



# International Affairs

Office of Policy and Program Analysis

Annual Report FY2015

*October 2015*



FEMA

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## Executive Summary



*“Our ability to effectively network ourselves through robust partnerships and operational integration—within DHS, across homeland security partners and stakeholders, and **with our international partners**—increasingly means the difference between mission success and failure.”*

*2014 Quadrennial Homeland Security Review (p.31)*

The fiscal year 2015 witnessed the continued maturation of FEMA’s engagement with various international partners—both traditional and unanticipated. As global emergency management capacities continue to evolve and strengthen, countries consistently looked to FEMA for partnership opportunities to build national, bi-national and multi-national capabilities that enhance resilience in the face of evolving threats.

FEMA’s bi-lateral engagement continues to prioritize mutual aid and assistance across the borders with Canada and Mexico. Through support to the newest northern border collaborative structure—the Northern Emergency Management Assistance Compact (NEMAC)—as well as in support to the Beyond the Border Initiative (BTB) and the Emergency Management Consultative Group (EMCG), FEMA International Affairs staff continued to support the growth of cross-border mutual aid capabilities. Bi-lateral capacity building was furthered through a Memorandum of Understanding between the U.S. Fire Administration’s National Fire Academy (NFA) and Canada’s Provincial Fire Service to authorize electronic access to NFA curriculum. On the U.S.-Mexico border, planning continues with Mexican counterparts and U. S. government agency partners to develop initiatives that address the highest risk areas along the border.

New areas of bi-lateral work involved the signing of a Memorandum of Cooperation between FEMA and Japan’s Cabinet Office. Proposed areas of collaboration include disaster risk reduction, business intelligence, new technologies, social media and crowd sourcing, and lessons learned from disasters. Additionally, FEMA was included in legislation to support Ukraine in its energy planning, and, through funding provided by the Department of Energy, FEMA planners and subject matter experts made numerous trips to Kiev, Ukraine, resulting in the development of a national energy resilience plan for that country.

The international nexus with U.S. domestic disasters was a major focus in FY2015, culminating in the publication of the 2015 International Assistance System (IAS) Concept of Operations. After extensive collaboration with the interagency, the new IAS CONOPS provides more agile posturing under the National Response Framework and streamlines procedures and processes for multi-agency collaboration in bringing into the U.S. of international disaster assistance.

International collaboration adds value to FEMA’s domestic mission by fostering Agency innovation and learning through the exchange of information and smart practices. Once again, FEMA hosted an international Lessons Learned Workshop to foster such exchanges. The International Workshop on *Exercises as Catalysts for Policy and Procedural Changes* brought together representatives from 10 countries and international multi-lateral organizations to build on last year’s successful workshop on exercises and real-world events as markers for policy innovation and change. And the international

emergency management communities continue to tap into the educational capabilities of FEMA’s educational network, with 10 countries sending 37 students to participate in 22 training courses at the Emergency Management Institute (EMI) and National Fire Academy (NFA.) Additionally, 42 foreign students from 16 countries took part in various training courses at the Center for Domestic Preparedness (CDP).

Finally, FEMA was once again called upon to lead U.S. government-wide coordination in response to a unique situation. Just as with the previous year’s coordinative role in responding to the Unaccompanied Children’s crisis on the southwest border, FEMA was asked to support U.S. government response to the 2014-2015 Ebola crisis, including deployment of a FEMA IMAT team to support the Centers for Disease Control operations center, and CDC training for Ebola response at the Center for Domestic Preparedness.

This annual report highlights FEMA’s international accomplishments during the Fiscal Year (FY) 2015, which added value to FEMA operations, strengthened support to disaster survivors, and continued the creation of a collaborative global emergency management consortium. FEMA’s engagement with the international emergency management community is anticipated to continue to rise, especially as impacts on climate change challenge communities to confront changing and intensifying weather conditions.





