
Statement for the Record

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**Committee on Homeland Security and Governmental Affairs
Subcommittee on Oversight of Government Management, the Federal Workforce, and the
District of Columbia and the Subcommittee on State, Local, and Private Sector
Preparedness and Integration**

**“Not A Matter of ‘If’, But of ‘When’:
The Status of U.S. Response Following an RDD Attack”**

November 15, 2007

INTRODUCTION

Chairmen Akaka and Pryor, Ranking Members Voinovich and Sununu, and Members of the Subcommittees, I am Glenn M. Cannon, Assistant Administrator for the Disaster Operations Directorate at FEMA. I look forward to working with your Subcommittees to continue improvements to enhance the disaster response capabilities of the Department of Homeland Security (DHS) and the Federal Emergency Management Agency (FEMA). Based on our experiences and lessons learned, we are building a new FEMA to take our Nation's all-hazards preparedness, protection, response, recovery and mitigation systems and capabilities to a new level. We are taking the first steps in a multi-year effort to significantly increase FEMA's core disaster response capabilities to better serve and protect our Nation and citizens.

Our goal is to build a new FEMA that is the Nation's preeminent emergency management and preparedness agency. FEMA has adopted a more forward leaning and collaborative disaster response approach, and we are strengthening our capabilities across the full spectrum of operational and support missions. Central to this effort is developing more robust National and Regional disaster response teams and resources that will provide the critical support needed to help State, local, and tribal governments respond to disasters of all types, including responding to attacks involving Radiological Dispersal Devices (RDD), the subject of today's hearing. It is my pleasure to discuss with you today in more detail our current Federal disaster response teams, resources, and capabilities to respond to an RDD attack to protect the health and safety of the public.

BACKGROUND

In today's threat environment, it is more important than ever to be prepared to respond to all types of disasters and terrorist attacks, including an RDD attack. The RDD is a device or mechanism that spreads radioactive material over an area with intent to cause harm, from the detonation of conventional explosives or other means. It is very difficult to construct an RDD that would deliver radiation doses high enough to cause immediate health effects or fatalities in a large number of people. However, if these materials are stolen or otherwise acquired, whether in the US or abroad, they could be used in an RDD to contaminate facilities, urban areas, or places where people live, disrupting lives and livelihood causing fear and anxiety, and leading to significant social and economic damage. The cost to clean up and recover following a moderately large RDD has been estimated to be billions of dollars. An RDD could effectively cause an area to be inaccessible for a long period of time. The Homeland Security Act of 2002 called upon DHS to develop and implement countermeasures to prepare for and respond to chemical, biological, radiological and nuclear threats. Within DHS, FEMA plays a pivotal role in this area because of its mission to respond to, reduce the loss of life and property from, and protect the Nation from all types of hazards, including acts of terrorism. The recent TOPOFF 4 Exercise specifically focused on responding to RDD attacks in three different geographic areas.

FEMA carries out its disaster response, recovery, and other programs under the legal authority of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). The Stafford Act describes the programs and processes by which the Federal Government provides disaster and emergency assistance to State and local governments, tribal nations, eligible private

nonprofit organizations, and individuals affected by a declared major disaster or emergency. The Stafford Act covers all hazards, including response to an RDD attack, and sets forth a process for a Governor to request assistance from the President in the form of a major disaster or emergency declaration if:

- an event is beyond the combined response capabilities of the State and affected local governments; and
- if, based on joint Federal-State-local assessments, the damages are of sufficient severity and magnitude to warrant assistance under the Stafford Act. In a particularly rapidly developing or clearly devastating disaster, there may be an expedited declaration.

Furthermore, the President may direct emergency assistance without a Governor's request if an incident involves a subject matter that is exclusively or preeminently the responsibility of the United States Government. In such a case, the President will consult the Governor of the affected State, if practicable. Also, after a declaration has occurred, FEMA may provide accelerated Federal assistance and support where necessary to save lives, prevent human suffering, or mitigate severe damage, even in the absence of a specific request for particular resources or assistance from the Governor. In such cases, the Governor of the affected State will be consulted if practicable, but this consultation will not delay or impede the provision of such accelerated Federal assistance. Before a major disaster or emergency declaration, the Stafford Act authorizes FEMA to improve the timeliness of its response by pre-deploying personnel, who may be from any number of Federal agencies, and equipment to reduce immediate threats to life, property, and public health and safety.

