



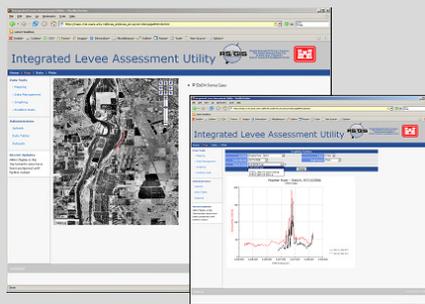
US Army Corps of Engineers®

READINESS MANAGEMENT

Bulletin

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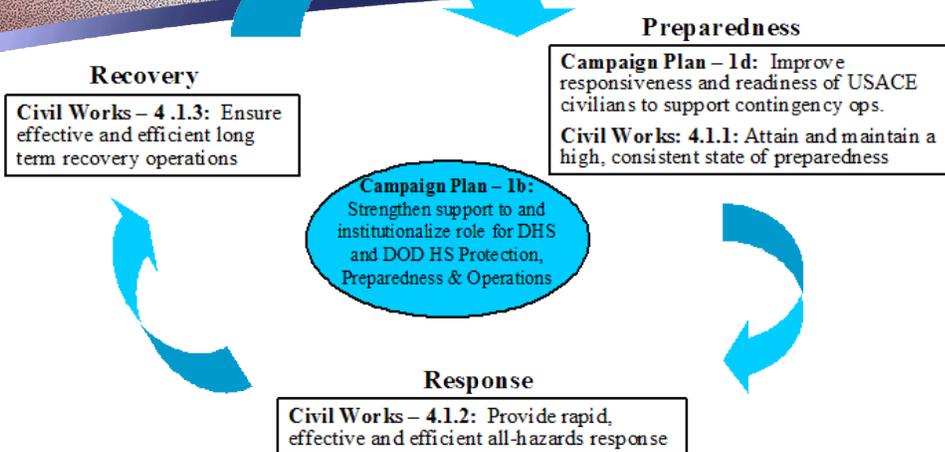
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We hope you find this bulletin informative. If you have any suggestions for improvement, please contact:

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Community of Practice

By Bill Irwin
Program Manager,
Civil Emergency Management

The US Army Corps of Engineers (USACE) “Emergency Management Community of Practice” (EM CoP) is made up of the many professionals and stakeholders that support the USACE emergency management programs. It is critical that the EM CoP is linked to the national strategic goals and objectives. By establishing this link, the community can demonstrate direct value to the organization. The USACE EM CoP is closely linked to preparedness, response and recovery goals and objectives that are established in both the Chief’s Campaign Plan and the USACE Civil Works Strategic Plan.

The goal of the EM CoP is to provide a forum for emergency management practitioners and stakeholders to communicate, collaborate, share information and expand knowledge to advance USACE and Emergency Support Function #3 (ESF#3) capabilities to plan and respond to emergencies. To achieve this goal, USACE EM CoP efforts are focused around the following four areas:

Communications: Workshops, scheduled virtual briefings, bulletins and portals are examples of some of the communications tools that are being employed by the EM CoP. This “Readiness Management Bulletin,” which is published quarterly, is an example of a tool we are using to communicate with the EM community.

Sharing Knowledge: The 2004/2005 Hurricane Seasons have provided USACE

and our partners with opportunities to expand our knowledge base. We have begun capturing this knowledge through the development and improvement of our Standard Operating Procedures. We are also working with the community to enable the practitioners to participate in the creation and change of policy, doctrine and procedures. For example, many agencies came together after Hurricane Katrina with their capabilities and authorities to restore the nation’s waterways. We are currently working with the Coast Guard, FEMA, NOAA, Navy, DOT and others to capture knowledge and develop agreements, plans and procedures for future disasters.