## FISCAL YEAR 2015 IN REVIEW

### FEMA International: *Focus on Learning*

#### International Lessons Learned Workshop Exercises as Catalyst for Policy and Procedures Changes

FEMA hosted the 3<sup>rd</sup> International Lessons Learned Workshop on September 10-11, 2015 at the FEMA Conference Center. The theme of this year's workshop was *Exercises as Catalyst for Policy and Procedures Changes*. The workshop sought to explore how countries have used or can use their exercise programs to identify areas of focus that lead to concrete changes in emergency management practices and disaster policy. This focus was a natural follow up to last year's workshop that discussed policy changes brought about by real-world events. At the conclusion of the workshop, participants agreed that exercises, just like real world events, can provide opportunities for honest evaluation of policies and procedures. Exercises should create a no-fault environment in which agencies can stress their systems to the breaking point, identifying areas for further development. And exercises should involve the whole community, to help build the societal partnerships needed for resilient and speedy recovery.



Following the workshop, a Survey Monkey was sent to all participants, with 100% of respondents rating the workshop as either “Excellent” or “Very Good.” Solicitation of themes for the 2016 workshop garnered the following suggestions:

- Private/Public cooperation in the field national resilience - From Risk Mapping via Capabilities Studies to Risk Acceptance.
- How nations handle floods including pre- and post-disaster mitigation, response and recovery, use of flood insurance, disaster assistance, etc.
- national crisis management centers: staffing, communications and technologies
- long term development and adaption of Emergency Management institutions and staff including the integration of technology as a key enabler.
- How to deal with slow moving disasters such as mass migration; drought; climate change impacts; and building capacity for catastrophic disasters
- Disaster Risk Reduction. Mitigation.
- Catastrophic Planning: What are countries doing to plan for a "Black Swan" event that completely overwhelms their capabilities?

### **International Lessons Learned Newsletter Inaugurated**

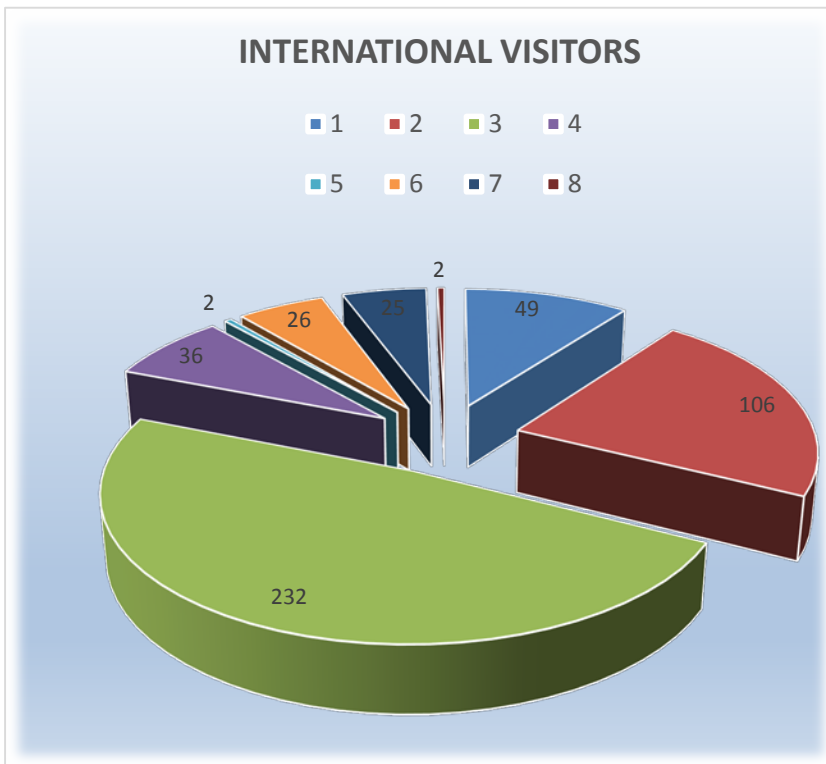
IAD, through a partnership with the State Department's Virtual Student Foreign Service Program, initiated a quarterly International Lessons Learned Newsletter. The newsletter detailed IAD's recent accomplishments, highlighted international lessons learned and innovative practices, and noted upcoming events taking place in the international emergency management community. Quarterly updates will maintain an open learning channel for FEMA and its international partners.

