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"Nuclear Terrorism: Providing Medical Care and Meeting Basic Needs in the Aftermath – the Federal Response"

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Good morning Chairman Lieberman, Ranking Member Collins, and Members of the Committee. I am David Paulison, Administrator for the Department of Homeland Security's (DHS) Federal Emergency Management Agency (FEMA). I am grateful to be representing the Department and FEMA with our Federal partners today. A terrorist attack involving an Improvised Nuclear Device (IND), such as that described in the DHS National Planning Scenario #1 involving a Nuclear Detonation -10 kiloton IND, would be catastrophic. Such an attack would present a scale and complexity of destruction that could immediately challenge or overwhelm the capabilities of State and local resources. It is an event that would demand cooperation with all levels of government and the private sector to ensure a coordinated response.

DHS Office of Health Affairs Planning and Assessments

Using funding provided by the U.S. Troop Readiness, Veterans' Care, Katrina Recovery, and Iraq Accountability Act (P.L. 110-28), the DHS Office of Health Affairs (OHA) is undertaking a multi-part project. The project includes developing a communications strategy for informing the public affected by an IND detonation on one of the Tier 1 Urban Area Security Initiative (UASI) cities, modeling the effects and impacts from a .1, 1.0, and 10 kT detonation in each of the Tier 1 UASI cities, and sponsoring the National Academy of Sciences to look at the adequacy of the medical and health response, adequacy of the Strategic National Stockpile (SNS), and effectiveness of the delivery of the SNS.

Public Information

In the event of a nuclear attack, the Federal Government must be prepared to provide timely and accurate guidance immediately. We are in the process of updating the National Response Framework's Incident Annexes, to include the Catastrophic Incident Annex and the Nuclear / Radiological Incident Annex. We recognize that response to a nuclear attack will require affected local, Tribal, State and Federal agencies and non-governmental organizations (NGOs) to coordinate in extraordinary or unprecedented ways to ensure the fast deployment of appropriate response resources, humane treatment of the affected population, and an aggressive coordinated public information campaign.

Under the NRF, the Department of Homeland Security Assistant Secretary for Public Affairs, Emergency Support Function (ESF) #15 Director, will activate the NRF Incident Communications Emergency Policy and Procedures. The nature of a radiological/nuclear incident may require modification to the release of information and media access guidelines. The ESF #15 External Affairs Officer designated for a radiological/nuclear incident will coordinate closely with responsible agencies. The ESF #15 Director may designate a staffer or retain the role of ESF #15 Operations Director.

Public Notification Systems

DHS/FEMA is the White House's executive agent for the Emergency Alert System (EAS). The national activation of the EAS must occur to allow non-affected states and neighboring areas to begin activation of their plans and control the movement of people into and from the affected areas. The EAS is designed to deliver EAS messages to serve the needs of special populations, such as the deaf and those with differing language requirements. When the activation order is given by national

authorities to DHS/FEMA, the agency can access broadcast stations around the Nation within several minutes.

The Integrated Public Alert and Warning System (IPAWS) is the Nation's next generation public communications and warning capability. When implemented, FEMA and the IPAWS Program Management Office (PMO) will work with public and private sectors to integrate warning systems to allow the President and authorized officials to effectively address and warn the public and State and local emergency operations centers via phone, cell phone, pagers, computers and other personal communications devices. The IPAWS will improve the reliability, security and accessibility of public alerts and warnings by transforming today's national emergency alert system from an audio-only system into one that can more reliably and effectively send alerts by voice, text or video to all Americans including those with disabilities or who cannot understand English. Through IPAWS, alerts will flow through multiple devices, such as cell phones, pagers, satellite television/radio, landline phones, desktop computers, personal digital assistants, and road signs. These live or pre-recorded messages may be sent via audio, video or text in multiple languages, including American Sign Language and Braille.

