as credentialing, but as "affiliation access." It will address the broader issue of access and how to develop a system or process that local jurisdictions can use to govern private sector entry to restricted areas without hindering the disaster response.

Section 4 of the NIMS Guideline addresses private sector critical infrastructure owners and operators, and encourages, but does not require, them to comply with the NIMS guidelines in terms of vetting, certifying, and badging (the "credentialing" process) of their own employees. However, the NIMS Guideline acknowledges that, even though a private sector entity may follow the NIMS Guideline in terms of credentialing their own employees; this does not automatically serve as the authority for any private sector person to self-deploy.

> *"Authorization for deployment can come from many sources that include a request from the incident commander, through a government emergency operation center, or from owners and operators of critical infrastructure. Owners and operators should follow procedures established by local jurisdictions for access to restricted incident areas. Additionally, the public safety personnel, under the incident commander, tasked with controlling access are responsible for establishing local access to unsafe or controlled areas."*

Such a process must be scalable, must provide for just-in-time capability, and must be established and coordinated at all levels of government.

If developed effectively, all government jurisdictions nationwide will speak the same language when it comes to affiliation access and will have the necessary trusted relationships in place to offer consistent processes across jurisdictional lines in support of an emergency or disaster response.

Development of Local, County, and State Systems

Implementing an access control process to enable more rapid private sector response and restoration efforts provides numerous benefits for overall incident management and response efforts.

The responsibility for developing and employing such a system lies with the Incident Commander or their designee. Depending on the size, duration, and location of the emergency event, this may be a local, county, or state official or agency.

The three overarching goals of establishing an affiliation access process for private sector entities are:

1. To enable critical infrastructure owners and operators to access their affected facilities quickly;

2. To enable more rapid restoration of vital private sector economic activity; and
3. To support the core NIMS principles of flexibility and standardization by encouraging state and local authorities to adopt a common approach to affiliation access for private-sector companies associated with any critical infrastructure sector.

In all cases, affiliation access will not be initiated until authorities determine that it is safe to enter the disaster site.

What Form Should the System Take?

The solution to private sector affiliation access issues should be driven by process, rather than by technology or distribution of cards. These processes will vary from jurisdiction to jurisdiction, depending on size, available resources, and emergency response structure.

The focus need not be on pre-credentialing (providing cards of some sort) all critical private sector entities or providers that may be needed. This is not realistic. It is nearly impossible for any jurisdiction (large or small; state, county, city, or village) to do this. Additionally, developing and maintaining a system for issuing and maintaining cards is cost-prohibitive in nearly every jurisdiction. Private sector entities have a great deal of turnover, and many such cards could be lost or easily counterfeited.

The focus instead should be on developing, and encouraging all jurisdictions to develop, a process to (1) provide access for the appropriate people to their critical facilities after an event to check or restore operations, etc.; and (2) ensure efficient delivery of resources.

- For a town of 5,000 people, the system may be a simple spreadsheet that includes common, pre-identified resource needs, and critical local or regional private sector entities and their main, verified points of contact.
- For a metropolitan area, the system may be a database through which critical facilities, including their points of contact, tenants, etc., and key resource suppliers are identified and tracked.

Despite the clear differences in the two examples above, both processes described will (1) necessitate that public sector officials discuss their needs with critical private sector partners ahead of an emergency; and (2) allow for preapproval and/or registration of recognized critical private sector entities within the jurisdiction to permit expedited access to an incident area, if necessary. Once these steps are complete, the recommendations for an access control process or system are identical for both.

- Identify the agencies authorized to activate and employ the access control system, and develop protocols for doing so;
- Allow authorized private sector officials to distribute access control documents to response and recovery personnel/employees and contractors;
- Clarify identification requirements (one form of government-issued photo identification, company identification, etc.);
- Allow for admittance by large travel teams, such as convoys, with minimal delay, as necessary;
- Allow for on-site distribution of access credentials for personnel already on scene; and

- Instruct verified private sector personnel of the appropriate use and revocation of these credentials; and
- Establish communication with local law enforcement, emergency response and recovery personnel, and all other federal, state, and local agencies likely to respond to an incident, and ensure their familiarity with the access system and accompanying protocols for operating and enforcing the system.

