



In this issue

[Global Newsboard: IAEM Student Council](#) 2

[From the IAEM-USA President](#) 5

[CEM News](#) 6

[CEM® Corner](#) 7

[IAEM in Action](#) 9

[IAEM 2014 Annual Conference News](#) 10

[Profiles in Service: Elizabeth B. Armstrong, MAM, CAE, IAEM CEO](#) 11

Special Focus Issue: “Emergency Management: Navigating the New Normal”

Feature Index: Page 12
Feature Articles: Pages 13-32

[New IAEM Affiliate: Absorbent Specialty Products, LLC](#) 21

[EM Calendar](#) 33

[IAEM Staff](#) 33

[IAEM-Canada Invite a Friend Sponsors](#) 34

[Comprehensive Listing of IAEM-USA Invite a Friend Sponsors](#) 35

For IAEM-USA Members:

> [Vote for IAEM-USA Second Vice President and Secretary](#)

> [Vote on Proposed USA Bylaws Amendments](#)

[Details on Page 4](#)

Online Voting Ends Nov. 18, 2014

IAEM-USA’s Operation Invite a Friend Added more than 4,000 New Members

IAEM-USA’s Operation Invite a Friend can be deemed a great success, adding a total of 4,149 new Individual members to its roster through the six-month membership campaign that ran Mar. 1-Aug. 31, 2014. USA Council Individual members had the chance to give away free one-year Individual memberships by inviting their U.S. friends, colleagues and stakeholders to join IAEM.

These new members now have one year of membership free of charge, along with the opportunity to participate in our network, attend our incredible Annual Conference, participate in our wide range of IAEM-USA committees and caucuses, receive our IAEM Bulletin, and have a voice in our profession and the policies that impact our communities.

One Final Challenge Pays Off

On Aug. 15, IAEM-USA President Bruce Lockwood, CEM, issued a challenge to members to make one additional push for new members. He said that if we reached 4,114 new members by Aug. 31, he would attend the IAEM Annual Conference with no mustache. At that point, IAEM-USA was 3,114 mem-

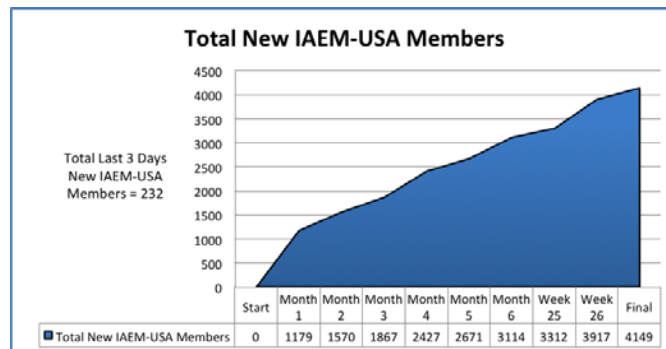
bers stronger because of the Operation Invite a Friend initiative. By Aug. 31, that number had increased to 4,149 new members, as members rose to the challenge. Bruce will be shaving his mustache for the first time in his adult life.

Thanks to the Top Ten Sponsors

Special thanks to the following IAEM-USA members who went above-and-beyond in their support of this campaign. The Top Ten Sponsors are listed below, with the number of new members they sponsored. Their efforts also will be recognized at the IAEM 2014 Annual Conference & EMEX, in San Antonio.

- Eric Kant, Kissimmee, Florida – 197
- John E. “Rusty” Russell, Jr., Huntsville, Alabama – 178
- Robert L. Ditch, Ph.D., CEM, Mesa, Arizona – 119
- Carol Cwiak, J.D., Ph.D., Fargo, North Dakota – 113
- Lanita Lloyd, MSEM, CEM, Atlanta, Georgia – 109
- Jono Anzalone, CEM, Omaha, Nebraska – 77
- Brian J. Mullery, CEM, Herndon, Virginia – 69
- Valerie Lucus-McEwen, CEM, CBCP, Oceanside, California – 55
- Megan D’Astolfo, Reno, Nevada – 47
- David A. Christensen, Woodstock, Illinois – 42

Congratulations to the IAEM-USA Council, and many thanks to all of those 723 members (see [Page 35](#)) who sponsored our 4,149 new members through IAEM-USA’s Operation Invite a Friend!



Global Newsboard: IAEM Student Council

Navigating the New Normal? Developing a Unique Independent Position

By Matthew P. Ellis, IAEM Student Council President

Author’s Note: This article has been amended from my 2011 Honours thesis, entitled “Emergency Management in New South Wales: An analysis of competence, obstacles and opportunities.” In this study, I reviewed the role of the emergency manager and those that fulfill the position across the New South Wales government. This section presents a brief context for developing a unique, independent position and the need for standards governing the emergency management practitioner’s role.