Authorities and Guidance

As required in the Homeland Security Act of 2002 and Homeland Security Presidential Directive 5 (HSPD-5), and as described in the NRF, the Secretary of Homeland Security has overall responsibility for domestic incident management. Should a terrorist attack us with a nuclear device, the President under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, has the authority to declare a major disaster or emergency, making Disaster Relief Funds available. The FBI has the lead responsibility for criminal investigations of terrorist acts or terrorist threats. The NRF's Nuclear/Radiological Incident Annex designates additional Federal agencies as cooperating agencies to respond to a nuclear incident. The NRF's Catastrophic Incident Annex (CIA) and Catastrophic Incident Supplement (CIS) provide the strategy for implementing and coordinating an accelerated proactive national response to a catastrophic incident that takes advantage of multiple Federal–level teams and assets.

The Federal Radiological Preparedness Coordinating Committee (FRPCC) provides a national-level forum for the development and coordination for radiological preparedness policies and procedures. The FRPCC is an interagency body consisting of the coordinating and cooperating agencies identified in the Nuclear/Radiological Incident Annex; it is chaired by DHS/FEMA. 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.

The Integrated Planning System (IPS) was mandated by the President in Annex I (National Planning) to HSPD-8 (National Preparedness). The system will guide planning across Federal Departments and Agencies, and the integration between Federal scenario-based planning and State / local capabilities-based planning. IPS will provide consistent direction and delineation of authorities, responsibilities and requirements. It was designed on the same planning principles established by the State and Local emergency management community through the Comprehensive Preparedness Guide – 101 (draft) "A Guide for All-Hazard Emergency Operations Planning for State, Territorial, Local and Tribal Governments" to ensure consistency between the Federal and State, Local and Tribal planning structures." The development and management of IPS is handled

by the DHS Office of Operations Coordination and Planning. FEMA is participating in the effort and manages several actions associated with its implementation, including CONPLAN development and integration with State / local / Tribal planning.

Stafford Act Authorities

In the event of a nuclear attack, as with all hazards, 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 provides for a Presidential declaration of a major disaster or emergency after a Governor's request for assistance if:

- an event is beyond the combined response capabilities of the State and affected local governments; and
- 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.

Further, the President may issue an emergency declaration under the Stafford Act to provide 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 Presidential 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. Prior to 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.

DHS is in the final stages of publishing "Planning Guidance for Protection and Recovery Following a Radiological Dispersal Device (RDD) and Improvised Nuclear Device (IND Incidents" (the Guidance) in the Federal Register. This Guidance was formerly titled "Application of Protective Action Guides to Radiological Dispersal Device (RDD) and Improvised Nuclear Device (IND) Incidents." The objective of the Guidance is to provide Federal, State, local and tribal decision makers with uniform Federal guidance to protect the public from harmful effects of radiation following a radiological dispersion device or improvised nuclear incident, and to ensure that local and Federal first responders can address the issues or circumstances that may arise.

Meeting the Challenge: the Federal Response

Recognizing the enhanced Stafford Act authorities included in the Post Katrina Emergency Reform Act, P.L.109-295, the new FEMA leans forward to deliver more effective disaster assistance to individuals and communities impacted by a disaster. In responding to an IND attack, FEMA would lean forward aggressively to push resources out and sustain the flow of resources as long as needed to ensure immediate and continued support to the impacted governments.

In an IND incident FEMA would coordinate the disaster response through the NRF's 15 Emergency Support Functions (ESFs). The ESFs serve as the primary operational-level mechanism that support 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 *Catastrophic Incident Supplement to the NRF* (NRF-CIS) establishes a coordinated strategy for accelerating the delivery and application of Federal and Federally-accessible resources and capabilities in support of a response to a no-notice or short-notice catastrophic mass victim/mass evacuation incident, such as a nuclear terrorism attack. The NRF-CIS provides the operational strategy summarized in the *National Response Plan Catastrophic Incident Annex* (*NRF-CIA*). The NRF-CIS is designed to address an incident of catastrophic magnitude, in which the need for Federal assistance is obvious and immediate, and anticipatory planning and resource pre-positioning were precluded. The NRF-CIS outlines an aggressive concept of operations, establishes an execution schedule and implementation strategy, and, in the supporting appendices, provides functional capability overviews and outlines key responsibilities of Departments and Agencies. It is organized around a basic plan, two operational annexes, and thirteen referential appendices. The CIA has been recently updated and will soon be released. Updates to the CIS are planned.