PLANNING FOR AN RDD INCIDENT RESPONSE: The NRP Nuclear/Radiological Incident Annex (NRIA) and the Federal Radiological Policy Coordinating Committee (FRPCC)

As you know, response to a major RDD incident is governed by the current National Response Plan (NRP) and the NRP Nuclear/Radiological Incident Annex, and potentially, the NRP Catastrophic Incident Annex (CIA) and the Catastrophic Incident Supplement (CIS). The NRP is an all-discipline, all-hazards plan that establishes a single, comprehensive framework for the management of domestic incidents, including a response to an RDD attack. Although the NRP is under revision, it is the operational document until the National Response Framework is adopted. Incidents of lesser severity may not require overall Federal coordination by DHS. In such cases, State and local governments could lead the response with the assistance of authorized Federal agencies' assistance.

Within the NRP, the Radiological Incident Annex outlines the variables that determine the approach and coordination structure for a RDD incident response. The first variable is the magnitude of the incident, the second variable is the identification of the "...Federal agency that owns, has custody of, authorizes, regulates, or is otherwise designated responsibility for the nuclear/radioactive material, facility, or activity involved in the incident", and the third variable is the detection of any criminal or terrorist activity.

In the event of a major RDD incident, the Secretary of Homeland Security has overall responsibility for domestic incident management and will select a coordinating agency, most

likely the Department of Energy (DOE), during the immediate first response to a dirty bomb attack, pursuant to Homeland Security Presidential Directive 5. The coordinating agency provides technical support to DHS and the FBI, which has the lead responsibility for criminal investigations of terrorist acts or terrorist threats. The Radiological Incident Annex also designates additional Federal agencies as cooperating agencies for RDD response.

The Federal Radiological Preparedness Coordinating Committee (FRPCC) is an interagency body consisting of the coordinating and cooperating agencies discussed in the Radiological Incident Annex; it is chaired by DHS/FEMA. The FRPCC provides a national-level forum for the development and coordination for radiological prevention and preparedness policies and procedures. It also provides policy guidance for Federal radiological incident management activities in support of State, local and Tribal government radiological emergency planning and preparedness activities. At the Federal regional level, Regional Assistance Committees (RACs) in the DHS/FEMA Regions serve as the primary coordinating structure. RAC membership mirrors that of the FRPCC and RACS are chaired by a DHS/FEMA regional representative. Additionally, state emergency management agencies send representatives to RAC meetings and participate in regional exercise and training activities. The RACs provide a forum for information sharing, consultation, and coordination of Federal regional awareness, prevention, response, and recovery activities. The RACs provide technical assistance to State and local governments and evaluating radiological plans and exercises.

FEMA DISASTER RESPONSE COORDINATION

Disaster response support to an RDD incident would be coordinated and provided through one or more of the NRP's 15 Emergency Support Functions (ESFs). The ESFs serve as the primary operational-level mechanism that supports the Federal government in providing disaster assistance to State and local jurisdictions overwhelmed in a disaster. Support can be provided by ESFs in functional areas such as decontamination, monitoring, transportation, communications, public works and engineering, firefighting, mass care, housing, human services, public health and medical services, search and rescue, food, and energy. Beyond the Stafford Act, many of the ESF partner agencies have their own authorities they can use in disaster response.

The Mission Assignment (MA) is the vehicle used by FEMA in a Stafford Act major disaster or emergency declaration to order immediate, short-term disaster response assistance from Departments and Agencies to help overwhelmed State, local, and tribal governments that are unable to perform the necessary work. To streamline and facilitate rapid disaster response, FEMA has approved in advance a number of Pre-Scripted Mission Assignments (PSMAs). The Department and Agency partners can provide substantial technical disaster response assistance in their areas of expertise in responding to an RDD attack. Also, FEMA can surge its own teams and resources into an area in anticipation of an event that is expected to cause a significant impact and result in a declared emergency or major disaster, thus ensuring a more rapid response.

While not a technical expert in RDDs, FEMA will still activate and deploy its multiple disaster response operations nodes, teams, and resources to coordinate and provide assistance in an RDD

attack. In responding to such an attack, we would lean forward aggressively to push resources out and sustain this flow of these resources as long as needed to ensure immediate and continued support to the impacted governments. Command and control would be exercised through our network of operations centers, in coordination with the National Operations Center.