Collaboration: We have tools such as EngLink, the Corps of Engineers Response Portal (CEERP), Army Knowledge Online, the Homeland Security Information Network and Groove to collaborate with the community. We will establish “users groups” that will help guide improvements to these systems in the future. We also collaborate by creating Project Delivery Teams (PDTs), committees and sub-CoPs that bring together internal and external partners to help provide program guidance. For example, we are establishing the Catastrophic Disaster Advisory Committee to help guide how the EM CoP supports DHS, FEMA and USACE catastrophic disaster planning initiatives. Also, the EM CoP has recently established a Budget PDT that is working with the community to improve bud-

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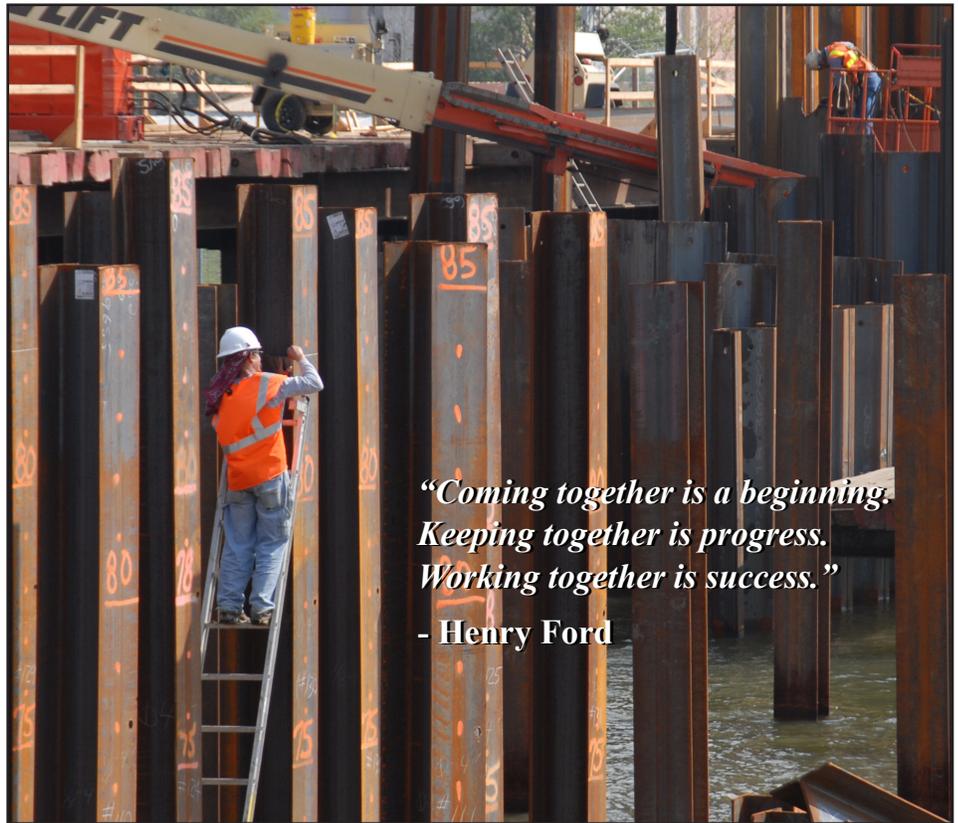
Community

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get development and execution processes.

Developing a Capable Workforce: Planning Response Teams, Subject Matter Experts, ESF#3 Team Leaders, Emergency Managers and others teams and professionals provide the key resources required for our capable workforce. To enhance our capabilities, USACE now has access to retired professionals through our Rehired Annuitant Program. We also are fortunate to have Support Agencies and other CoPs that augment our emergency management workforce. Internships and developmental assignments are also being used to develop the workforce.

The EM CoP compliments agency goals and objectives through collaboration, communications and through the sharing of knowledge. The EM CoP connects distributed groups of people who work together on areas of common interest. By working together, we develop and maintain a capable Emergency Management workforce that has access to knowledge and best practices and a community that works together to address common concerns and problems.



*“Coming together is a beginning.
Keeping together is progress.
Working together is success.”*

- Henry Ford

March 2006 - A USACE worker marks H-piles in efforts to support the structure of an interim gate on London Ave. Canal in New Orleans.

A Vision of Integrated DHS/eCOP Teams

By Patricia A. Rivers
Chief, Environmental Division,
Directorate of Military Programs

When Hurricanes Katrina, Rita, and Wilma hit, USACE's response leveraged an immensely diverse range of functional experts to achieve the common goal of responding to the hurricane disasters. Every facet of the Corps was touched by the response. We were not from “this or that” community of practice, and we didn't worry about titles. We were simply Corps members responsible for and committed to serving in an emergency. And we were blessed with scores of people who stepped up to serve.

We quickly learned that the most successful teams were the functionally integrated ones that knew, almost intuitively, how to leverage each other's knowledge and skills. It was this higher form of collaboration that improved our situational awareness, information flow and our response operations' ability to deal with a broad range of crises.