The Basic Plan provides a general strategic overview and outlines the tactical concept of operations at the local, State, and Federal levels of government, to include detailed Federal logistical and transportation support actions and responsibilities. The operational annexes contain the Catastrophic Incident Response Execution Schedule (CIRES) and a supporting CIRES Transportation Support Schedule. The referential appendices include general planning assumptions, an inventory of Federal teams, abbreviations and acronyms, and additional information about unique functional area planning assumptions, response strategies, transportation and logistics requirements, capabilities, responsibilities, and concerns.

Immediately upon recognition that a domestic jurisdiction or region has suffered a catastrophic mass victim/mass evacuation incident, the Secretary of Homeland Security will direct implementation of the NRF-CIS, and direct initiation of the automatic response actions reflected in the CIS Execution Schedule. These actions include, but are not limited to:

- Designating and deploying a Federal Coordinating Officer (FCO) and activating and deploying a Federal incident management teams to the State Emergency Operations Center (EOC). The

teams will coordinate Federal support, through the State and incident command structure, to local authorities.

- Identifying and rapidly establishing necessary support facilities (Federal Mobilization Centers, Joint Field Offices (JFOs), etc. near the incident venue.
- Immediately activating and mobilizing incident-specific resources and capabilities (e.g., pharmaceutical caches, such as the Strategic National Stockpile of HHS's Centers for Disease Control and Prevention, search and rescue teams, medical teams and equipment, shelters, etc.) for deployment to the incident venue.
- Activating National and Regional level operations centers and field support centers to direct operations (e.g., tele-registration centers).
- Activating and deploying reserve personnel to augment and support organic State/local response capabilities and requirements in critical skills areas.
- Activating and preparing Federal facilities (e.g., HHS will activate hospitals) to receive and treat casualties from the incident area.
- Issuing timely public announcements to inform and assure the Nation about the incident and actions being taken to respond. If the venue and/or State infrastructure are incapable of providing timely incident information, warning, and guidance to the public in and around the affected area, the Federal Government will provide the necessary communications.
- Activating supplementary support agreements with the private sector for items such as generators.

Pre-Designated Resources

Recognizing that Federal and/or Federally accessible resources will be required to support State and local response efforts in some or all of the preceding areas, the Federal Government has pre-identified resources (e.g., medical teams, transportable shelters, preventive and therapeutic pharmaceutical caches, Federal medical facilities, cargo and passenger aircraft, etc.) that are expected to be needed/required to support the State and local incident response.

Upon NRF-CIS implementation, the Federal Government will act immediately and "push" these pre-designated resources to a Federal Mobilization Center or staging area near the incident area, as well as "push" certain actions (e.g., activate or make available Federal facilities, such as hospitals, and other capabilities). Upon arrival, these resources will be redeployed to the incident area and integrated into the response operations when requested and approved by - and in collaboration with – appropriate State or local incident command authorities, in accordance with the NRF and NIMS.

Federal departments and agencies, including the Department of Defense (DoD), have considerable resources and expertise that are critical in lifesaving and provide major support to the disaster response and recovery process. A major FEMA responsibility is to identify needs and to task, through Mission Assignments (MAs), the appropriate agency to fulfill these needs. The 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.