Emergency management has come a long way in the past 20 years. University/college courses were limited, and positions were based on emergency service or military experience. In 2001, Blanchard (Thompson, 2001) categorised emergency management practitioners into the “stereotypical” and the “new” generation emergency manager. So why do we still have practitioners that fall into Blanchard’s “stereotypical” practitioner category? Why do we still have practitioners promoting myths

that have been outdated for decades, and why do we still focus on response? Furthermore, is emergency management a vocation, para-profession or profession, as a growing industry, and how do we navigate the new normal?

In addition to the growing literature, the increase in university level programs would suggest a drive towards professionalism. But does calling ourselves a profession make us one? The literature defining a profession is at best complex.

Criteria To Be Recognised as Formal Profession

Despite this, there is a general consensus that to be recognised as a formal profession, the emergency management industry must fulfill several criteria. These criteria include specialised knowledge and skills, training at a high level, collective influence, and collegial status (Beaton, 2010; Professions Australia, 1997). Formal criteria for recognition as a profession has also been laid out in the academic arena (Table 1 – Frederickson & Rooney, 1990).

Emergency Management Australia (EMA) provides contradictory information in its advancement of the emergency management industry towards a formal profession (The Australian National Audit Office, 2008). EMA regards emergency management as a priority within government, and while it promotes safer communities and a professional approach, the application of emergency management is disparate across State and Territory governments. There has been little in the way of research and development outside the response phase, (Emergency Management Australia, 2004: The Australian national Audit Office, 2008). There are few studies examining the knowledge, background, education, experience and training of emergency managers, and no minimum standards across the various levels of government in fulfilling the role.

Traits of Profession Supported by Academic Literature

Traits of a profession as detailed in Table 1 are supported throughout academic literature (Blanchard, 2005; Britton, 1999; Frederickson & Rooney, 1990). However, when these five traits are reviewed against the existing framework of emergency management in Australia, it is unclear whether they meet the education, training and competence required of a profession.

In 1999, Britton identified a need for the consistent use and application of an agreed definition of emergency management. The use of an agreed definition allows for

[continued on page 3](#)

Table 1. Frederickson & Rooney (1990): Five Key Traits of a Profession.

Trait	Description
1.	Possession of a specialised body of knowledge and techniques;
2.	Establishment of a standardized course of training;
3.	Rigorous testing processes and examinations;
4.	Licensing, accreditation and self-regulation of practitioners; and
5.	Autonomy from direct supervision.

Adapted from “How the music occupation failed to become a profession,” by Frederickson, J., & Rooney, J. (1990). *International Review of the Aesthetics and Sociology of Music*, 21(2).

Global Newsboard

[continued from page 2](#)

discussions and negotiations to take place that improve communication. This was further addressed in the United States in 2008, when representatives from five key emergency management agencies endorsed a document ratifying agreed terminology for the definition of emergency management, its vision, its mission and its principles (Federal Emergency Management Agency: FEMA, 2008).

Despite the lack of a formal definition of an emergency manager, it is plausible that the formal definition of emergency management can be applied to the role. This key component is not yet present in emergency management in Australia.

Pivotal Role of Government in Disaster Management

Recent disaster events in Australia such as the Victorian Bushfires (2009) and the Queensland Floods (2010) reveal the pivotal role that governments have in the management of emergencies/disasters. They highlight problems and the devastating effect inadequate management can have on the community and the development of the emergency management community. Furthermore, the reports identify the need for appropriately trained and educated personnel (outside of response) to identify risks and develop resilient communities (Parliament of Victoria, 2010a).

The release of the Final Report of the Victorian Bushfires Royal Commission – Summary (2010a) revealed systemic failings across the emergency management process. The failures are readily apparent across most disasters, regardless of

their geographic location. This report made significant recommendations for changes in the management of bushfires across the state, including personnel and processes (Parliament of Victoria, 2010a). The Victorian bushfires illustrated the effect of a failure of emergency management, with 173 people dead and a cost to the community in excess of AUD\$4 billion (Parliament of Victoria, 2010b).

Meanwhile, the Queensland Floods Commission Inquiry investigated widespread flooding that left 35 people dead and large portions of Queensland submerged (Emergency Management Australia, 2011). Several submissions made to the Flood Inquiry in Queensland revealed that flood maps were not available to residents, who felt that they were not adequately advised of potential risks or provided with evacuation warnings (Madigan, 2011; Thompson, 2011). These events emphasize a significant gap in the knowledge and competence of emergency managers in the field and the management of emergencies, whether natural or anthropogenic.