### **Lesson Learned: Australian Grants Management System**

Via video teleconference, FEMA collaborated with Australia's Queensland Reconstruction Authority (QRA) to continue sharing information and lessons learned regarding the QRA's grants management system. The QRA's performance-oriented and case management approach is applicable to FEMA's needs related to grants management. Information on the QRA system has been shared with FIMA.

## International Visitors Share and Learn

478 international visitors from 61 different countries met with FEMA staff at FEMA facilities to exchange information and enhance mutual capacity building. As the frequency and intensity of disasters has increased and the emergency management field continues to grow worldwide, visits are becoming far more complex and the international community continues to turn to FEMA as a worldwide leader in emergency management.



1	Latin America	49
2	Europe	106
3	Asia	232
4	Mideast	36
5	Africa	2
6	Canada – Mexico	26
7	Australia – New Zealand	25
8	Pacific Area	2
	<b>TOTAL</b>	<b>478</b>

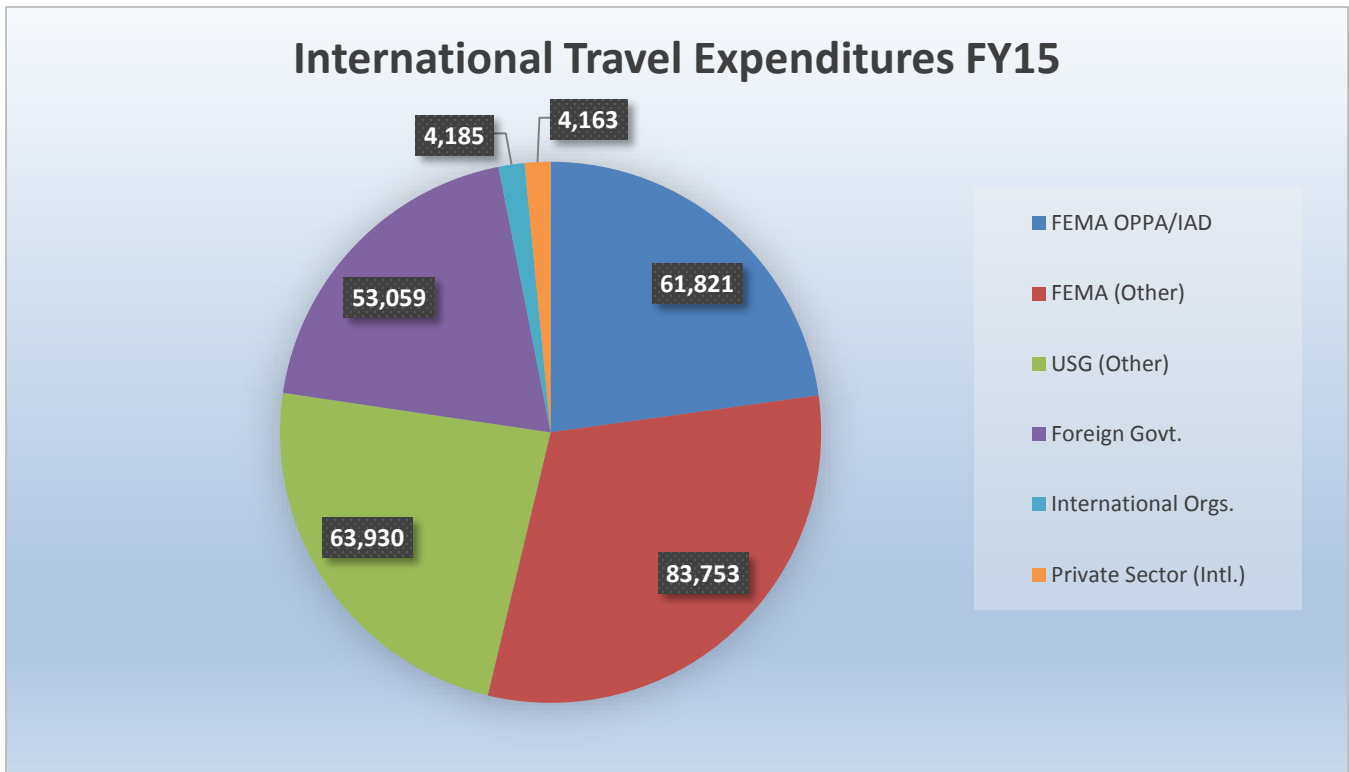
## FEMA supports the Global Emergency Management Community