Operations Centers: Command and Control

FEMA manages a network of FEMA operations centers to coordinate and sustain response operations, maintain situational awareness and a common operating picture for DHS and FEMA leadership, facilitate information sharing between FEMA and non-FEMA entities, and provide internal and external stakeholders a consolidated, consistent, and accurate status of on-going incidents, responses, or potential events. The key components of this network are the National Response Coordination Center (NRCC) in FEMA Headquarters; the Regional Response Coordination Centers (RRCC) located in each of the ten FEMA Regions; the FEMA Operations Center (FOC) located at the Mt. Weather Emergency Operations Center; the five Mobile Emergency Response Support (MERS) Operations Centers (MOC) located in the States of Massachusetts, Georgia, Texas, Colorado, and Washington; and the Logistics Response Center at FEMA Headquarters.

FEMA's NRCC is the multi-agency center that functions as the disaster response operational component of the DHS National Operations Center (NOC). The NRCC provides overall Federal disaster response direction and coordination. It maintains situational awareness linkages with the RRCCs, State Emergency Operations Centers (EOC), selected local EOCs in the ten FEMA Regions, DHS Regional components, Regional ESF EOCs, State Fusion Centers, Joint Terrorism Task Forces, Regional Department of Defense (DoD) Operations Centers (primarily NORTHERN COMMAND and its Army component, ARNORTH), Joint Field Offices (JFO), and other key operational nodes. The NRCC would carry out the crucial role of coordinating and maintaining situational awareness and a common operating picture of the activities of all of the responding and operational entities in an RDD attack. It would also coordinate incident management operations; monitor potential or developing incidents; support regional and field components; and provide overall response and resource coordination and prioritization for DHS and FEMA. The NRCC maintains a 24/7 Watch Team and is augmented by the ESFs during disaster operations.

The recent TOPOFF 4 Exercise clearly illustrates the need to develop a list of RDD capabilities. An initial list has been developed by the DHS Office of Operations Coordination and provided to the Disaster Operations Directorate. As part of the ongoing NRCC capabilities upgrade, a new Emergency Management Information Management System (EMIMS) is being installed. EMIMS is a web-based software system that will provide greater support to the NRCC, RRCCs, and JFOs in managing disaster response operations and information flow, maintaining situational awareness, and coordinating information sharing. Our intent is to incorporate the initial RDD list already developed by the Office of Operations Coordination, expand it, and incorporate it into EMIMS as a secure resource module. Ultimately, with the capability provided by EMIMS, vital statistics on the location and content of RDD teams and resources can be loaded into the system by location and continuously updated by the responsible Federal department or agency and used on a real time basis by the interagency community to support responses. Our longer term goal is

to use EMIMS to create a larger national asset database containing all Federal response teams and resources for all-hazards responses. This expanded database would also be protected and available to the interagency community for use to support disaster response.

The RRCCs are regionally-based multi-agency coordination centers that perform a complementary role to the NRCC. Operating in the ten FEMA Regions, the RRCCs provide situational awareness information, identify and coordinate response requirements, perform capabilities analysis, and report on the status of Federal disaster response operations. The RRCCs deploy liaison officers and Emergency Response Teams-Advanced (ERT-A) to initiate Federal support, facilitate initial delivery of goods and services to save lives and property and to stabilize local infrastructures. They facilitate prioritizing “in theater” interagency resource allocation and coordination. NRCC and RRCC activations and operations are scalable and adjustable to most effectively address the nature, scope, magnitude, and potential impacts of an incident.

The FEMA Operations Center (FOC) supports the NRCC with a 24-hour watch. The FOC implements notifications to the Departments and Agencies that support the NRCC as well as activating emergency management staff. The FOC receives, analyzes, and disseminates all-hazards information within FEMA and DHS and to Departments, Agencies, and disaster response team members. The FOC, in coordination with the NOC, facilitates distribution of warnings, alerts, and bulletins to the emergency management community using a variety of communications systems such as the National Alert and Warning System, the Washington Area Warning System, and the National-level Emergency Alert System.

Disaster Response Teams and Assets

To assist State, local and tribal governments in their response to an RDD attack, FEMA’s Disaster Operations Directorate can immediately deploy its own disaster response teams and resources.

Emergency Response Teams-National (ERT-N)

FEMA’s ERT-Ns are deployed by FEMA Headquarters in response to significant disaster events such as an RDD attack. Their purpose is to coordinate disaster response activities, coordinate and deploy key national response assets and resources, provide situational awareness, and maintain connectivity with key DHS operations centers and components. ERT-Ns are made up of approximately 32 individuals and are organized according to National Incident Management System/Incident Command System (NIMS/ICS) standards to provide a systematic, proactive, and coordinated response approach. ERT-N members can provide the initial staffing for a JFO.