Although emergency management is a young industry seeking to establish itself as a profession, current practices and services are severely limited (Britton, 1999; Manock, 2001; Stehr, 2007). A review of the existing literature suggests that there are gaps in the available evidence base and empirical data pertaining to the impact of legislation, policies and transparency within government bodies (Attorney-General's Department, 2000; Britton, 1999; Parliament of Victoria, 2010a). This review of literature reveals several key areas that have not been investigated, including the workload and knowledge of emergency management practitioners, their training and education, the level of support from

government, the need for minimal requirements and standards (Blanchard, 2005), and licensing and industry regulations (Darlington, 1999).

Conclusion

The complexity of emergency management warrants the employment of dedicated individuals with specific knowledge and education to manage and coordinate the various elements within the emergency management discipline. In the future, it will be important that stakeholders take a more accountable and proactive approach to emergency management arrangements and processes to reduce the impact of hazards. As hazards continue to increase, standards must be developed to govern and protect the role of the emergency manager and the community, particularly if our communities are going to get the best value for their limited physical and financial resources. Recent global events have highlighted the weaknesses of existing systems and the need to employ practitioners who are adaptable, knowledgeable, experienced, and extensively educated in all the components of emergency management. This is how we will navigate the new normal.

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[continued on page 4](#)

IAEM-USA Members: Don't Forget to Vote!

Vote in the 2014 IAEM-USA Council Officers Election

Voting in the IAEM-USA Council officers election began on Monday, Sept. 15, 2014. [Enter the voting area here](#) to learn about the candidates for IAEM-USA Second Vice President and Secretary before accessing the online ballot to vote. Also, candidate statements appeared in the last IAEM Bulletin.

- **Election Began:** Monday, Sept. 15, 2014, 9:00 a.m. Eastern time

- **Election Ends:** Tuesday, Nov. 18, 2014, 5:00 p.m. Eastern time

All current IAEM-USA Individual, Affiliate, and Life members are eligible to vote in this online election. You are encouraged to review the information provided for you in the [voting area](#) and decide how you wish to vote.

Vote on Proposed IAEM-USA Bylaws Amendments

In its Sept. 16, 2014, board meeting, the IAEM-USA Board voted to bring two proposed IAEM-USA Bylaws amendments before IAEM-USA members for a vote. [Enter the voting area here](#).

- **Voting Begins:** Tuesday, Oct. 21, 2014, 9:00 a.m. Eastern time.

- **Voting Ends:** Tuesday, Nov. 18, 2014, 5:00 p.m. Eastern time.

For your reference, you can access [marked-up sections of the proposed IAEM-USA Bylaws amendments here](#), showing what text would be changed and providing further explanation of the changes.

All current IAEM-USA Individual, Affiliate, and Life members have the opportunity to **vote yes or no** on each of the two proposed bylaws amendments:

- **Proposed Bylaws Amendment 1: IAEM-USA Bylaws, Article III–Membership, Section 2E.** The proposed amendment would reconcile the variations in the description of the Student Category of IAEM membership. There are slight differences in language among the IAEM-Global and IAEM-USA Bylaws, administrative policies and procedures, membership brochure, and website text.

- **Proposed Bylaws Amendment 2: IAEM-USA Bylaws, Article IV–Officers, Section 3.** The proposed amendment would add a new line specifying that the IAEM-USA executive director is a non-voting member of the board, so that the bylaws are consistent with the IAEM-USA Articles of Incorporation, as required by the Commonwealth of Virginia Corporation Commission.

Global Newsboard

[continued from page 3](#)

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From the IAEM-USA President Together

By Bruce Lockwood, CEM, President, IAEM-USA Council



As I write my last article as the 2013-2014 IAEM-USA Council President, I am looking back at an incredible year. I am honored to have been chosen by all of you to serve this incredible organization. I want to take this opportunity to talk about the year we have had. We have reinvented strategic planning to be more inclusive, by including representatives from all IAEM-USA regions and working bodies. Our SWOT includes a specific question gauging the association's performance on its goal to address the diversity of our stakeholders.

Addressing the Issues

As you have heard me say throughout this year, this is our organization and it is members-based. We worked hard this year to try to address many of the issues raised in the member survey conducted under Past President Jeff Walker, CEM (2012-2013). We focused on member services, understanding that member value is different for each of you.

Growing IAEM-USA

Together we grew IAEM-USA with Operation Invite a Friend. As you know, the Board made available to members one-year free memberships to invite others to experience what IAEM has to offer. In six months, you grew this organization by 4,149 new members.