Emergency management agencies around the world continued to seek support from FEMA as the growth in emergency management collaboration accelerates due to a wide variety and severity of events. 107 FEMA staff participated in a variety of emergency management engagements, including conferences, workshops, trainings, seminars, etc. in 28 different countries. These events provide opportunities for professional networking, and, within FEMA, the opportunity to share information and a wider perspective of the challenges all countries face to build resilient communities and prepare for all hazards. Funding, although limited, included other U.S. government agencies, foreign governments and FEMA components.



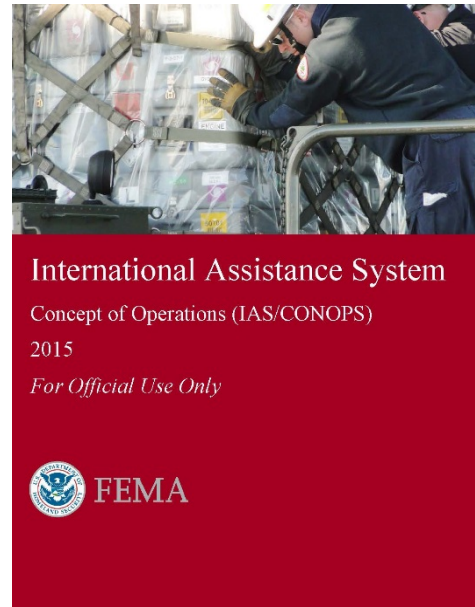
Funding by source:

Funding Source	Amount
FEMA (OPPA/International)	61,821
FEMA (Other)	83,753
USG (Other)	63,930
Foreign Governments	53,059
International Organizations	4,185
Private Sector (International)	4,163
<b>TOTAL</b>	<b>270,911</b>



### International Assistance System Concept of Operations (IAS CONOPS)

Completing an 18-month inter-agency collaborative process in July 2015, following clearance by the National Security Staff, FEMA's Administrator signed off on the 2015 IAS CONOPS. The new version strengthens FEMA's logistics management role in receiving or securing international disaster assistance, and builds an inter-agency collaborative platform for processing international offers of assistance in a streamlined and efficient manner. The IAS serves as a key component of the nation's catastrophic planning profile, ensuring adequate and appropriate resources to save lives and protect property. FEMA OPPA IAD kicked off a year of aggressive dissemination of the IAS to the interagency and public with two webinars to explain the revised CONOPS.



### NRCC SOCAL Exercise

The International Affairs NRCC Desk simulated activation of the IAS to receive five International Urban Search and Rescue (USAR) teams from Australia, Japan, Korea, New Zealand, and United Kingdom. FEMA collaborated with the Office of the Governor of California to address pre-identified legal barriers during the exercise. Recommendations for improvement included:

- Development of a pre-scripted mission assignment to USAID;
- Determination of the mission assignment cost share (Field Operations Support (FOS) v. Direct Federal Assistance (DFA));
- Exploration of bilateral MOUs with select international USAR teams; and
- Future outreach to state attorneys on state law issues (i.e. licensure, liability, workman's comp).

### International USAR Project

Based on findings from National Level Exercise 20122 and Capstone Exercise 2014, a potential requirement for augmentation of FEMA's domestic Urban Search and Rescue system by international teams was identified. Having identified legal and operational challenges that might be faced, FEMA's Administrator and the Director of Emergency Management Australia agreed on an initiative to develop a plan that would support incorporation of Australia's US&R team into the U.S. following a major disaster. Scheduled for completion in the spring of 2016 with an exercise to test the plan, it is anticipated the effort will result in a Memorandum of Understanding between the two agencies for such assistance.