Just-In-Time:

- Any affiliation access control system should include a mechanism for providing just-in-time access.
- The Incident Commander or designee may produce temporary site- or event-specific credentials (tags, invitation letters, etc.) to appropriately identify those personnel who are permitted on scene.
- Additional resources or personnel, or entities that are not pre-identified may be required for an effective response or recovery. These individuals could be "vouched for" by pre-identified personnel.

Private Sector Responsibilities:

- Private sector participants are responsible for identifying the resources and personnel that will be deployed to repair, restore, and operate facilities;
- They must provide necessary documentation to deployed personnel; and
- Private sector entities must track the location of their personnel, and inform the authorities having jurisdiction of identified personnel and resources.

Documentation & Training:

Whichever form the affiliation access program may take; it must be committed to writing, turned into protocols, and placed into general operating procedures by the relevant jurisdiction. Relevant public and private entities must then be trained appropriately.

Additional Issues

In many cases, when an emergency or disaster expands beyond local or county jurisdictional boundaries, conflicts arise with regard to certain local or county restrictions. These include day-to-day weight restrictions for vehicles and curfews put into place due to emergency conditions.

Local, county, and tribal officials should be aware of these issues, work with their neighboring jurisdictions to identify potential conflicts, and seek guidance from state officials regarding the process or need for arranging waivers during time of emergency or disaster.

Vision Session 4

We Need More of That!

Vision: *Local, state and national resource registries and databases exist with similar format and architecture that enable the sharing of goods, services, and donations to both emergency managers and communities.*

Facilitators: Ann Beauchesne, Vice President of the National Security and Emergency Preparedness Department at the U.S. Chamber of Commerce
Michael Frias, Private Sector Office at DHS
Ashley Small, Private Sector Liaison, Private Sector Division, FEMA

Background

Many local and state governments have their own databases which effectively track resources available for disaster relief.

The group discussed the various resource databases and registries already available, and the possible integration of all databases into one system which would make it easier to track goods, services and donations for disaster relief situations. If these databases could be integrated into a larger system, this might increase the efficiency of response to large scale disasters which span multiple jurisdictions.

Discussion early in the session focused on whether or not a national level database was truly needed and if so, how to provide such a database. One suggestion was to create a portal operated through a third party organization or association. The portal would function as a means for emergency response workers to gain access to multiple databases for tracking resources. A second suggestion was to leverage universities and colleges to help integrate all the existing databases into one national level database. Both of these suggestions could help to keep track of disaster relief resources on a national level. It remained to be determined if one national database was the answer to streamlining resources during a disaster, however, everyone agreed that one web portal linking to all available resource databases nationwide was a good start.

Progress

The U.S. Chamber of Commerce and The Infrastructure Security Partnership (TISP), a non-profit coalition focusing on regional and infrastructure security and resilience through technical support and other resources, met with FEMA Private Sector Division in October 2011 to discuss a way forward. During the meeting, TISP offered its premise that the success and duration of the long-term disaster recovery phase for enterprises and communities is dictated by the extent to which they are prepared to immediately enact recovery response efforts. Pre-disaster planning and partnership are mechanisms for avoiding circumstances requiring short-term decisions that create or exacerbate long-term problems. In most cases, immediate response recovery happens while the Emergency Operation Center is supporting the incident command and where response intersects and overlaps with recovery efforts. TISP discussed the idea of engaging web-content firms expert in search engine architectures, human-to-machine interfacing, and information analysis and management on the development of a baseline template that would connect into an interface web portal to identify available public recovery resources and private sector recovery operations through existing databases throughout the nation. In partnership with the U.S. Chamber, TISP agreed to do further research on how to bring in private industry to help solve the federal, state, local, tribal, and for profit and non-profit resource database challenge. FEMA PS agreed to support their efforts and address the resource database topic with FEMA Recovery leadership.

Since the conference, FEMA PS continues to meet with internal and external PPP stakeholders and leaders to examine ways to streamline this process. Another important resource related to resource registries is at www.DisasterAssistance.gov. DisasterAssistance.Gov is charged with providing information to disaster survivors on how they may be able to get help from the U.S. Government before, during, and after a disaster. The website also assists disaster survivors with locating resources within communities that can help them move forward. To help support them in this effort, DisasterAssistance.Gov was looking at ways to identify available private industry resources on their website. After discussing the resource database initiative, DisasterAssistance.Gov offered to provide space on their website for linking to existing resources databases nationwide. As an after-action, FEMA will work with DisasterAssistance.Gov to indentify a way ahead. There still needs to be additional research done on operational upkeep and ownership.