Reaching Out to Engage Members

That is incredible, but growth was not just found in the number of new members but also in the

creation of new ad hoc committees working towards caucus status. The Climate Change and Weather, Disaster Behavioral Health, and Utility Emergency Manager Ad Hoc Committees will engage additional sectors among our members, attract new members in the future, and broaden the pool of formal resources IAEM has on hand, to work with stakeholders and FEMA and to fulfill requests from congressional committees. Please take time to [review the list](#) of standing committees, caucuses, and ad hoc committees to see if there is a group you would be interested in serving.

We conducted a survey of all individuals listed as representing IAEM in our IAEM-USA Outreach List as IAEM-USA Liaisons. As a result, we have updated the list and looked at areas where we need to develop new relationships. You can find a list of these members [here](#). Please take time to review the list, as this is a great way to get involved.

FIRST® LEGO® League 2014

Our participation in FIRST® LEGO® League was an incredible experience and truly a highlight during my year. Our members throughout the United States engaged with the young men and women on their quest to develop some innovative solutions to very real world issues we experience. I have no doubt that this opportunity has fostered new collaborative relationships at the local level, as well as with IAEM-USA, that will help towards building a more resilient nation.

Our members assisted in reviewing material for the roll-out of

America's Prepareathon, providing local insight and guidance in the needs of implementation. I think America's PrepareAthon is an incredible program, and we should work together to implement it nationally.

In January, we announced the formation of a joint task force with the National Emergency Management Association (NEMA). The task force is working on the issue of inclusive planning in disasters. They continue to meet, working to develop a tool kit to assist you at the local level in addressing this critical planning need.

IAEM Members-Only Webinars

We have begun our IAEM members-only webinar series, with each of our working groups coordinating with our Digital Engagement Committee to develop and implement a successful program that will support your needs.

If you have topics you would like to suggest for the webinar series, please contact your regional president, committee chair or caucus chair, and they will forward your request.

IAEM Annual Conference

I can't wait to see you all in San Antonio – what a wonderful site we have this year. I look forward to the incredible program that our Conference Committee has put together, and I thank the vendors and exhibitors who help to make our annual conference possible. If you have not been to San Antonio before, be sure

[continued on page 6](#)

CEM[®] News

■ North American Review

Commission Update. The North American CEM[®] Application Review Commission met Sept. 11-13, 2014, at IAEM Headquarters, Falls Church, Virginia, to review 153 hard-copy applications. Notification letters will be mailed to candidates by Oct. 6, 2014.

■ **Schedule for North American Review Commission Online Reviews.** The North American CEM[®] Application Review Commission will conduct online application reviews every other month. The next review will take place beginning on Nov. 1, 2014, and candidates can expect results during the week of Dec. 15, 2014.

■ New CEM[®]/AEMSM Exam Release Set for January 2015.

The new 100-question multiple choice CEM[®]/AEMSM exam will be released in January 2015. A revised study guide with recommended study materials will be available in November 2014 on the IAEM website.

Certification candidates who are preparing for the exam using the current study guide should make the necessary arrangements to sit for the test by December 2014. Information about making arrangements for the exam with an approved proctor can be found on Pages 4 and 5 of the [study guide](#). If you have any questions, contact CEM Administra-

tor Kate McClimans at KMcClimans@iaem.com.

■ Deadline for Diploma Presentations at Annual Conference.

CEM[®]/AEMSM candidates in the Class of 2014 who are interested in receiving their diploma at the IAEM Annual Conference in San Antonio, Texas, during the awards ceremony on Wednesday, Nov. 19, *must* (1) have their CEM[®]/AEMSM credential application already approved; *and* (2) take and return their completed exam to IAEM Headquarters by **Oct. 10, 2014**.



IAEM-USA President

[continued from page 5](#)

to check out the Riverwalk. My wife and I have truly enjoyed our visits to San Antonio and the experience of such a unique location.

While my year is coming to an end as IAEM-USA President, my commitment to the organization is not. I will continue to serve IAEM-USA with a feeling of incredible pride of who we are. I look forward to working with Rusty Russell, Robie Robinson, and the successful candidate for Second Vice President, as well as the entire IAEM-USA leadership.

IAEM Is Engaged on your Behalf

Before ending my final IAEM-USA President's article, I want to mention a conversation I recently had with a member. I had been working with the member to resolve an issue that he had raised. When I

contacted him to state that the issue had been resolved, he said, "Thanks, this is the first thing IAEM has done, outside of EMPG."

I had to pause, as I knew his statement was incorrect, but he made it as if it were fact. It was then that I realized that many of you don't know just how much is done on behalf of members throughout the year(s).

IAEM is engaged *daily* with stakeholders, partner organizations, federal agencies, and congressional staff. IAEM is your voice at the national level, and many issues are addressed in one-on-one meetings. When we are engaged early, issues don't become big issues, but rather are points of discussion. Our ability to engage in valuable conversation requires the diplomacy of your leadership. If every resolved issue was announced as an IAEM win, it would impact our relationship with the very individuals with whom we need to work.