## Consular Roundtables

Since IAD initiated the Consular Roundtable program in FY2012, over 1,500 Consular officials have participated in a Consular Roundtable, which brings together representatives from state and local governments, FEMA Regional Offices, the State Department, and non-governmental organizations to better prepare Foreign Missions and their constituents for domestic disasters. In FY 15, Roundtables were conducted in FEMA Region VIII and X and in the National Capital Region



**Region X and Consular Officers from Mexico, Canada and the U.S. discuss Cascadia Rising.**

## **FEMA International: *Focus on Bi-Lateral Partnerships***

### **Australia/New Zealand Annual Meetings**

FEMA renewed its bilateral agreements with Emergency Management Australia (EMA) and New Zealand's Ministry of Civil Defence and Emergency Management in Honolulu, Hawaii, and agreed upon joint deliverables for the upcoming year. Topics of discussion included incident management, catastrophic planning, disaster risk management, and lessons learned from recent disasters. Deliverables for the coming year include:

- Australia and New Zealand to participate in FEMA's 2<sup>nd</sup> Annual International Lessons Learned Workshop;
- Australia to support a FEMA-developed Public Alert and Warning project via the Asia Pacific Economic Cooperation Forum;
- FEMA to continue supporting Australia's involvement in the EAS Rapid Disaster Response Initiative;
- New Zealand will host an annual exercise and FEMA will support;
- FEMA and EMA will explore the development of procedures and an MOU to exchange USAR teams during domestic disasters; and
- FEMA and EMA will exchange views in a quarterly VTC Emergency Management Leaders Program.

### **Canada**

FEMA and its Canadian counterpart, Public Safety, refined the focus of the Emergency Management Consultative Group (EMCG) by the creation of two new working groups focusing on "Disaster Risk Reduction" and "Response and Recovery". The working groups will be led by FIMA/NPD and ORR respectively on the U.S. side. FEMA continued to support the U.S. - Canada Beyond the Border Initiative (BTB) through three other working groups, CBRN, Health Security and Communications and Interoperability. Meanwhile, state to province collaboration continues to strengthen as all three Regional Emergency Management Assistance Compacts (REMACS) met to address areas of common concern, supported by FEMA subject matter experts. The newest REMAC, the Northern Emergency Management Compact (NEMAC) continues to grow with the addition of Saskatchewan Province into the compact. Regional and national levels groups are well down the road in planning for the "2016 Cascadia Rising" disaster exercise.

### **China**

Representatives from the Emergency Management Institute, the Individual and Community Preparedness Division, and IAD conducted a needs assessment in Chengdu, China, to adapt Community Emergency Response Team (CERT) training for the Chinese context. FEMA and the National Earthquake Response Support Service of China Earthquake Administration continued to build community-based disaster management in China. In August 2015, IAD and EMI, with funding from USAID/OFDA and The Asia Foundation, delivered an adapted Community Emergency Response Team (CERT) training session in



Chengdu, China, for 45 representatives from various governmental and non-governmental organizations. The goal was to develop Chinese trainers who could conduct the training throughout local communities.



**Photo: Jacob Vawter**

## **Germany**

FEMA and Germany’s Federal Ministry of the Interior (BMI) held a meeting of the DHS-BMI Security Cooperation Group, Working Group Six on Emergency Management. Participants exchanged information on countering violent extremism and first responder communication and developed a proposal for bilateral exchange on Geospatial Information Systems (GIS) satellite imagery and data relevant to response and recovery operations.

## **Israel**

Tim Manning, Deputy Administrator, Protection and National Preparedness, represented the U.S. at the annual meeting with the National Emergency Management Authority (NEMA) under the Emergency Management Working Group of the U.S.-Israel Steering Committee. He also participated in the 3<sup>rd</sup> International Homeland Security Conference in Tel Aviv and provided a keynote presentation on



technological challenges and emerging trends in emergency management. D/A Manning also participated in a series of meetings with Israeli government officials specializing in disaster preparedness, cyber security and critical infrastructure protection, disaster response, and mitigation. In April, the newly appointed Director of NEMA, Mr. Bezalel Traiber, led a delegation to FEMA HQ for meetings with the Administrator and other staff, as well as a field visit to the Emergency Management Institute in Emmitsburg, MD.