Challenges

There are many challenges to integrating databases through the aforementioned methods:

- **Regulatory:** Some state and federal regulations addressing security, privacy, and process exist for information exchange in some infrastructure sectors, such as finance, healthcare and transportation.
- **Quantities and Types of Databases:** Companies; federal, state, county, and local agencies; regional, state, and urban partnerships and coalitions; and professional societies and associations are just some of the types of organizations maintaining capabilities and resources databases.
- **Maintaining/Updating Software**: Database software, if acquired, would have to be kept up to date and all existing databases would need to maintain the same updated version/architecture across the nation.
- **Training:** Training for resource vendors, database installation employees, and database management would be required in order to ensure effective and efficient operation of the databases. Training would also be required for the public and private sector users of the web portal.
- **Funding:** All of this would require funding from each governmental level and private organizations. Who would provide the funding? One participant suggested that FEMA could provide a grant to develop the system, however there are limitations to how the grants can be written, prescribed, and applied.

Appendix I: Conference Agenda

Day 1: Wednesday, August 3

U.S. Chamber of Commerce Headquarters, Hall of Flags
1615 H Street NW, Washington, DC 20062

7:00 a.m. – 8:00 a.m. Registration
8:00 a.m. – 8:15 a.m. Welcome: Dan Stoneking, Director, Private Sector, FEMA and Douglas Smith, Assistant Secretary for Private Sector, DHS

8:15 a.m. – 8:30 a.m. Opening Remarks: The Honorable Tom Ridge, President and CEO, Ridge Global; Chairman, National Security Task Force, U.S. Chamber of Commerce

8:30 a.m. – 8:45 a.m. Secretary of Homeland Security Janet Napolitano

8:45 a.m. – 9:00 a.m. *It Takes a "Whole Community" to Build Resilience*

Keynote Address by FEMA Administrator Craig Fugate

9:00 a.m. – 9:15 a.m. BREAK

9:15 a.m. – 10:15 a.m. *Seeing it from Both Sides–Private Sector to the State Emergency Manager*

Bryan Koon, Director, Florida Division of Emergency Management

10:15 a.m. – 11:15 a.m. *Partnering with the Federal Government in Disasters*

Facilitator: Ann Beauchesne, Vice President of the National Security and Emergency Preparedness Department, U.S. Chamber of Commerce

Panelists: Douglas Smith, Assistant Secretary for Private Sector, DHS; Todd Keil, Assistant Secretary for Infrastructure Protection, DHS; Tim Cole, Private Sector and NGO Office, USNORTHCOM; Dan Stoneking, Director, Private Sector, FEMA

11:15 a.m. – 12:30 p.m. Luncheon and Guest Speaker (12:15 p.m.) U.S. Representative Gus Bilirakis (FL-9th), Chairman, House Homeland Security Committee; Subcommittee on Emergency Preparedness, Response, and Communications

12:30 p.m. – 1:30 p.m. *Regionalization: A Case for Cross-Jurisdictional Partnerships*

Facilitator: Ian Hay, President, SouthEast Emergency Response Network

Panelists: Brian Tishuk, Executive Director, ChicagoFIRST; Lori Adamo, Vice President/Chair, PPS Teams, NEDRIX; Tom Moran, Executive Director, All Hazards Consortium

1:30 p.m. – 2:30 p.m. *A Case for Single-Jurisdictional Partnership: States and Cities* Facilitator: Suzanne Mencer, Co-Director, Colorado Emergency Preparedness Partnership Panelists: Ira Tannenbaum, Director of Public/Private Initiatives, New York City Office of Emergency Management Director of Emergency Management, LA EM; Jim Turner, Private Sector Liaison, San Francisco Department of Emergency Management