Everyone pitched in: Emergency

managers worked hard and fast in support of a wide range of tasks. Water quality experts helped answer concerns about the pollution levels of flood waters. Microbiologists answered questions about the results of the US Environmental Protection Agency's sediment samples. Ecosystem experts advised on the wetlands. Corps members trained in the Army's solid waste reduction and recycling efforts helped address questions about how to possibly reduce and recycle some of the debris. Contract experts stepped up to guide the torrent of private sector inquiries about opportunities for sustainable alternatives such as to traditional debris handling. And there was support from the labs, real estate, counsel, safety and health, small business, public affairs and many more.

Nineteen months after the unprecedented 2005 hurricane season, this integrated multi-functional approach continues today so we can build more “depth to the bench” to better prepare us for the complex challenges the future will certainly bring. Those challenges will require heightened awareness of

all of USACE's function and expertise; imaginative thinking about ways they can be applied; new, expanded partnerships, with improved ideas about how to synergize these.

To this end, USACE has embarked on a handful of new initiatives that we hope will add to our toolkit. We're participating in a Federal Woody Biomass Working Group, led by the Department of Interior, to better coordinate, plan and encourage the use of woody biomass debris resulting from a natural disaster. We're expanding that idea by establishing a Federal Deconstruction Working Group that seeks to identify economically and environmentally sustainable debris management practices. Participation in both groups will sharpen and expand our collaboration with external partners and stakeholders.

The team of the future is a seamless and functionally diverse body; it reaches deep within USACE and even expands to other agencies. Each of us needs to be part of this evolution if the sum of our parts is to be greater than the whole. It's a challenge we eagerly embrace.



Chris Kolditz addresses FFE (CREST EnvST, Logistics) students in Mobile, AL, Feb. 12, 2007.

FFE in the RSC

By Steve Diaz
TEECA Training Manager, RSC
And Chris Kolditz
Program Manager, FFE

The Readiness Support Center (RSC) hosted the CREST, EnvST and Logistics Field Force Engineering (FFE) training in Mobile the week of February 12. This session focused on teams that specialize in real estate, environmental and logistics. This was the first of the transition year training activities that will include FEST-A the weeks of March 5-16, and Base Camp in-district training occurring throughout the remainder of the year. In attendance were instructors and students from as far away as Japan and Korea. The specialized teams deploy and perform work in military theatres of operation. The FFE program is managed by Mike Alexander and coordinated by Chris Kolditz and Rich Howley.

The training in Mobile focused on the doctrine and task specific training, which included field exercises with equipment and practical training such as first aid, conducted by the American Red Cross. The 85+ attendees were certified and credentialed in their specific areas of functional capability. An additional assignment for the RSC is to capture and reproduce appropriate training in a portable format. Several instructors came prepared to videotape their presentations in the RSC studio to be included in the FFE Level One training disc (doctrine for all FFE team members) and Level Two training disc (task specific training for each team). The initiative is the result of Readiness XXI which seeks to collaborate on organizational expertise across USACE. Over the transition year several ambitious projects involve the development of interactive multimedia for equipment training and scenario-based exercises, utilizing the RSC's multimedia capabilities to create high fidelity learning environments.

In addition to the training support provided by the RSC, other assistance in organizing the event was provided by military planners in each of the supporting divisions. The focus over the next year will be to capitalize and mirror successes from PRT training on the civil side of USACE over the past several years that emphasized individual and team training, with credentialing and authentic task environments being the primary focus.

USACE "Volunteer Spirit"

By Holmes Walters
EM Permanent Cadre

The citizens of this great country always seem to pull together when times are hardest. Whether it's tornado damage in Oklahoma or flooding along the mighty Mississippi River, the local population will work together to prevent and recover from disasters and help their neighbors get back on their feet. I've been deployed many times in the aftermath of a catastrophic event, and the welcome received from those we come to serve is always quite remarkable. I've had people see the Corps of Engineers Red Emergency Operations Shirt with the white castle walk right up and thank me for coming and for my efforts. The long hours of seven-day weeks always seem to pale in the light of what we as Corps responders see as the plight of the victims of the disasters.