Since Katrina, greater emphasis has been placed on the MA process, including expanding the use of Pre-Scripted Mission Assignments (PSMAs) to serve as a mechanism to facilitate rapid response, as well as to standardize development of MAs prior to and during disaster operations. By expanding the development of PSMAs, FEMA is now better prepared to support State, local, and Tribal governments in disaster responses. In 2006, FEMA had a total of 44 PSMAs (with 2 Federal agencies) in place to provide disaster response support. Since then, FEMA has increased the number of PSMAs to 224 (in coordination with 31 Federal departments and agencies) and additional PSMAs are in the developmental stages. This support ranges from heavy-lift helicopters from DoD, to generators from the U.S. Army Corps of Engineers, to Disaster Medical Assistance Teams from the Department of Health and Human Services, and Emergency Road Clearing Teams from the U.S. Forest Service.

Typically, the State identifies specific Federal support requirements and requests a Presidential major disaster or emergency declaration prior to the Federal government deploying personnel or assets. However, the NRF specifically requires the proactive notification and deployment of Federal resources in anticipation of or response to catastrophic incidents, where the need for Federal assistance is obvious, overwhelming, and immediate, and cannot wait for absolute situational clarity. These Federal resources will thus be ready to deliver assistance as soon as the President authorizes a major disaster or emergency declaration.

Operational Support to Our State Partners

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 FEMA's Regional Response Coordinating Centers (RRCCs), State Emergency Operations Centers (EOCs), selected local EOCs in the ten FEMA Regions, DHS Regional components, Regional Emergency Support Function (ESF) EOCs, State Fusion Centers, Joint Terrorism Task Forces (JTTFs), Regional DoD Operations Centers (primarily at U.S. Northern Command and its Army component, U.S. Army North), Joint Field Offices (JFOs), 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 a nuclear detonation event. 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 NRF ESF representatives from departments and agencies to support disaster response operations.

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 link to State, Regional, and selected local EOCs; State fusion centers; JTTFs; Regional DoD and selected interagency Operations Centers, and 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) actively supports the NRCC by maintaining a 24/7 operation, which, when required by events, executes notifications to all Federal Departments and Agencies that support the NRCC, as well as emergency management staff and emergency teams. Additionally, under specified circumstances, the FOC is tasked and authorized by Public Law to warn the American public of impending danger. Operations staff assigned to the FOC collect, analyze, and disseminate a wide range of all-hazard and event information to DHS, FEMA, and other Federal departments and agencies, as well as disaster response team members. This includes alerts and notification to departmental and FEMA emergency personnel.

In the event that local or Regional communications were impaired due to IND attack, FEMA would take the Federal lead in responding to the event to facilitate coordination of capability restoration. On the tactical level, FEMA would respond with National/Regional operational teams to provide initial situational awareness, interoperable tactical command and control communications between first responders, Department of Defense, National Guard, and other Federal response resources. On a more strategic level, Emergency Support Function #2 would be activated at the State and National levels to enable emergency managers to restore damaged critical infrastructure nodes based on Federal/State priorities.

In responding to an IND, FEMA can immediately deploy any or all of its disaster response teams, resources, and capabilities as follows:

- Nuclear Incident Response Team (NIRT): NIRT teams are specialized teams managed day-to-day by the DOE/National Nuclear Security Administration (NNSA) and EPA, and operationally controlled by DHS/FEMA when activated/deployed to provide expert technical advice and support in disaster response operations and other needs involving nuclear weapons accidents, radiological accidents, lost or stolen radioactive material incidents, and acts of nuclear terrorism. NIRT provides access to nuclear weapons design/production capabilities and is configured for rapid response to nuclear accidents or incidents. NIRT Interagency specialized teams are a quick deployment advance element with specialized equipment and trained personnel that assess situations and advise Federal, State, and local officials of the scope and magnitude of response needs. NIRT teams have the capability to conduct search and detection operations for nuclear weapons in urban or other areas on the ground or by special air support. Key DOE/NNSA assets that perform NIRT functions include an Aerial Measurement System (AMS) consisting of fixed and rotary wing assets containing highly sensitive radiation detection equipment used to map radioactive material deposits and the Radiological Assistance Program (RAP) consisting of teams of trained personnel with equipment and monitoring capability who are usually the first NIRT assets deployed to assess the radiological emergency. Additional NIRT assets include the Accident Response Group (ARG); Federal Radiological Monitoring and Assessment Center (FRMAC); Consequence Management Response Team (CMRT); Nuclear Emergency Support Team (NEST); Radiation Emergency Assistance Center/Training Site (REAC/TS); and National Atmospheric Release Advisory Capability (NARAC). EPA NIRT assets include the Radiological Emergency Response Team (RERT); Environmental Response Team (ERT);

National Decontamination Team (NDT); Regional Response Team (RRT); and RadNet Radiological Monitoring.