2:30 p.m. – 2:45 p.m. BREAK

2:45 p.m. – 3:45 p.m. *Technology: Enabler and Risk in Building National Resilience* Facilitator: Bridger McGaw, Special Advisor for Cyber Security and Infrastructure Resilience to the Under Secretary for National Protection and Programs Directorate, DHS; Panelists: John Abell, New York City Bureau Chief, Wired Magazine; Adele Waugaman, Senior Director of Technology Partnerships, United Nations Foundation; Shayne Adamski, FEMA

3:45 p.m. – 4:30 p.m. *A Conversation with Private Sector Representatives* (Katie Dempsey, Target; Doug Selby, Big Lots; LaNile Dalcour, Brookfield Properties; Bill Shealy, Verizon)

4:30 p.m. – 5:00 p.m. Facilitated Conference Discussion, Q & A, Administrative Issues (Dan Stoneking)

Day 2: Thursday, August 4

American Red Cross Headquarters, Hall of Service
1730 E Street NW Washington DC 20006

7:30 a.m. – 8:00 a.m. Registration

8:00 a.m. – 8:15 a.m. Welcome and Introductions: Dan Stoneking, Director, Private Sector, FEMA

8:15 a.m. – 8:30 a.m. Opening Remarks: Gail McGovern, President and CEO, American Red Cross

8:30 a.m. – 9:30 a.m. *The Corporate Role*: Mike Rackley, Director of Global Security Services, Target

9:30 a.m. – 10:30 a.m. *From Prepared to Resilient*:

Facilitator: Russ Paulsen, Executive Director of Hurricane Recovery, American Red Cross; Panelists: Brian Kamoie, Senior Director for Preparedness Policy, White House National Security Staff; Bob Connors, Director of Preparedness, Raytheon; Paulette Aniskoff, Director of the Individual and Community Preparedness Division, FEMA

10:30 a.m. – 10:45 a.m. BREAK

10:45 a.m. – 11:45 a.m. *Partnering through Catastrophe*:
Facilitator: Tim Cole, Chief, Private Sector and NGO Office, USNORTHCOM
Panelists: Philip Strouse, Private Sector Liaison, FEMA Region IV; J.D. Densmore, Manager, Emergency Command Center, Lowes; Tom Serio, Manager, Business Continuity and Disaster Recovery, Verizon Wireless

11:45 a.m. – 12:00 p.m. BREAK (Luncheon Served)

12:00 p.m. – 1:00 p.m. Luncheon Keynote: Mayor Bob Dixson, Greensburg, KS; Mike Estes, V.P. BTI Corporation

1:00 p.m. – 2:50 p.m. *Four Visions for the Future*: Working Sessions

- *All Aboard: Building a Watertight Plan for Partnerships in All 56 States and Territories*, **Hall of Service** – Facilitator: Dan Stoneking, Director of the Private Sector Division, FEMA; Shane Stovall, Director, Emergency Management at the City of Plano, Texas; Ramesh Kolluru, Executive Director, NIMSAT, University of Louisiana at Lafayette.
  Vision: Every state and territory has a publically accessible, dedicated, resourced, engaged, and sustainable public-private partnership program focused on resilience.
- *Decision Time: Seeing the Whole Picture*, **Board of Governors Room** – Facilitator: Shayne Adamski, Senior Manager of Digital Engagement, FEMA; David Waldrop, Public Safety Architect/Evangelist, Microsoft; Lori Rivera, FEMA Private Sector Division
  Vision: The public and private sectors share data and data feeds in both directions to enable timely life-saving and property-protecting decision-making.

- *The Road Best Taken Is Best Without Boundaries*, **Room LL20** – Facilitator: Jim Caverly, Director of the Partnership and Outreach Division, DHS; Brian Tishuk, Executive Director, ChicagoFIRST; Jeanie Moore, FEMA Private Sector Division
  Vision: All government jurisdictions nationwide offer the private sector consistent credentialing, access, and waivers across jurisdictional lines nationwide, in support of a disaster.
- *We Need More of That!* **Room LL30** – Facilitator: Ann Beauchesne, Vice President of the National Security and Emergency Preparedness Department, U.S. Chamber of Commerce; Michael Frias, Private Sector Office, DHS; Ashley Small, FEMA Private Sector Division
  Vision: Local, state, and national resource registries and databases exist with similar format and architecture that enable the sharing of goods, services, and donations to both emergency managers and communities.