The Emergency Management support the Corps provides to FEMA continues to be an all volunteer effort. We are organized into specialized teams called Planning and Response Teams for the specific jobs we are assigned when supporting FEMA, such as Temporary Power, Temporary Roofing, Temporary Housing, Debris Removal, Commodities such as Ice and Water, and Infrastructure Assessment. These teams are the management cells, and we depend on many other volunteers to support the teams' efforts by providing Quality Assurance on several of the mission areas. Without the willingness of volunteers, the Corps would not be able to perform these missions in the timely manner to which the public and our local and federal partners have become accustomed.

The Chief of Engineers goal of USACE achieving the "expeditionary workforce" as one of his Campaign Plan tenets is being met due to you and your coworkers'

willingness to volunteer to support your neighbors after a disaster occurs. It makes me extremely proud to work alongside people who willingly leave their homes and families to make a difference when a disaster occurs. I also know that the willingness of volunteers brings a burden to coworkers who remain at home station and must assume the responsibilities of those who deploy. The Corps "Family" always emulates the willingness of neighbors helping neighbors when we respond as an organization, by home station employees stepping up to the plate to assume additional responsibility due to a coworker deploying to support an event.

If you've never volunteered to support the Corps role in response to disasters, I highly recommend it for several reasons. It's a great opportunity to see team building in action with volunteers coming from all over the nation, working toward common goals and achieving a cohesive workforce. It's an opportunity to learn more about Corps business processes and contract administration. Another reason is the relationships you foster with those who you work with, both internal to the Corps and from other agencies and locals. The old adage is, "There comes a time in each disaster when you have to leave your loved ones and return home to your friends and family." But seriously, the friendships you make in the disaster environment are a real tangible benefit of your time spent deployed.

Thanks to all who have responded to the call for volunteers in the past and can still do so. Your contributions make USACE an outstanding organization when it comes to providing the assistance our citizens need when a disaster occurs. To those who will consider this avenue in the future, I guarantee it will be worth your sacrifice. Essayons, ya'll.

R&D Develops New Technologies to Support EM

By Kate White

Research Hydraulic Engineer,
ERDC CRREL

Approaches, methodologies and other capabilities used in EM must be continuously reviewed and improved to guarantee that USACE will protect loss of life and property to the extent possible. Research and Development (R&D) efforts in the Emergency Management Technologies (EMT) focus area of the Civil Works Flood and Coastal Storm Damage Reduction (FCSDR) Research Program address technology gaps in all-hazards disaster preparedness, emergency response, recovery, and project monitoring and instrumentation required to support effective and efficient emergency management.

The R&D needs that drive the development of the FCSDR Emergency Management Technologies focus area include technology and knowledge gaps identified in the Galloway Report following the Mississippi-Missouri River floods of 1993 and a series of USACE workshops and public listening sessions through 2002. More recently, observations and lessons learned from Hurricane Katrina and the findings of the Interagency Performance Evaluation Taskforce (IPET) have provided direction.

R&D emphasis within the program is on levee assessment, integrated decision methods for emergency management, flood and coastal storm protection system monitoring, and expedient flood-fighting. The resulting products are intended to increase public safety and protect infrastructure through improved preparedness and decreased response time for all-hazards emergency management. Current R&D projects include:

- Developing geophysical, remote sensing, and geospatial applications to support rapid emergency response assessments of inland and coastal flood control structures
- Testing levee monitoring instrumentation for piping, seepage, sand boils, other levee conditions and testing a rapidly-deployable, stand-alone data acquisition package including web camera capabilities that will visually monitor and report the condition of levees and other flood control works
- Integrating joint geospatial data access, modeling and decision support aids across Corps of Engineers business