Emergency Response Teams-Advanced (ERT-A)

ERT-As are located in each of FEMA’s Regions and are deployed in the early phases of an incident to work directly with the States to assess the disaster impact, gain situational awareness, help coordinate the disaster response, and supports specific State requests for assistance. ERT-As are made up of approximately 25 individuals who establish an initial presence in a State EOC.

They can later staff the JFO to support the disaster response. The ERT-As deploy with basic communications capabilities including cell phones, wireless laptop computers, and a limited number of satellite cell phones. A small component of an ERT-A, the Rapid Needs Assessment Team, also provides the capability to collect disaster information in the field needed to determine more specific disaster response requirements.

Federal Incident Response Support Teams (FIRST)

FIRSTs are emergency response teams consisting of approximately five individuals who can be immediately deployed to a significant incident or disaster. FEMA's two FIRSTs are located in Region IV in Atlanta, Georgia, and in Region V in Chicago, Illinois. They serve as the forward component of the ERT-A and provide the core preliminary on-scene Federal management in support of the local incident commander to ensure an integrated, inter-jurisdictional response. Federal incident response support provided by these teams includes a command vehicle and multiple communications capabilities.

Urban Search and Rescue (US&R) Task Forces

The National US&R Response System is another FEMA response asset that could play a critical role in an RDD response. The US&R System provides a framework for structuring local emergency services personnel into integrated disaster response task forces. The 28 National US&R Task Forces (TF), complete with the necessary tools, equipment, skills and techniques, can be deployed by FEMA to assist State and local governments in rescuing victims of structural collapse incidents or to assist in other search and rescue missions. The 28 TFs are located throughout the continental United States. Any TF can be activated and deployed by FEMA to a disaster area to provide assistance in structural collapse rescue, or may be pre-positioned when a major disaster threatens a community.

TFs can respond within six hours of activation and consist of cross-trained personnel divided into six functional elements: search, rescue, medical, hazmat, logistics, and planning, supported by canines and capable of conducting physical search and heavy rescue operations in damaged or collapsed reinforced concrete buildings. TFs can conduct physical search and rescue operations in damaged or collapsed structures; operate in a known or suspected weapons-of-mass-destruction environment; provide medical care for trapped victims, TF personnel and search canines; provide reconnaissance to assess damage and needs, and provide feedback to other officials; and provide hazardous materials survey and evaluations.

Mobile Emergency Response Support (MERS)

Another key FEMA disaster response asset that would be critical in an RDD attack is the MERS System. The primary function of MERS is to provide mobile telecommunications, logistics, and operational capabilities for the on-site management of disaster response activities. MERS support falls into three broad areas:

- Operations - Mobile Emergency Operations Centers, quick reaction support, disaster preparedness (HAZMAT) officers, and MERS security officers.
- Communications - satellite, multiple radio vans, High Frequency line of sight microwave, land mobile radios, voice, video, and data capabilities, and wide area interoperability.
- Logistics - fuel, water, HVAC, life support, transportation, and power.

MERS provides support required by Federal, State and local responders and can provide prompt and rapid multi-media communications, information processing, logistics, administrative, and operational support. Staged in six strategic locations, one with offshore capabilities, the MERS detachments can concurrently support a large JFO and multiple field operating sites within a disaster area. The telecommunications function is accomplished using a variety of communications transmission systems including satellite, high frequency, and microwave line-of-sight interconnected by fiber optic cables to voice and data switches, local area networks, and desktop devices such as personal computers and telephones. MERS telecommunications assets can be provided for one or multiple locations within a disaster area and can be used to establish or reestablish communications connectivity with the public telecommunications system or Government telecommunications networks. Facilities within a disaster region can be interconnected by MERS assets to enhance emergency communications interoperability and austere facilities can be wired for computer, telephone, and video networks.

Nuclear Incident Response Team (NIRT)

NIRT assets would play a significant role in an RDD response. The NIRT teams consist of specialized teams managed day-to-day by the Department of Energy (DOE)/National Nuclear Security Administration (NNSA) and the Environmental Protection Agency (EPA). When activated by the DHS Secretary, they are operationally controlled by DHS/FEMA to provide expert technical advice and support in disaster response operations and other needs involving:

- Nuclear weapons accidents and incidents of national significance;
- Radiological accidents;
- Lost or stolen radioactive material incidents; and
- Acts of nuclear terrorism.