Many Thanks

I want to thank the leadership team that supported me this year, which includes the IAEM-USA Board members, committee and caucus chairs, and IAEM Headquarters staff who work tirelessly day-in-and-day-out to meet your needs. But most of all, I want to thank **you**. Leading an organization of such a high caliber has been an incredible honor – and one that, when the time is right, I strongly suggest you consider.

In closing, I want to address the next step in IAEM-USA Operation Invite a Friend. You have invited more than 4,000 new members, but your work is not done. Together, we need to engage them and help them each find their member value. Henry Ford said, "Coming together is a beginning, keeping together is progress, working together is success." Thank you again, and see you in San Antonio! ▲



CEM® Corner

Certification Examination Standards Implementation (8 and 9): Emergency Operations Procedures/Response Plan and the Business Continuity and Recovery Components

By Daryl Lee Spiewak, CEM, TEM, MEP, Lead Trainer for the CEM® Commission

Last month we discussed the sixth and seventh sections of the Implementation standards — Operational Procedures and Incident Management. This month we will describe the last two sections of the Implementation standards — Emergency Operations/Response Plan and the Business Continuity and Recovery sections.

NFPA® 1600 version 2013 uses the term “operations/response plans” at the beginning of the standard. Then it changes the term to “emergency action plans.” In public entities, the plan is usually referred to as the “emergency management plan” or something similar. The name of the plan is not important. What is important is the content of the plan, as we will see with the last two sections of the Implementation standard.

The Standard – Emergency Operations/Response Plan

The NFPA® 1600 version 2013 requires an entity’s “emergency operations/response plans to define responsibilities for carrying out specific actions in an emergency.” The plan should be risk-based and cover the roles and responsibilities for life safety, including people with access and/or functional needs, incident stabilization, property conservation, and the environment. Depending upon the nature and location of the threat or hazard, these “protective actions may include evacuation, shelter-in-place, and lockdown” procedures.

Incident stabilization is defined as those actions necessary to “prevent an incident from growing and to minimize the potential impact on life, property, operations, and the environment.” The functions or tasks necessary for incident stabilization will vary depending upon “the nature and location of the threat or hazard, the magnitude of the incident, the actual and potential impact of the incident, applicable regulations that could dictate minimum response capabilities, the entity’s program goals, and the resources available to the entity for incident response.”

The emergency operations/response plans also should include procedures and protocols for warning, notifications and communication; crisis communication and public information; resource management; and donations management, according to the requirements we discussed previously in the appropriate sections of the Implementation standard.

Local regulations and policies may require additional sections or topics in the plans. That is OK. Including them does not violate the standard. These additional sections or topics will not be addressed in the Core examination questions, but may

be addressed in some Country-specific examinations, such as the USA public sector exams.

The Standard – Business Continuity and Recovery

This section includes two parts. The first part is the business continuity requirement, and the second is the recovery requirement. When studying business continuity, you will find processes or plans called business continuity, continuity of government, or continuity of operations. These processes and plans are generally similar in intent and somewhat less similar in content, but the purpose of these processes and plans remain the same regardless of their title.

■ **Business Continuity.** NFPA® 1600 version 2013 defines business continuity as “an ongoing process to ensure that the necessary steps are taken to identify the impacts of

[continued on page 8](#)



Members of the North American CEM Application Review Commission consult about an application during their September 2014 meeting.

CEM® Corner

continued from page 7

potential losses and maintain viable recovery strategies, recovery plans, and continuity of services.” The definition does not distinguish between public and private entities. Both need business continuity and recovery plans and procedures.

The standard also requires that the continuity plan “include recovery strategies to maintain critical or time-sensitive functions and processes identified during the business impact analysis.” Therefore, the plan “shall identify stakeholders that need to be notified; critical and time-sensitive applications; alternative work sites; vital records, contact lists, functions, and processes that must be maintained; and personnel, procedures and resources that are needed while the entity is recovering.”

The continuity plan is similar to the emergency operations/response plan discussed above, but it is slightly different, and it supports or supplements the emergency operations/response plan. So entities need both, and the emergency manager needs to understand each of them.

■ **Recovery.** The standard states, “Recovery planning for the public and private sectors should provide for continuity of operations to return the entity, infrastructure, and individuals back to an acceptable level. This includes implementation of mitigation measures to facilitate short-term and long-term recovery.” The standard does not specify or define what an acceptable level is. Local officials and members of the entity need to make that determination.

The outcome of the recovery planning process is the recovery plan. The standard requires a recovery plan that “provides for restoration of functions, services,

resources, facilities, programs, and infrastructure.” The recovery plan could be a stand-alone plan or incorporated into other plans.