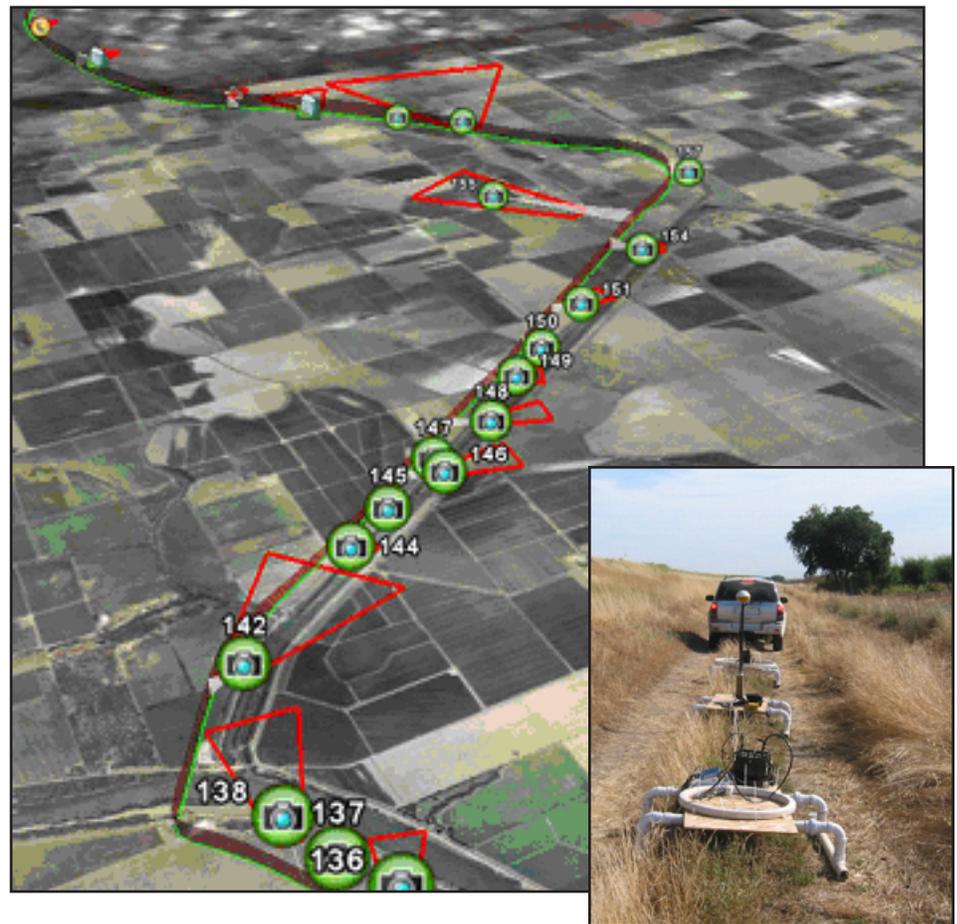
practices and extend existing geospatial display and analysis tools to enhance flood and coastal storm damage assessment capabilities

- Enhancing a hand-held and helicopter-based system (Helicopter Emergency Reconnaissance Observer – HERO) to collect emergency-related field data using digital photographs, descriptions and precise location-recording

A summer 2006 EMT demonstration integrated and field tested for the first time the various R&D products intended to provide a foundation for decision-makers who need the capability to identify potential failure locations and inundation areas for levee or other flood or coastal protection infrastructure. Highlights of the demonstration include: 1) the ability of a rapid vehicle-towed geophysical toolset (RaGSS) to identify subsurface characteristics of non-homogeneous levees and to export raw data to the Integrated

Levee Assessment GIS Utility in near-real time (after each section) for review; and 2) a helicopter-based emergency reconnaissance observer (HERO) system capable of both rapid visual information dissemination (via Google Earth) and more detailed information typically required in emergency response and recovery. A report is in preparation; its publication will be reported in a future issue of the Readiness Management Bulletin.

The EMT products discussed here are either currently interfaced with EngLink, CorpsMap, the Levee Inspection System, and the National Levee Database, or they are in the process of being linked with these USACE Automated Information Systems. The Civil Works R&D approach of spiral development will result in fielding these capabilities as soon as possible. If you are interested in further information or beta-testing any of the products, please contact me at Kathleen.D.White@usace.army.mil.



Top: This Google Earth output was produced from a HERO flight over Sacramento. Red trapezoids show the location of each picture on the ground surface; the helicopter flight path is shown as a continuous trace.

Right: A RaGSS is towed along the base of a levee near Sacramento.

Standardization of EM CoP Budget Requirements

By Paul Dobie
USACE Consultant

In recent years as our Federal budget process in Washington DC has seen changes, these changes often have been difficult to translate down to the field level. This is especially true as we transition into a performance-based budget which looks at product development. It is even harder when we look at how we manage a comprehensive program rather than separately authorized and funded projects or studies. On the surface, the debate revolves around a key question: How do we move from a "threat-based" budget scenario process to a "performance-based" process that focuses on products and performance metrics while developing sound budgets that provide life-sustaining services to the public?