The NIRT is configured for rapid response to nuclear/radiological accidents or incidents. The NIRT interagency specialized teams have specialized equipment and trained personnel that can assess situations and advise local, State and Federal officials on the scope and magnitude of response needs. NIRT teams have the capability to conduct specialized search and detection operations for nuclear weapons, improvised nuclear devices, or RDDs in urban or other areas on the ground or by special air support. They support the full spectrum of all nuclear/radiological incidents or accidents considered to be significant including: terrorist use of RDDs or improvised nuclear devices as well as reactor accidents (commercial or weapons production facilities).

NIRT consists of one or all of the following DOE/NNSA and EPA response assets:

- Aerial Measuring System: airborne radiological sensing and surveying;
- Accident Response Group: scientific technical expertise and equipment;
- Federal Radiological Monitoring and Assessment Center: operational and logistic management focused on radiological consequence management;

- National Atmospheric Release Advisory Capability: computer modeling of transport, diffusion, and disposition of radioactive and hazardous materials;
- Nuclear Emergency Support Team: umbrella team encompassing Nuclear/Radiological Advisory Team, Joint Technical Operations Team, and the Search Response Team;
- Radiological Assistance Program: regional first response capability;
- Radiation Emergency Assistance Center/Training Site (REAC/TS): cadre of physicians, nurses, and other specialists who provide advanced health physics and medical assistance and advice needed to treat victims of acute radiation exposure accidents.

Radiological Emergency Response Team: provided by the EPA, works with other Federal agencies, State and local governments, and international organizations to monitor, contain, and clean up the release while protecting people and the environment from harmful exposure to radiation.

A U.S. Secret Service liaison is detailed to FEMA Headquarters to coordinate NIRT activities and is working closely with DOE, EPA, and DHS to further redefine the roles and responsibilities of the multiple agencies involved with the NIRT.

Domestic Emergency Support Team (DEST)

The DEST is another specialized interagency U.S. Government team designed to expeditiously provide expert advice, guidance and support to the FBI On-Scene Commander (OSC) during a WMD incident or credible threat. The DEST is comprised of crisis and consequence management components and augments the FBI's Joint Operations Center with tailored expertise, assessment and analysis capabilities, providing the FBI OSC with expert advice and guidance in the following:

- interagency crisis management;
- information management;
- enhanced communications;
- contingency planning for consequence management;
- explosive devices and their components;
- chemical, biological, and nuclear weapons/devices and their components and RDDs; and
- operating in a contaminated environment to conduct threat sampling, take measurements, and collect tactical intelligence and evidence.

Pre-positioned Equipment Program

The PEP consists of caches of standardized equipment pods, deployable to support State and local governments facing a major chemical, biological, radiological, nuclear, or explosives (CBRNE) event. PEP pods are supported by specialized teams of emergency responders and contain personal protective, decontamination, detection, technical search and rescue, law enforcement, interoperable communications and other emergency response equipment. The pods are available to State and local governments through formal requests and deployment procedures that are initiated by the Governors. In addition to State and local government support, PEP is used on the Federal level to supplement response operations including the National Disaster Medical System and Urban Search & Rescue.

DHS ASSETS AND SUPPORT

As a part of DHS, FEMA can leverage important capabilities available in the Department that can support the response to an RDD attack such as Customs and Border Patrol security personnel, aerial imagery, and streaming video support; U.S. Coast Guard Strike Teams, personnel, and Deployable Operations Group support; Immigrations and Customs Enforcement and Transportation Security Administration personnel and security teams; and we can coordinate with the National Infrastructure Coordination Center regarding the critical infrastructure sectors.

The Interagency Modeling and Atmospheric Assessment Center (IMAAC), can produce, coordinate and disseminate consequence predictions for airborne hazardous materials releases. IMAAC generates the single Federal prediction of atmospheric dispersions and their consequences during incidents of national significance, using the best available resources from the Federal government. Also, the Advisory Team for Environment, Food, and Health develops coordinated advice and recommendations for DHS, the JFO Coordination Group, the coordinating agency, and State, local, and tribal governments concerning environmental, food health, and animal health matters. The Advisory Team includes representatives from DHS, EPA, the Department of Agriculture (USDA), the Food and Drug Administration, the Centers for Disease Control and Prevention, and other Federal agencies.