Notice the Implementation standard does not specify who or how the various plans should be developed or how they should be maintained. It doesn’t say whether these should be separate plans or one comprehensive plan. Those decisions are left up to the individual entities and local or state requirements. The FEMA references described at the end of this article will provide more details on these plans and the planning process, which will be part of the CEM®/AEMSM examination.

References

For information and discussion on Implementation (8 and 9): Emergency Operations/Response Plan and the Business Continuity and Recovery Requirements, refer to the recommended FEMA Independent Study courses and other related references mentioned below. Do not confuse these general resource requirements with the specific procedures found within your organization. While an emergency manager needs to understand and know local procedures to be effective in the position, those procedures could easily differ from the general procedures discussed in the study references and are not found on the certification exam. The applicable FEMA Independent Study (IS) courses, that should be reviewed

by candidates when studying the Implementation Requirements, are:

- IS-1a – Emergency Manager: An Orientation to the Position.
- IS-230d – Fundamentals of Emergency Management.
- IS-235b – Emergency Planning.
- IS-520 – Introduction to Continuity of Operations Planning for Pandemic Influenzas.
- IS-524 – Continuity of Operations (COOP) Planner’s Workshop.
- IS-545 – Reconstitution Planning Course.
- IS-546a – Continuity of Operations Awareness Course.
- IS-547a – Introduction to Continuity of Operations.
- IS-558 – Public Works and Disaster Recovery.
- IS-632a – Introduction to Debris Operations.

For those taking the USA version of the exam, review the following additional references:

- IS-453 – Introduction to Homeland Security Planning.
- IS-2900 – National Disaster Recovery Framework (NDRF) Overview.
- Comprehensive Preparedness Guide 101, Version 2.0.
- National Disaster Recovery Framework.

This completes the Implementation standard. Next month we will describe the Exercises and Tests standard. We also will provide a recommended list of FEMA Independent Study courses and/of other references to study. ▲



Learn about the CEM® Program and apply to be a Certified Emergency Manager or Associate Emergency Manager candidate at:

www.iaem.com/CEM

IAEM in Action



Left to right are: Nicole Mlade, FEMA Intergovernmental Affairs Director; Beth Armstrong, IAEM CEO; Martha Braddock, IAEM-USA Policy Advisor; and Frank Ferreira, Intergovernmental Affairs Team Lead, Sept. 4, 2014.



Beth Armstrong, IAEM CEO, with LTG Guy C. Swan III, Vice President, Association of the United States Army (AUSA), at the National Advisory Council meeting, Los Angeles, California, Sept. 17, 2014.



Avagene Moore, CEM, and Husband Jimmy Moore Received 2014 First Farmers Achievement Award

IAEM member Avagene Moore, CEM, and her husband Jimmy Moore recently received a joint 2014 Lifetime Achievement Award from First Farmers & Merchants Bank. Avagene, the first female civil defense director appointed in Lawrenceburg/Lawrence County and in the State of Tennessee, has lectured extensively on emergency preparedness and disaster management, testified before Congress, helped communities with disaster preparedness, and was long-time director of the EMForum. She served as IAEM President (1987-1988), and in 2011, she was inducted into the International Homeland Security and Emergency Preparedness Hall of Fame. Avagene's husband Jimmy Moore has had a wide-ranging, successful career centering on photography and video production. Details are posted on the [IAEM-USA Region 4 web page](#).



The North American CEM® Application Review Commission met Sept. 11-13, 2014, at IAEM Headquarters, Falls Church, Virginia, to review 153 hard-copy applications. Notification letters will be mailed to candidates by Oct. 6, 2014.

Conference News

Training Courses Offered at IAEM 2014!

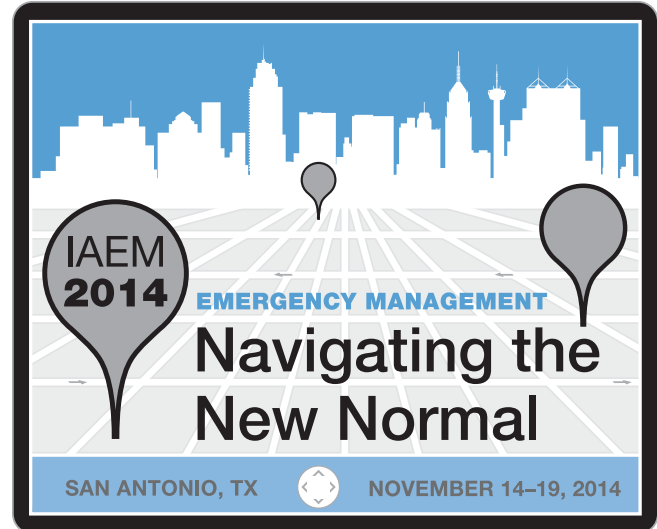
Are you looking for that hard-to-find training course? Come to the IAEM 62nd Annual Conference & EMEX, Nov. 14-19, 2014, in San Antonio, Texas. We are offering many courses covering various topics areas for all emergency managers to receive a little extra training while attending the Annual Conference. Starting on Friday, Nov. 14, through Sunday, Nov. 16, we are offering one- to three-day courses.