3:00 p.m. – 4:30 p.m. Out-Brief, All Participants - Hall of Service, 1730 E St NW (Same Location as General Session)

4:30 p.m. – 5:00 p.m. Conference Wrap-Up and the Way Ahead (Dan Stoneking)

Appendix II: Template for Private Sector Integration into Community Preparedness

I. INTRODUCTION AND SCOPE: This document provides a template for integrating the private sector into governmental homeland security and emergency management programs. Over the past decade, government and the private sector have worked together to improve coordination before, during, and after incidents. These efforts have achieved varying degrees of success. Where we see the most success, it is evident that, with government and the private sector working together, there is a mutual benefit that results in a more vigilant, prepared and resilient community. This document provides a template for integrating the private sector into the Whole Community approach to preparedness.

II. DEFINITIONS: The terms "government" and “private sector” have different meanings to different audiences. For clarity in the context of this document, the terms are defined as follows:

Government: The governmental offices at the local, tribal, state and federal level responsible for preventing, protecting against, mitigating, responding to, and recovering from the threats and hazards facing our communities.

Private Sector: Those entities within the local economy, not controlled by the government, that serve as key stakeholders in the community's ability to prevent, protect against, mitigate, respond to, or recover from, threats and hazards that pose the greatest risk to the community. This includes those entities that provide essential services like telecommunications, electricity, natural gas or heating fuels, water, and sewer services, but also includes the broader audience of for-profit and not-for-profit organizations that can serve both as a resource to, and can benefit from, the community's preparedness program. NOT included in this definition are those entities whose business models are based on providing preparedness related services to government. This is not meant to discount the important services they provide but more to recognize that these entities are already closely integrated with government.

III. CONCEPT: In its simplest form, private sector integration into the community preparedness program is an issue of information exchange before, during, and after an incident. The complexities lie in operationalizing and sustaining an information exchange process that provides a mutual benefit to both government and the private sector. An assessment of current best practices reveals some common components of a successful program that align along the five mission areas of our preparedness system:

III.a. Prevention and Protection Mission Areas (the ability to avoid, prevent, or stop terrorist threats, and the ability to safeguard communities from acts of terrorism and manmade or natural disasters): The critical private sector integration tasks in these two mission areas are the sharing of relevant, timely, and actionable information with the private sector, and ensuring access to effective mechanisms for the private sector to report terrorism related information or suspicious activity to law enforcement. Components that support successful integration are:

- Private Sector Networks: These are existing or newly established private sector networks that have the means of sharing information between their members and government fusion centers or law enforcement. They are typically comprised of key stakeholders in the Prevention and Protection mission areas. They may be aligned along critical infrastructure/key resource sectors or be existing local trade and professional organizations (for example: the FBI's local InfraGard chapters, Chambers of Commerce, Sector Specific Councils, etc.). Typically no one single network represents the private sector, so it is necessary to establish a network of networks.
- Private Sector Liaisons: These are members of the private sector who are trained and credentialed to serve as a communication and coordination link between the government (typically fusion centers) and the private sector for the purposes of intelligence and information sharing.
- Communications Systems: These are the technological means by which information is transferred, posted, and maintained. They are as simple as managed email list serve systems, web based portals, or teleconference capabilities that enable the sharing of information between fusion centers or law enforcement and designated private sector networks.
- Information Requirements and Protocols: This is the most challenging and important component of a successful information sharing system. There must be a mutual benefit and agreement regarding what information is needed, how it is shared and how it is organized so that it is timely, relevant, and if necessary, actionable by the receiver.
- Advisory Council: This is the feedback mechanism to assess and improve information sharing in the prevention and protection mission areas. The council consists of key representatives of government and private sector stakeholder groups (the key senders and receivers of information).

III.b. Mitigation Mission Area (the ability to reduce loss of life and property by lessoning the impact of disasters): The critical tasks in this mission area are a common and shared understanding of the threats and hazards that pose the greatest risk to the community, and the operational coordination that appropriately integrates critical private sector stakeholders in the community planning and long term risk and vulnerability reduction process. Local governments play the lead role in facilitating and adopting effective mitigation policies and strategies. The long term resilience of the community's economy depends on a shared approach to community mitigation and the involvement of those key private sector entities that are major contributors to the local economy.