- Domestic Emergency Support Team (DEST): The DEST is a specialized interagency U.S. Government team that FEMA supports with the Department of Justice. It is designed to expeditiously provide expert advice, guidance and support to the FBI On-Scene Commander (OSC) during an actual or threatened Weapons of Mass Destruction (WMD) incident. 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.

- Mobile Emergency Response Support (MERS) System: MERS is a critical FEMA asset that provides rapidly deployable command, control, and tactical disaster emergency communications capabilities, tactical operations, and logistics support for the on-scene management of disaster response activities. It is a key FEMA disaster response asset that would play an important role supporting the response to a detonation of a nuclear device in the United States. MERS supports Federal, State, and local disaster responders in several different areas, including multimedia communications, information processing, logistics, and overall incident operations and administration.

  Strategically positioned in six locations across the Nation, MERS Detachments can support multiple field operating sites and large JFOs within an incident area concurrently. MERS support falls into three broad categories:
  - Communications: Providing satellite, multiple radio vans, High Frequency line-of-sight microwave, land mobile radios, voice, video, and data capabilities, and wide area interoperability;
  - Operations: Providing mobile emergency operations centers, quick reaction support, disaster preparedness (HAZMAT) officers, and security officers; and
  - Logistics: Providing fuel, water, HVAC, life support, transportation, and power.

  FEMA continues to design, staff, and maintain a rapidly deployable, responsive, interoperable and highly reliable emergency communications capability using the latest commercial off-the-shelf voice, video and data technology. Among the goals for improving communications capabilities are simplifying the communications architecture; ensuring seamless user interoperability and user friendly information transfers; using flexible design options taking advantage of satellite/Internet technologies; pushing capabilities forward to state and local responders; increasing bandwidth and connectivity; and tying into public networks as far forward as possible.

- Emergency Response Teams-National (ERT-N): ERT-Ns are deployed by FEMA Headquarters in response to significant disaster events. 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 being replaced by Incident Management Assistance Teams (see below).

- 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 Joint Field Office to support the disaster response. ERT-As are being replaced by Incident Management Assistance Teams (see below).

- Federal Incident Response Support Teams (FIRSTs): FIRSTs are emergency response teams consisting of 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.

- Incident Management Assistance Teams (IMATs): To further enhance disaster response capabilities, FEMA is developing national and regional-level IMATs, a next generation of rapidly deployable interagency emergency response teams, designed to provide a forward Federal presence to facilitate managing the national response to catastrophic incidents. These teams will ultimately subsume the ERTs and FIRSTs and will have the capability to establish an effective Federal on-scene presence to support the State within 12 hours of notification; coordinate Federal support and response activities; and provide initial situational awareness. Teams will be self-sufficient for a limited period of time so as not to burden potentially scarce local resources. IMATs will be led by a credentialed Federal Coordinating Officer (FCO) and will eventually subsume the mission and capabilities of the existing FIRSTs and ERTs. Of the three National-level and ten Regional-level IMATs planned, the National IMAT-East and the Region IV, Region V, and Region VI IMATs have achieved operating have achieved operating capability.

- Urban Search and Rescue (US&R) Task Forces: The National US&R Response System, when activated, is another FEMA response asset that would play a critical role in response to an IND. Located throughout the continental United States, the 28 National US&R Task Forces (TF), are capable of operating in a WMD environment 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.