Below is a sneak peek at our offerings. For complete details, view our [online program](#).

- L0548: Continuity of Operations Planning Program Manager Train-the-Trainer Course (3 days).
- L0948: Situational Awareness and Common Operating Picture (3 days).
- L0146: Homeland Security Exercise and Evaluation Program Training Course (2 days).
- L0197: Integrating Access and Functional Needs into Emergency Planning (2 days).
- L0775: Emergency Operations Center Management and Operations (2 days).
- Certified Emergency Manager (CEM®)/Associate Emergency Manager (AEMSM) Prep Course, Overview, Consultations and Examination.
- Universities and Colleges Emergency Managers Practitioners Symposium (2 days).
- 2014 Leadership Symposium: Strategic Leadership and Opportunities – Naval Post Graduate School.
- Pediatric Disaster Response and Emergency Preparedness (2 days) – TEEX.
- Maximizing Your Disaster Cost Recovery (1 day) – Mike Martinet, CEM, The Martinet Group, Chair of the IAEM-USA Disaster Cost Recovery & Finance Ad Hoc Committee.
- National Response Team Joint Information Center Training (1 day) – U.S. Coast Guard.
- Persuade! A course on presenting for emergency managers (1 day) – Nathaniel Forbes, MBCI, CBCP, Forbes Calamity Prevention.
- Local Emergency Managers: Getting the Most out of your State Emergency Management Association.

Announcing the IAEM EMvision Talks Logo Design Contest

The IAEM Conference Committee is thrilled to solicit entries for the design of a logo for our exciting new conference initiative – **EMvision Talks**. The Talks are modeled on the well-known TED™ Talk format and are a



Visit www.iaem.com/Conference to see what's in store for you at the IAEM Annual Conference!

Download the current issue of *The Conference Call* newsletter [here](#).

new way to communicate thought leadership in emergency management. EMvision Talks will become part of the IAEM Annual Conference line-up in 2015, and will be announced at this year's conference. Submissions for EMvision Talks will be open to everyone, and the call for presentations will be announced in late March 2015.

The Conference Committee is seeking an eye-catching graphic to brand these talks and make them an identifiable part of future conferences. As a "home-grown" project of IAEM, the committee would like an IAEM member with graphic arts skills to develop a distinctive logo relating to emergency management and IAEM that will capture the essence of these talks – passion, novelty, excitement, thought leadership, and vision.

The winning design will be used on the IAEM website, in conference e-mails, in print, and on conference signage to identify EMvision Talks at future conferences. The EMvision Talks Logo Design Contest opens Oct. 1, 2014, and closes Nov. 30, 2014, at 12:00 a.m. (midnight) Eastern time. Email submissions in PDF format only to Julie Husk, IAEM Program Manager, jhusk@iaem.com.

Profiles in Service: Elizabeth B. Armstrong, MAM, CAE

IAEM-Global CEO, IAEM-USA Executive Director
armstrong@iaem.com

The Basics

■ **Years of service to the IAEM team:** 27 years.

■ **Responsibilities:** Oversees day-to-day management; supervises staff support; manages governance issues of IAEM; and developed and supervises the Certified Emergency Manager® (CEM®) Program.

■ **Education and credentials:** BBA in Marketing, College of William and Mary; Master of Association Management, The George Washington University; Certified Association Executive (CAE); and Qualified Association Specialist (QAS).

■ **Skills and experience:** Certified Association Executive and a recognized leader throughout the broadly defined emergency services sector. Areas of expertise include federal grants procurement and management, certification program

development and administration, non-profit governance issues, and the entire scope of successful nonprofit operations. Member of the American Society of Association Executives, the AMC Institutem and the FEMA National Advisory Council (for accreditation and standards-setting expertise).

Things You Probably Don't Know About Beth (in her own words)

■ **Last time I LOL'ed:** Two hours ago, at a text from one of my kids saying "Help me, I'm poor." (It's a quote from a movie.)

■ **Last sporting event I attended:** UNC versus OH State, Men's Lacrosse. My son is #47 on the Tarheels roster.

■ **Most exciting thing I've ever done:** Went on an aerial refueling mission of a fighter jet by a KC-135,



Beth Armstrong, IAEM CEO

as a guest of the Maryland Air National Guard.