III.c. Response Mission Area (the ability to save lives, protect property and the environment, and meet basic human needs after an incident has occurred): This is the most critical mission area for effective private sector integration. Disasters impact the whole community. The ability to rapidly understand the impacts, prioritize and organize response efforts, and mobilize necessary resources requires a whole community approach in which the private sector plays a significant role. Similar to the prevention and protection mission areas, there are several common components to successful private sector integration in the Response mission area:

- Private Sector Networks: These may be the same networks leveraged for Prevention and Protection but may involve different representatives that are more focused on the impact to the business or how it can assist in the response. These networks share a common need for information exchange and coordination with government emergency management functions. These networks may be organized based on known impacts of an incident, infrastructure sectors, essential service providers, or the anticipated time phasing of actions for life safety, incident stabilization, and initial recovery actions. Their primary purpose is information exchange for mutual situational awareness and problem solving. Again, typically no one single network represents the private sector, so it is necessary to establish a network of networks. In some cases, specific organizations have been established to serve this purpose but sustainment and acceptance of these organizations is a current issue.
- Private Sector Liaisons: These are members of the private sector who are trained and credentialed to serve as a communication and coordination link between the government (typically the EOC or Emergency Manager) and the private sector for the purposes of information sharing and resource coordination. These individuals typically work in the EOC, participate as part of the incident command, and have defined duties involving information exchange, coordination, operations, planning and resource coordination.
- Communications Systems: These are the technological means by which information is transferred, posted, and maintained for situational awareness, problem identification and solution, and resource coordination. They are as simple as managed email list serve systems, web based portals, or teleconference capabilities that enable the sharing of information between EOC Emergency Managers and designated private sector networks. In some cases, there are established business emergency operations centers that are either virtual or physical to better facilitate private sector coordination. The challenge with these systems has been in developing and maintaining them so they are timely and effective when incidents occur.
- Information Requirements and Protocols: Both government and the private sector have critical information needs during an incident. Traditional media and emerging social media provide important information but not necessarily information that is operationally actionable by either government or the private sector. The identification of mutually beneficial information requirements and protocols prior to the incident is critical in order to provide actionable value to both entities. The EOC uses the Private Sector Liaison to activate communications links with Private Sector Networks via established communications systems and begins following protocols for exchanging information requirements. Those requirements include, but are not limited to, assessment of the situation for current and future threats/hazards, damage assessment to critical infrastructure/essential services, assessment for potential cascading effects, identification of unmet needs, prioritization and coordination of projected future response and resource actions, and future schedule for further information coordination activities.
- Pre-Identification of Private Sector Resources: One evolving issue is the need to pre-identify private sector resources that could assist in response and recovery. Some actions are attempting to develop resource typing standards and registry systems to aid in decision making and acquisition of private sector resources. Other systems align private sector entities with

Emergency Support Functions and have integrated pre-identified private sector mission support packages or strike teams into the government's response system.

- Advisory Council: This is the feedback mechanism to assess and improve information sharing, response actions, and resource coordination during incidents. The council consists of key representatives of government and private sector stakeholder groups in the response mission area.

III.d. Recovery Mission Area (the ability of communities to recover from disasters): Like mitigation, local government plays the lead role in facilitating the decisions that drive long term recovery. Operational coordination and planning must include those private sector entities that serve as the main employers and economic contributors to the community. Local government leaders are typically aware of the key private sector entities or representative organizations and the corresponding leaders that must be involved in community recovery. The private sector's involvement in decisions that impact them financially is critical to whether businesses rebuild in a community and more importantly, whether the community recovers economically.

IV. CONCLUSION: As a nation, we have yet to fully integrate the private sector into our preparedness system. Our government doctrine identifies the necessity for involving the private sector across all preparedness mission areas but the ability to operationally implement that doctrine has had spotty success. That said, there are many successful examples where integration is working and serves a mutual benefit toward whole community preparedness. This appendix has provided a template of the components common to those successful programs. Once established, the key to sustaining these programs is their integration into the community's preparedness cycle, which is the continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action in an effort to ensure effective coordination. With government and the private sector working together as part of a whole community approach, there is a mutual benefit that results in a more vigilant, prepared, and resilient community.