The last part of the question is not new. We have always sought to provide the level of service to the country that the public expects. In that regard we will not fail. We must now think out of the box that we

have all been comfortable with for years and focus on performance measures that are meaningful and a budget process that makes sense.

In early February 2007, a Project Delivery Team (PDT) composed of Headquarters, District and Division representatives met in Kansas City, Missouri and conducted an all-out effort to determine the way ahead for standardizing the Emergency Management Community of Practice (EM CoP) budget process. This is the first time that HQUSACE representatives have actually conducted an "In Process Review" (IPR) on the budget process; it reflects concerns the HQUSACE team has for being sure that the field clearly understand the requirements. The meeting provided an opportunity for the HQUSACE representatives to also understand the needs and concerns of the field in developing guidance that makes sense. The PDT process was considered very successful and the following products were provided:

- A redefined descriptor listing of

the budget items identified to be used in development of baseline budgets for the FCCE and NEPP budgets;

- Refinement of existing Performance Measures identified in the Budget EC;
- A preliminary Budget PDT and a process for establishing a new Performance Measures PDT;
- An initial understanding of the Comprehensive OHS Program Management Plan; and
- First steps for standardizing the budget process.

The focus of the Kansas City meeting dealt mainly with the Flood Control and Coastal Emergencies (FCCE) appropriation and the National Emergency Preparedness Planning (NEPP) program funded under the Operations and Maintenance appropriation. The "way ahead" will include not only FCCE and NEPP funding, but will expand into the development of a Comprehensive Management Plan that will encompass all program areas now under the umbrella of the USACE Office of Homeland Security Program.

Division Perspective on Emergency Management

By COL Ben Butler
Deputy Commander, SAD

I have been with the South Atlantic Division just over two and a half years, but in that time I have experienced 10 hurricanes. While each hurricane is different, many of the issues regarding our response and recovery are the same. The keys to execution are for us, the leaders, to make timely and consistent decisions.

We have good plans and SOPs. We have a standard execution matrix. Our ESF#3 Handbook is an outstanding reference. Yet, with all of this great preparation, we sometimes find our execution not meeting expectations. Timely and consistent decisions will greatly aid us in our endeavors to meet the needs of the people to the extent of our capabilities.

Lag time is one factor that is overlooked. From the time a decision is made until execution begins, there is an inevitable lag time. The request for a decision is sent up the line. Sometimes there is confusion on who can actually make the decision. Then it comes back down the line. Fiscal requirements often mean we need written confirmation. Faxes are then sent, etc. While this is usually not more than a couple of hours, it can result in a very long delay if

the contractors workforce left a short time before they received an order, or if the last flight of the day is leaving the gate. (We are notorious for making a decision after 1700 on Friday of a long weekend; hurricanes have a lousy sense of timing.)

Lead time in execution is another item often overlooked. Lead time is needed by the executor to get things up and running. We recognize this on an Interstate and provide acceleration lanes because we know a car does not go from a dead stop to full speed instantaneously. Likewise our Contractors need time to arrange sub-contractors, get supplies from across the country, pull people from their previous jobs and get them trained and in place for the job we need. For our Blue Roof Mission, we normally take about two weeks from the time we get the order in the contractor's hands until they are at full production. These lead times are in our ESF#3 Handbook, and while they may seem a little conservative, experience has shown that they are generally optimistic.

Due to lag times and needed lead times, we leaders need to ensure our first decision is to decide what is the latest time we can make a decision and still get the desired outcome. We like to have more information, but waiting too long in an emergency

response situation is much worse than making a less-than-perfect decision.

Consistent decisions, with warning orders, are the other keys to an effective response and recovery effort. For example, when we allow commodity orders to jump around from 10 truckloads one day to 200 truckloads the next followed by 0, then 300, 500 and 0, we cannot respond appropriately. When we predict 150 per day and stick to it, things run much, much smoother. There is considerable political pressure to make the system respond faster than it can. We must be consistent in what can realistically be done and help our leadership understand that. If the goal is to install 25,000 roofs in 30 days, and we know we can expect 1500 roofs/day by day 15, we must help the leadership understand that only 15 roofs on day 5 is doing well. And if they want 40,000 roofs in 30 days, let them know it will not happen (but 40 days is doable, depending on the weather).