Additional Federal-level assets that would play important roles are the DHS Interagency Modeling and Atmospheric Assessment Center (IMAAC), which serves as the single Federal source of airborne hazards predictions of the effects from hazardous chemical, biological, and radiological releases and the Advisory Team for Environment, Food, and Health, which provides advice on protective actions to protect the public and the environment.

Decontamination and Containment

To effectively assist impacted populations post-nuclear attack, first responders should establish a buffer zone between the hot zone and cold zone to ensure contamination containment. This

requirement is intended to protect decontaminated evacuees and emergency responders and relief workers. Mass care responders support the impacted jurisdictions by providing services to decontaminated evacuees, including hydration, feeding, replacement clothing, emergency first aid, and other life sustaining assistance. These services may be expanded as evacuees are relocated to safe and secure areas. Containment is crucial to avoid spreading the contaminant to the unaffected population and to ensure the safe participation of relief agency staff.

If radiological contaminants are released into the environment, safe sheltering becomes a challenge. Local nongovernmental organizations (NGOs) such as Red Cross or Salvation Army will face severe challenges in effectively performing their usual mass care mission, due to potential contamination concerns. These organizations do not and cannot compel volunteers to enter contaminated areas or provide services to contaminated individuals and are not able to support government mass care missions. The federal government may need to help coordinate sheltering and mass care, under FEMA's Stafford authorities. Since NGO resources can only be deployed to areas outside the buffer zone, there will be delays in the provision of services while safe areas are identified and established. These delays will invariably cause additional hardship to the affected population, and test the resolve of all levels of government to ensure that buffer zones are enforced.

The degree of exposure to radiation and the overall devastation caused by the attack will determine how soon members of response teams will be able to move into position to help those directly affected. Personal self-sheltering options typically include homes, offices or schools and may have to be considered for those in the hot zone area and for those with critical transportation needs in the cold or buffer zones. In these cases, and as directed by local officials, individuals and households may need to shelter-in-place. In instances of radiological or nuclear contaminants, sheltering will require "safe rooms" or "safe building" to protect individuals and their household pets from exposure to nuclear material. The speed at which those in affected areas will be able to evacuate will depend on the nature of the attack (IND versus dirty bomb), the type of areas impacted (urban, ultra-urban, or rural) and the availability of specialized resources (decontamination equipment and transportation assets). Of course, although states and local jurisdictions are actively planning for nuclear events, these plans have never been implemented in actual emergency conditions, though some of them have been the subject of exercises.

Meeting Mass Care Needs Following a Nuclear Attack

Under the National Response Framework, Emergency Support Function 6 (ESF-6), the Mass Care/Emergency Assistance mission is to evaluate, coordinate, and support the delivery of mass care and emergency assistance during presidentially disasters and emergencies through the FEMA Regions, Federal ESF-6 partners, non-governmental agencies, the private sector and contract support. Effective June 1, 2007, FEMA assumed primary agency responsibilities for mass care. The American Red Cross (ARC) continues to support FEMA, focusing on mass care activities. ESF-6 provides basic, life-sustaining assistance to individuals, households and household pets that have been adversely affected by disaster, including nuclear terrorist attacks. While ESF-6 Mass Care supports these services, the Departments of Defense; Justice; and Health and Human Services will be tasked with the responsibility for determining if or when individuals and families can or will be evacuated from areas impacted by nuclear attack. In order to oversee evacuation support, sheltering activities, and reunification of families, ESF-6 is organized into 4 primary functions: Mass Care,

Emergency Assistance, Housing, and Human Services. **DHS is finalizing a Mass Evacuation Incident Annex, which is expected to be approved this week.**

- **Mass Care:** sheltering, feeding operations, emergency first aid, bulk distribution of emergency items and collecting and providing information on victims to family members.

- **Emergency Assistance**: Assistance required by individuals, families and their communities to ensure that immediate needs beyond the scope of the traditional "Mass Care" services provided at the local level are addressed. These services include support to evacuations (including registration and tracking of evacuees); reunification of families; pet evacuation and sheltering; support to specialized shelters; support to medical shelters; non-conventional shelter management (ships, tent cities, hotel/motel program or other group shelter facilities); coordination of donated goods and services; and coordination of voluntary agency assistance.

