“Whole Community”
Emergency Management
Catastrophic Preparedness

Incorporating Whole Community Philosophy

- Improving the Nation’s preparedness for catastrophic events
  - In continuous collaboration with ALL members of the community

- Plan for the “Maximum of the Maximums” catastrophic event
  - We must plan for the real, not the manageable

- Consistent with and expands upon existing emergency preparedness and response systems and doctrine
  - NRF, NIMS, etc.

- The focus of the effort will be on stabilizing catastrophic effects in the “golden hours”, with emphasis on the first 72 hours after an incident
  - This will require a new planning framework and a targeted preparedness campaign.

Phase 2a: Immediate Response
  - E to 24 Hours

Phase 2b: Deployment
  - 24 hours to 72 hours

Phase 2c: Employment, sustained response
  - 72 + hours

Stabilize in 72 hrs
Whole Community Principles

■ Plan on using the whole of community; shift from a "government-centric" approach – communities are capable of providing self-aid/self-help
  ➢ View public as an asset, not a liability
  ➢ Think bigger – engage “atypical partners and collaborators”
  ➢ Training and exercising between all types of partners is crucial to reducing impediments

■ Think outside of the box in terms of resources, concepts of operations, etc.
  ➢ Regulatory waivers, alternative standards of care, and policy changes may be necessary

■ Focus will be on outcomes, with acute emphasis on increasing the number of people who survive

■ Response is a push event; recovery is a pull event

■ More pre-scripting is necessary; the standard for a resource push/decision has to be “good enough” – don’t wait for a full assessment of Incident Action Plan
# Catastrophic Scenarios

<table>
<thead>
<tr>
<th>Event</th>
<th>Impacted Area</th>
<th>Persons Impacted</th>
<th>Economic Impact</th>
</tr>
</thead>
<tbody>
<tr>
<td>Oklahoma City Bombing</td>
<td>1 Building, moderate damage &gt;1 mile</td>
<td>169 killed, 800 injured</td>
<td>$100 Million</td>
</tr>
<tr>
<td>911</td>
<td>18 Buildings, 10 sq miles of affected area</td>
<td>2977 killed, 10k + injured</td>
<td>147,000 jobs, $500 Billion</td>
</tr>
<tr>
<td>Midwest Floods 2008</td>
<td>9 mil.+ Acres in 6 States</td>
<td>24 killed, 148 injured</td>
<td>$15 Billion</td>
</tr>
<tr>
<td></td>
<td># displaced: 40,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Katrina</td>
<td>200K homes destroyed</td>
<td>1600 killed</td>
<td>$150 Billion (est.)</td>
</tr>
<tr>
<td></td>
<td># displaced: 1M +</td>
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</tbody>
</table>
The Meta-Scenario

In order to anticipate catastrophic requirements and to avoid narrow focus on a limited number of specific scenarios, the Whole Community methodology is built upon a foundation of a meta-scenario consisting of the maximum of maximum challenges across a range of scenarios.

- No-notice event
- Impact area
  - ~7 million population
  - 25,000 square miles
  - Several states and FEMA regions
- 190,000 fatalities in initial hours
- 265,000 citizens require emergency medical attention
- Severe damage to critical infrastructure and key resources
- Severe damage to essential transportation infrastructure
  - Ingress/egress options limited
Core Capabilities

These critical capabilities represent the highest priority essential functions necessary for both saving and sustaining lives, and stabilizing the site and the situation within 72 hours. The first six “enable” a rapid and effective response, while the remainder explicitly address the needs and priorities of the people and communities impacted by the catastrophic event.

Enables Response
- Situational Assessment
- Public Messaging
- Command, Control, & Coordination
- Critical Communications
- Environmental Health & Safety
- Critical Transportation

Survivor Needs
- On-Scene Security and Protection
- Mass Search and Rescue Operations
- Health and Medical Treatment
- Mass Care Services
- Public & Private Services & Resources
- Stabilize and Repair Essential Infrastructure
- Fatality Management Services
Core Capability: Situational Assessment

**Objective**

In the immediate aftermath of a multi-State catastrophic incident, provide all decision makers with decision-relevant information regarding a) *the nature and extent of the hazard* and b) *the status of the response*.

- Fully engage the public and impacted communities, to include survivors, organizations, and volunteers in accomplishing all aspects of situational assessment.
- Conduct assessments by utilizing all available means including social media and available communication tools to speed up and enhance.

**Tasks**

- Impacted communities and survivors have the capacity to receive critical life-saving information within 1 hour, either by technical or non-technical means.
- Initial assessments of impacted area(s) delivered to on-site and local response elements, local governments and to the impacted population/survivors within 1 hour.
- Initial assessment of resources available to save and sustain lives within 4 hours.
- Common Operational Picture updated hourly, beginning within 4 hours, and disseminated to all stakeholders.
- Empirically based life-saving products within 8 hours.

**Goals**

- Impacted communities and survivors have the capacity to receive critical life-saving information within 1 hour, either by technical or non-technical means.
Implement non-traditional (atypical) solutions to minimize response deltas

Incorporate “Whole Community” framework throughout the nation

Fully involve States, cities and the public in the “Maximum of Maximums” planning initiative

Stand-up Stakeholder Engagement Working Groups

Assess courses of action across the “Core Capabilities”

Refine existing Pre-scripted Mission Assignments (PSMAs)

Pilot “Maximum of Maximums” draft products through NLE 2011 (NMSZ)
13 Maximum of Maximum Work Groups have been established. Each has an ESF lead and federal and NGO participants.

MoM Work Groups will be supported by Cross-Cutting Coordination Teams, charged with examining issues appearing in more than one Work Group.
Addressing Resource Requirements

Capabilities Based Planning

State and Local / EMAC Compacts

Federal Resources

Whole Community - Deltas

Public / Private/VOAD

Information Analysis Process (includes staff estimates)

Course of Action Development and Deltas Work Plan
Potential Solutions/Courses of Action

New ways of thinking and/or conducting business will need to be explored in order to recover from catastrophic disaster events. Working groups will examine:

- New partners
- New concepts of operation
- Authorities: More effective use of existing authorities or identification of requirements for new ones
  - Necessary waivers and/or declarations
  - New authorities required
- New or enhanced pre-scripted mission assignments
- Pre-incident preparedness programs
- Implications for academic, R&D, and other communities
- Implications for physical, programmatic and effective communications accessibility
Planning Timeline

Short Term Goals

Standup Course of Action (COA) Workgroups
November 9 and 10 COA Kick-off with 13 COA development workgroups to identify and close deltas.

Key Deliverable:
- Identify focus area for NLE 2011 validation
1/15

Key Deliverable:
- Information and Analysis (staff estimates)
2/15

Key Deliverable:
- COA Development (by objective)
- Tasks by phase
3/31

Long Term Goals:

COA Refinement based on NLE 2011 outcomes

National Public Service Campaign

Integration of framework into 64 UASI Regions

NLE 2011