An important part of preparing for and preventing an RDD attack involves nuclear forensics. DHS established the National Technical Nuclear Forensics Center (NTNFC) in October 2006 as part of the Domestic Nuclear Detection Office (DNDO) to coordinate and advance national nuclear forensics efforts. While the FBI serves as the lead federal agency for conducting and directing the nuclear forensics activities after a nuclear or radiological attack, the NTNFC serves as an overall system integrator for capabilities which support the FBI and are developed within DHS (for nuclear and radiological materials forensic capabilities), Department of Defense (for post-detonation debris forensics), and Department of Energy (for interdicted nuclear weapon and device forensics). The NTNFC efforts ensure we have the tools, the processes, and the expertise to potentially determine the nature and origin of the materials and devices used in acts of terrorism and smuggling. This includes the collection, analysis, and evaluation of pre- and post-detonation nuclear/radiological samples and devices, as well as prompt output signals from a nuclear detonation. In addition to contributing to attribution assessments, TNF serves as a critical deterrence capability to demonstrate we can hold perpetrators and suppliers accountable additionally; TNF may help to prevent follow on attacks.

FEDERAL DEPARTMENT AND AGENCY SUPPORT

As mentioned above, the ESF teams and resources enhance and greatly expand FEMA's capabilities and the Federal government's response. The extensive ESF expertise provided would be particularly important in an RDD response. Some of the more important capabilities include the following:

Department of Defense (DoD)

DoD and its combatant commands along with the National Guard Bureau (NGB) play a key role in Defense Support to Civil Authorities (DSCA) and supporting FEMA in disaster response. DSCA is DoD's support, provided by its Federal military forces, DoD civilians, contract personnel, and DoD components, in response to requests for assistance. The DoD focus in domestic disaster response is on providing homeland defense, supporting civil operations, and cooperating in theater security activities designed to protect the American people and their way of life. The DoD has critical resources that could be employed in an RDD incident, ranging from commodity distribution to assisting with:

- search and rescue
- communications, command and control
- transportation and evacuation
- security
- housing and mass care
- fuel distribution
- debris clearance
- medical care and medical evacuation
- power generation
- air support
- decontamination and protective measures

Other key specialized DoD resources include the following:

- **CBRNE Consequence Management Response Force (CCMRF):** personnel organized in force packages to perform missions across the CBRNE spectrum. CCMRF capabilities include medical, decontamination, command and control, communications, logistics, transportation and public affairs assets.
- **Chemical Biological Incident Response Force (CBIRF):** supports agent detection and identification; casualty search, rescue, and personnel decontamination; and emergency medical care and stabilization of contaminated personnel.
- **NORTHCOM Command Assessment Element (CAE):** rapidly deployable, tailored package that gives the NORTHCOM Commander operational and tactical level awareness of the operating environment and assessments of needs. The CAE gathers information, develops situational awareness, and conducts assessments with State and local officials.
- **Medical Radiobiology Advisory Team (MRAT):** provides advice and consultation to command and control regarding health physics, medical, and radiobiological issues during nuclear/radiological incidents.

The National Guard is the organized militia reserved to the States by the Constitution. The National Guard primarily provides support to the States. In peacetime, the National Guard is commanded by the Governor of each respective State or territory. When ordered to Federal active duty for mobilization or for emergencies, units of the National Guard are under the control of the appropriate service secretary. The FY04 National Defense Authorization Act amended

Title 32 to make it possible for a National Guard officer to be in command of Federal (Active Duty) and State (National Guard Title 32 and State Active Duty) forces simultaneously.

Generally, there are two levels of coordination between FEMA and the National Guard. Coordination at the State level routinely takes place between FEMA Regional staff and State officials. Fourteen of The Adjutant Generals (TAG), the leadership of the National Guard, are State Emergency Management Officials (SEMOs). At the national level, FEMA coordinates with the NGB and the NGB routinely interacts with all States and Territories on DSCA and Homeland Security matters to coordinate providing national level support. State requirements for National Guard support are normally filled under the Emergency Management Assistance Compact (EMAC) processes. The NGB can assist States in identifying National Guard capabilities available to meet their EMAC requirements.