**EMI Superintendent Tony Russell briefs Israeli delegation on new educational technologies**

## Japan

FEMA formalized cooperation with Japan's Cabinet Office (CAO) through a Memorandum of Cooperation (MOC) on emergency management. Deputy Administrator Joe Nimmich and Hirofumi Hihara, Director General for Disaster Management at Japan's CAO, signed the agreement, and Associate Administrator for Response and Recovery Elizabeth Zimmerman and Director for Disaster Recovery and Reconstruction Masatoshi Yokkaichi exchanged the signed MOC. A joint work plan has been developed with proposed areas of information exchange to include disaster risk reduction, business intelligence, new technologies, social media and crowd sourcing, and lessons learned from disasters.

In addition, representatives from FEMA's Radiological Emergency Preparedness Program (REPP) participated in a workshop with Japanese counterparts, and provided presentations on radiological emergency response plan development and review; planning standards; community recovery; and exercise design and conduct. The presentations will be used to inform changes to Japan's policies and procedures governing civil-nuclear preparedness. The workshop occurred under the auspices of the National Security Council (NSC) led U.S.-Japan Bilateral Commission on Civil Nuclear Cooperation, Emergency Preparedness Working Group.

## Federated States of Micronesia (FSM)

From March 29 to April 2, 2015, Typhoon Maysak crossed over FSM's Chuuk and Yap states with strong winds and heavy rains, affecting approximately 29,000 people. In affected areas of Chuuk—particularly islands in Chuuk Lagoon—the storm destroyed up to 90 percent of crops, banana plants and fruit trees; completely destroyed 186 homes; resulted in damages to public infrastructure; and significantly damaged residential rainwater catchment systems. FEMA provided two teams to participate in joint preliminary damage assessments (PDA) with USAID/OFDA and officials from the Federated States of Micronesia, Chuuk State and Yap State. The PDAs were the basis for the FSM President's request to President Obama for U.S. disaster assistance. On April 28, 2015, President Obama issued a Presidential Declaration, authorizing a Disaster Relief and Reconstruction program funded by FEMA and implemented under the Operational Blueprint by USAID/OFDA.



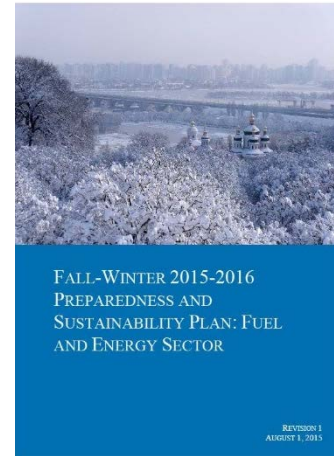
**PDA teams on Chuuk Lagoon.**



**Typhoon Maysak destruction.**

## Ukraine

The State Department tasked the Department of Energy (DOE) with assembling a team of experts to advise and support the Government of Ukraine (GOU) in preparedness planning. In October 2014, FEMA planning specialists traveled to Kiev as members of the DOE-led team. FEMA planners worked with a multi-disciplinary team to conduct an assessment and develop a plan addressing the risk of power outages and loss of centralized heating. The assessment and plan were adopted by the GOU and incorporated into its overall “National Energy Contingency Plan”. The FEMA planning team also organized and led a ministerial-level interagency GOU exercise of the plan. Subsequently, a multidisciplinary team of six FEMA specialists from IAD, ORR, and NPD supported the U.S. Department of Energy’s engagement with the Government of Ukraine by conducting a table top exercise of the Fall-Winter 2015-2016 Preparedness and Sustainability Plan, which focused on the provision of fuel and energy. Based on exercise results, the team developed an after-action report for TTX participants and the Prime Minister.