- **Housing:** Includes the housing components of the Individuals and Households Program (IHP), under Section 408 of the Stafford Act, such as Rental Assistance, Transient Accommodations, Repair, Replacement, Direct Assistance (Manufactured Housing or Direct to Landlord), Semi-permanent, and Permanent Construction, the Joint Housing Solutions Group, access to or provision of federal and other sources of housing assistance.

- **Human Services:** These services include implementation of the:

    - Individuals and Households Program;
    - Other Needs Assistance (ONA);
    - Small Business Administration Disaster Loan Program;
    - Emergency Food Stamps)Department of Labor);
    - Crisis Counseling and Training Program;
    - Disaster Unemployment Assistance; and
    - Disaster Legal Services,

Additionally, FEMA coordinates the provision of other federal disaster assistance programs and services to include crime victim compensation necessitated by an incident caused by criminal action, and the provision of case management services for individuals with special needs. These services may include new enrollment in federal human service benefits, re-enrollment in human services benefits being received prior to the event, coordination of case management services, or other actions as needed consistent with program authorities.

Programs and Tools Available under ESF-6

In the event a catastrophic disaster, the **Mass Evacuation Management Unit (MEMU)** may be activated. This unit serves as the coordinating and integrating unit to support mass evacuation activities at the Federal level. MEMU works in coordination with other mass care and emergency assistance units and ESF- 6 partners to ensure that appropriate and timely life sustaining services are delivered to evacuees. MEMU interacts with other FEMA Directorates and Regional and JFO staff to ensure coordination during multi-state mass evacuation events and during incidents requiring the support of host states.

The Congregate Care Coordination Unit (CCCU) serves as the coordinating unit to support all congregate care activities at the Regional and JFO levels. It provides resources and subject matter experts and coordinates with other ESF- 6 partners, other federal agencies (OFAs), and contractors at the NRCC. A CCCU may work in coordination with other Regional and State levels CCCUs. In addition, the CCU manages the National Shelter System (NSS).

The Reunification Services Unit (RSU) serves as the coordinating unit at the Federal level in support of the reunification of separated family members and the location of missing children. They ensure the coordination of information exchange for reunification purposes among Federal, State, local, Tribal and private sector entities and develop & implement programs and processes to comply with NRF and Post-Katrina Emergency Management Reform Act requirements, as well as managing the National Emergency Family Registry & Locator System (NEFRLS) and coordinating with the National Emergency Child Locator Center (NECLC).

FEMA's Special Needs Population Team works with ESF- 6 partners, OFAs and the private sector to support Regional and JFO initiatives when providing services to special needs populations. This team provides support to facilitate the integration of services at the Regional and JFO levels to ensure that mass care and emergency assistance services are in compliance with Federal, State and local requirements, regulations and laws.

Finally, our **Household Pet Management Unit** works with United States Department of Agriculture, OFAs, NGOs and others to ensure that household pet needs are coordinated during large mass evacuations or sheltering events.

The Federal mass care support requested by a host State or Tribe will be dependent on its internal capability and capacity to handle the sheltering needs and life-sustaining care of newly arriving evacuees. FEMA Individual Assistance programs beyond the scope of Mass Care and Emergency Assistance will be mobilized to provide long-term services to displaced evacuees. FEMA will work with the federal and voluntary agency community at forward and Host State reception sites to ensure that decontaminated evacuees with special needs receive support services and additional assistance.

FEMA has a sense of urgency and a determined resolve to build on knowledge derived from previous disaster events and Federal and State-level exercises. Today, our operations and programs reflect the lessons learned from the past, and are based on a collaborative approach to disaster response and recovery. FEMA continues to work with the States and local governments, as well as our Federal partners, NGO's, and voluntary agencies to improve our capabilities and work proactively to protect the American people.

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