In an RDD attack, FEMA would engage closely with both the State National Guards and the NGB to ensure close coordination and synchronization of disaster response activities and to leverage assets. The National Guard has valuable assets that can be applied to the response to an RDD attack:

- **National Guard Reaction Force (NGRF):** units that are pre-designated for quick response and available to the Governors to support State and local response.
- **WMD Civil Support Teams (CST):** 55 highly skilled, full-time teams, established to provide specialized WMD expertise and technical assistance to an incident commander to assess, assist, advise, and facilitate follow-on forces. Governors have operational command and control of the teams and NGB provides logistical support, standardized operational procedures, and operational coordination to facilitate the employment of the teams.
- **CBRNE Enhanced Response Force Package (CERFP):** regional capability to locate and extract victims from a contaminated environment, perform medical triage and treatment, and conduct personnel decontamination in a WMD event. Each CERFP task force works in coordination with other military forces and commands as part of the overall national response of local, State and Federal assets and has a regional responsibility as well as the capability to respond to major CBRNE incidents anywhere within the US or worldwide. This capability augments the WMD CST and provides a task force-oriented structure that can respond on short notice.

Additional specialized support in responding to an RDD attack would also come from our ESF partners as follows:

Department of Justice (DOJ)/Federal Bureau of Investigation (FBI)

- **FBI Hazardous Materials Response Unit:** provides technical response capabilities including management of WMD crime scene activities and collection of evidence in hazardous environments.

- **FBI Hazardous Materials Response Teams:** teams trained and equipped to process WMD crime scenes, including the collection and packaging of evidence from hazardous environments.

Environmental Protection Agency (EPA)

EPA serves in several roles under the National Response Plan, Emergency Support Function #10, and the Nuclear Radiological Incident Annex. Their primary activities under ESF #10 include: efforts to detect, identify, contain, clean-up or dispose of oil or hazardous materials (including radiological materials); removal of drums and other bulk containers; collection of household hazardous waste; monitoring of debris disposal; air and water quality monitoring and sampling; and protection of natural resources. EPA is also a support agency for a number of other Emergency Support Functions and works with other Federal agencies under the Nuclear/Radiological Incident Annex to the NRP. EPA's assets support the interagency Federal Radiological Monitoring and Assessment Center, and the lead of the FRMAC transitions from DOE to EPA once the emergency phase is over and the criteria established under the Nuclear/Radiological Incident Annex are met. In addition, the technical lead for the clean up and recovery from a "dirty bomb" would transition from DOE to EPA.

In addition to EPA's Radiological Emergency Response Team, discussed previously as a potential Nuclear Incident Response Team asset, EPA maintains the following personnel and assets:

- **Airborne Spectral Photometric Environmental Collection Technology (ASPECT):** aerial tools to collect chemical, visible, and radiological information for the incident command structure. Integrates data products into the existing response structure. Sensors are mounted on aircraft, have infrared capabilities, and collect quantitative information (e.g., vapors, plumes, mapping). Supporting data include aerial digital photography and chemical agent information.
- **Federal On-Scene Coordinators:** Response managers pre-designated under the National Oil and Hazardous Substances Pollution Contingency Plan who lead the EPA response to incidents. OSCs have access to immediate contractor support and can provide assessments, containment and cleanup support. OSCs provide experienced technical and logistical assistance in responding to environmental emergencies, through activities such as emergency response, site characterization and assessment, verification, cleanup, and disposal of radiologically contaminated wastes or release events.
- **Environmental Response Team:** The ERT supports EPA's OSCs by providing multi-disciplined technical expertise and logistical support in responding to hazardous substance emergencies, oil spills, potential and actual releases of biological and chemical agents as well as long-term remedial activities. The ERT characterizes and assesses the site, verifies the nature and severity of the event, and participates in development of a strategy for the cleanup, decontamination or disposal, and remedy selection. Its response capabilities include, but are not limited to, air surveillance, geophysical surveying, underwater diving, radiation health and safety, modeling, risk assessment, rapid turnaround analytical support and the capacity for contaminant-specific method development for sampling and analysis.

- **National Decontamination Team:** team of EPA subject matter experts with contractor support who support EPA Federal On Scene Coordinators. The NDT is dedicated to providing decontamination expertise, especially related to chemical, biological, and radiological contaminants that can be used as Weapons of Mass Destruction.
- **National Counter Terrorism Evidence Response Team:** team of Special Agents who provide law enforcement response personnel and support for incidents or sites that contain chemical, biological, or radiological hazards and have a link to terrorism or environmental crimes. NCERT supports Special Agents, OSCs, and the other EPA Special Teams. Additionally, NCERT provides extensive law enforcement liaison contacts and law enforcement coordination capabilities to any incident.