**Ukraine Foreign Minister briefed by USG Inter-Agency Task Force**



### **East Asia Summit (EAS) Rapid Disaster Response Workshop**

The East Asia Summit (EAS) is a regional forum for strategic dialogue and cooperation on key challenges facing the East Asian region. The EAS is a significant regional group that aims to advance closer regional integration and cooperation at a time of particular dynamism in East Asia. IAD Director Carole Cameron was invited to brief on how the U.S. could use the new EAS Rapid Disaster Response Toolkit in conjunction with the International Assistance System (IAS) during domestic disaster responses. The EAS Toolkit was spearheaded by Indonesia and Australia in close collaboration with participating countries and other East Asia disaster management organizations. The toolkit aims to streamline international assistance during disasters and to develop a common understanding of institutional arrangements, challenges, and procedures among the EAS members. Director Cameron assisted in the development of the mutual aid tool.

### **European Civil Protection Forum**

Deputy Administrator for Protection and National Preparedness Manning and Region V Administrator Andrew Velasquez addressed the 2015 European Civil Protection Forum on *New Partnerships and Planning and Preparing for Catastrophic Disasters*. Participants included members of the European civil protection community who exchanged best practices and lessons learned in the field of disaster risk management. FEMA's participation in the Forum was conducted under Activity 2.6 of the 2015-2016 Joint Work Plan under the FEMA-EU Administrative Arrangement in Brussels, Belgium.

### **International Recovery Forum (IRF) Meeting**

Beth Zimmerman, Associate Administrator, Response and Recovery participated in the 2015 International Recovery Forum in Kobe, Japan, and shared information on FEMA's recovery planning efforts and lessons learned in recovering from recent U.S. disasters. A/A Zimmerman also met with Japanese officials to forge an information sharing work plan for 2015-2016. Outcomes from the IRF meeting informed the final version of the Sendai Declaration and Framework for Disaster Risk Reduction 2015-2030.

### **NATO Civil Emergency Planning Committee (CEPC) Meeting**

The bi-annual CEPC Meeting at NATO was conducted from November 4-8 in Brussels, Belgium. The meeting focused on response to civil emergencies caused by cyber-attack. The Seminar was developed around a facilitated discussion, during which national senior CEPC representatives provided insights on how their national emergency management agencies would respond to a developing cyber-attack. A Euro Atlantic Disaster Coordination Center briefing provided information on NATO's response to Ebola; Bosnian flooding best practices; and complex emergencies in Turkey, Syria, Iraq, and Jordan.

## NATO Joint Counterterrorism and Hybrid Warfare Awareness Workshop

The U.S. Mission to NATO, the National Counterterrorism Center (NCTC), DHS, and the Federal Bureau of Investigation (FBI) hosted a workshop to discuss international best practices and shared challenges in enhancing operational response readiness for complex terrorist or paramilitary-style attacks. Discussion topics included:

- Tactical response to complex terrorist or paramilitary-style attacks;
- Management of personnel and resources during a complex terrorist incident or paramilitary-style attack;
- Integration of law enforcement, fire services, and emergency medical services during response; and
- Working with the media and the community.

## United Nations Third World Conference on Disaster Risk Reduction (WCDRR)

FEMA participated in the WCDRR held in Sendai, Japan, during which the Sendai Declaration and Framework for Disaster Risk Reduction 2015-2030 were agreed upon and adopted by 187 countries. The Sendai Framework prioritizes the understanding of disaster risk; strengthening disaster risk governance; investing in disaster risk reduction and resilience; enhancing disaster preparedness for effective response; and “building back better” in recovery, rehabilitation and reconstruction. Targets aligning to the various priorities will facilitate the tracking of progress and measurable results.

D/A Manning co-led the U.S. delegation to the WCDRR, participated in a Ministerial Roundtable on Disaster Risk Governance, and held meetings with foreign government counterparts to advance bilateral initiatives. FEMA held its first bilateral meeting with Japanese counterparts since the December 2014 signing of a Memorandum of Cooperation, which included discussion on the work plan of activities. Marcie Roth, Director, Office of Disability Integration and Coordination and Jonathan Hoyes, Director, Office of Federal Disaster Coordination also attended the conference, delivered presentations, and participated in side events.