In short we, the leadership, must ensure we make and/or force timely decisions, and that we buffer any wide swings in expectations. A steady hand is what is needed in times of turmoil. Remember, not only did Noah build the Ark before it started raining; he also decided to bring the animals inside, close and seal the door.

BOR Expands Role in Support of ESF #3

By **Grant Sorensen**
Disaster Recovery Manager,
Bureau of Reclamation

The Bureau of Reclamation continues a proud tradition of supporting the USACE and FEMA in Emergency Support Function #3 (ESF-3), Public Works and Engineering, under the National Response Plan. This heritage dates back to the establishment of the Federal Response Plan in the early 1990s. Between 1990 and 2004 Reclamation has provided support to 35 different disasters for a value of approximately \$20 million in services. Reclamation's support has included: project management, preliminary damage assessments, damage survey assessments, project worksheets, disaster team leaders, debris removal and engineering research for disasters.

In the summer of 2005, Reclamation's focus on disaster recovery expanded from a bureau level activity to a Departmental level scope of effort. Under the new Department of the Interior (DOI) emergency management policy, Reclamation is tasked to manage the Departmental responsibilities under ESF #3. As the executive agent for DOI for ESF-3, Reclamation is also responsible for reviewing and approving the billing packages from the DOI bureaus and serves

as the pass-through agency for the financial management to the USACE and FEMA.

On behalf of DOI, Reclamation deployed, supported and demobilized 940 employees, which included 15-, 30-, 60- and 90-day employee extensions for a total of 1,546 employee deployments from 11 DOI bureaus and offices to the hurricane disaster areas of Louisiana, Mississippi and Texas. DOI employees assisted USACE in the blue roof and debris removal quality assurance mission and the health and safety oversight mission. DOI employees also assisted FEMA with the Public Assistance Program (PA). At the peak of operations 377 DOI employees were deployed to the various hurricane disaster areas.

In addition, Reclamation provided an emergency water purification unit, which provided potable water for the Biloxi Regional Medical Center. This water unit saved the hospital approximately \$300,000 a week by not having to transport potable water to the Center.

Reclamation also provided technical assistance to USACE for repair of levees on Lake Pontchartrain and facilitated additional support from US Geological Survey (USGS) for LIDAR imagery and monitoring of flood stages.

The DOI ESF-3 Coordination

Center in Denver, CO, had a maximum of thirty personnel assigned during peak operations. The DOI ESF-3 Coordination Center mission began September 3, 2005, and completed planning, operations and demobilization functions on May 5, 2006. While the majority of personnel working in the Coordination Center were from Reclamation, staffing assistance was also provided by the USGS, US Fish and Wildlife Service and Bureau of Land Management.

While the field operations for the Gulf Coast operations finished in May 2006, the Coordination Center continued to provide financial coordination, assistance and guidance to other bureau point of contacts assembling billing packages, resolving reimbursement cost issues, as well as reviewing and approving each billing package prior to submission to USACE for payment through November 2006. All of the DOI ESF #3 billings were closed out on December 1, 2006.

Given the success of the 2005 Gulf Coast Hurricane Operations, Reclamation has proven that it has the capability to carry out its new responsibilities for providing support to both USACE and FEMA under ESF #3 in future disasters.

DOI Bureau Participation Breakdown

The following DOI Bureaus provided the following total number of deployments (940 personnel on 60 "missions" for 1546 employee deployments) during the 2005 Gulf Coast Hurricane Operations:

- BIA – 220
- BLM – 150
- BOR – 471
- FWS – 157
- IOS – 4
- MMS – 5
- NBC – 8
- OSM – 56
- USGS – 138
- NPS - 337



FAREWELL

We are saddened by the recent passing of Ron Conner and David Fultz, two members from our emergency management community. Ron Conner most recently worked with the Institute for Water Resources (IWR) and had previously served in Headquarters with the Civil Emergency Management Branch. While at IWR, Ron Conner continued to support the EM CoP with his leadership and ideas for implementing a program for coordinating intergovernmental risk and hazard mitigation support. David B. Fultz had worked emergency response missions for many years as a member of the USACE Logistics Emergency Response Team (LERT), and in late 2002 he was selected as the Logistics Manager for the HQ USACE Deployable Tactical Operations System. David received the Civilian Award for Humanitarian Service for his efforts at the 9/11 attacks. Our sympathy and prayers go to the families and friends of Ron and David.