Department of Health and Human Services (DHHS)

In addition to the specific resources and teams listed below that could be provided by DHHS to support an RDD response, FEMA would reach out to DHHS to provide guidance and expertise to address medical intervention issues, victim dose impacts and treatments, and other medically-related issues.

- **National Disaster Medical System Disaster Medical Assistance Teams (DMAT):** teams of medical personnel who provide primary and acute care, triage of mass casualties, initial resuscitation, stabilization, advanced life support and preparation for transportation
- **Strategic National Stockpile (SNS):** national repository of antibiotics, chemical antidotes, antitoxins, life-support medications, IV administration, airway maintenance supplies, and medical/surgical items. The SNS is designed to supplement and re-supply state and local public health agencies in the event of national emergencies.
- **CDC Technical Advisory Response Unit:** team that ensures effective distribution of SNS.
- **Food and Drug Administration (FDA) Rapid Response Team:** team that collects samples of known and unknown hazardous products.
- **National Medical Response Team:** team trained to perform the functions of a DMAT, but possess additional capability to respond to a CBRNE event.
- **Federal Medical Station:** a deployable healthcare platform that can deliver large-scale primary healthcare services in the form of non-acute hospital bed surge capacity, special needs sheltering capacity, or quarantine support.

Veterans Affairs

- **Medical Emergency Radiological Response Team:** team that provides direct patient treatment and trains local health care providers in how to manage, handle, and treat radiation

exposed and contaminated casualties; assesses the impact on human health; and provides consultation and technical advice to local, state, and Federal authorities.

Department of Justice /Bureau of Alcohol, Tobacco, and Firearms (ATF)

- **ATF National Response Team:** team that assists Federal, State, and local investigators meet the challenges faced at the scenes of significant arson and explosives incidents.

ATF Explosive Canine Team: canine teams used to detect explosives, explosives residue, and post blast evidence.

TOPOFF 4 EXERCISE: October 2007

DHS maintains the National Exercise Program (NEP) as one of the mechanisms to evaluate the preparation of the U.S. government to execute the full range of capabilities and responsibilities. The NEP is a national, interagency-wide program that prioritizes, focuses, and coordinates national security and homeland security preparedness-related exercise activities. Results from these exercises provide information that informs the policy process and ultimately improves the government's preparedness posture. Exercises are the primary tool available for evaluating the capability to perform in a crisis or emergency. The principal focus of the NEP is a program of capabilities-based exercises designed for the participation of heads of Federal Departments and Agencies and other key officials to examine and evaluate emerging national-level policy issues. The NEP, using a system of tiered National Level Exercises and its 5-year schedule, allows the USG to exercise and evaluate the required preparedness capabilities required in preparing for all-hazards, natural disasters, and terrorist events.

TOPOFF (referring to "Top Officials") is a national, biennial Domestic Counterterrorism Exercise Series consisting of a two-year planning endeavor, involving experts at all levels of government and the private sector. TOPOFF 4 was conducted this October as a Full Scale Exercise in three locations: Arizona, Guam and Oregon. In accordance with the NEP, the TOPOFF 4 Full Scale Exercise was designated as a Tier I National Level Exercise for Fiscal Year 2008. This exercise centered on White House directed, government-wide strategy and policy-related issues. It was conducted with the participation of all appropriate Secretaries (or their Deputies), other senior officials, and all necessary operations centers. While the TOPOFF 4 scenario was focused on RDDs, this exercise reflected USG-wide priorities, not single department or agency programs.

Building on knowledge derived from earlier Federal-level exercises and recent real world events, TOPOFF 4 contained several new elements including: increased coordination with the Department of Defense, expanded emphasis on prevention – the opportunity to piece together an intelligence "puzzle" and stop an attack before it occurs, as well as the focus on mass decontamination and long-term recovery and remediation issues. The inclusion of Guam as one of the three venues also focused efforts on coordinating procedures and communications with a U.S. territory. TOPOFF 4 was the first exercise in the series to focus on one specific event - RDDs. The selection of this event in all three venues allowed the Federal Government, in

coordination with State, Territorial, County and City partners to evaluate capabilities required in a response to near simultaneous events of a similar type.

Conclusion

FEMA continues to engage in operational planning to improve the capabilities of our disaster response teams, work proactively and collaboratively with our Federal, State, local, tribal, and private sector partners, and always maintain focus on our core mission to protect the American people.

I thank you for the opportunity to be here today, and I am pleased to answer your questions.