■ **Last time I laughed:** About a minute ago, listening to Sharon talk to a stink bug in her office.

■ **Last vacation I took:** Family vacation in the Outer Banks of North Carolina.

■ **My motto:** Dig deep; play hard; don't quit. ▲

ASMI's Commitment to Standards of Excellence

Fourteen ASMI staff, eight of whom are primary staff supporting IAEM, earned the QAS certification in 2014. The **Qualified Association Specialist (QAS) certificate program** was launched this year by the Florida Society of Association Executives. The program requires completion of 12 modules, including sessions on nonprofit financial management, meeting production, legal issues, structure and governance, and more.

ASMI, the association management company serving IAEM, is an **Accredited Association Management Company (AMC)**. Among 500+ AMCs worldwide, only 75 have achieved this certification, which is based on an AMC Standard developed under the guidelines established by the American National Standards Institute (ANSI).

ASMI Chosen for 2014 Falls Church Business Award

Association & Society Management International, Inc. (ASMI), the association management company that serves IAEM, has been selected for the **2014 Best of Falls Church Award in the Business Organizations category** by the Falls Church Award Program.

Each year, the Falls Church Award Program identifies companies that have achieved exceptional marketing success in their local community and business category. These are local companies that enhance the positive image of small business through service to their customers and the community.

The Falls Church Award Program is an annual awards program honoring the achievements and accomplishments of local businesses throughout the Falls Church area. Recognition is given to those companies that have shown the ability to use their best practices and implemented programs to generate competitive advantages and long-term value.

Index to Special Focus Issue Features

“Emergency Management: Navigating the New Normal”

Investing in Emergency Human Services: State Voluntary Agency Liaison Project, by Susamma Seeley, Catholic Charities of Missouri, and Jono Anzalone, American Red Cross 13

State and Local Governments: Long-term Disaster Recovery Is Not Just About How Much You Can Get from FEMA, by Marko Bourne, Principal, Booz Allen Hamilton 15

On Your MARC, Get Set, Go! by Jaison Scott, MBA, DSPMA, CVM, and Jody W. Carter, MS, CEM, NREMT-P, Disaster Managers, American Red Cross of Arkansas .. 17

Emergency Managers as a Vital Bridge Between Police and Fire, by John Flynn, Deputy Chief, Yonkers Fire Department, New York 19

Navigating the New Normal: Including the Military in Your Response Plan, by Michael D. Costa, CEM, Emergency Management Specialist, Division of Strategic National Stockpile/Exercise Team, Office of Public Health Preparedness and Response, Center for Disease Control and Prevention 20

The Effect of the New Normal on Disaster Cost Recovery, by Mike Martinet, MS, CEM 22

Disaster Volunteers – Spontaneous or Not – Are the New Normal, by Eraina Perrin, AmeriCorps Team Lead and Disaster Volunteer, IAEM Student Member 24

New Normal: Collaborative Initiatives Underway in Monterey County, California, by Dick Bower, MS, CEM, FM, Emergency Manager, California State University, Monterey Bay 25

Preparing for Ebola: Some Basic Facts About Facing a Current Infectious Disease Threat, by Cathy Carter Dempsey 27

Higher Education Internship Programs: A Two-Way Street, by Alan Harris, Emergency Manager, Sanford, Florida 28

Moving Towards Accessible Wireless Emergency Alerts: Sending and Receiving, by DeeDee Bennett, Center for Advanced Communications Policy, Georgia Institute of Technology 30

Diversity Dialogue: Join the Conversation, by Nancy Harris, Chair, IAEM-USA Diversity Ad Hoc Committee 32

In upcoming issues...

In the November 2014 issue of the IAEM Bulletin, additional articles on the topic of “Emergency Management: Navigating the New Normal,” will be featured. You can look forward to more on this special focus issue topic.

The December 2014 issue will feature details and photos from the IAEM 2014 Annual Conference & EMEX, to be held Nov. 14-19, 2014, in San Antonio, Texas.

Since moving to online distribution...

The Bulletin has been the top members-only download on the IAEM website. Watch for your monthly email notice when each new issue is posted!

Do you have ideas about topics for next year’s special focus issues? What would you like to write and/or read about in next year’s Bulletin? Please email your ideas to thompson@iaem.com by Nov. 30, 2014, so that the IAEM Editorial Work Group can consider your ideas for 2015.

The IAEM Bulletin is published monthly. For the issues that are not built around a special focus topic, we consider article submissions on any topic of interest to IAEM members. The IAEM Editorial Work Group welcomes article submissions from members and others in all IAEM Councils worldwide, including the Student Council.

– Karen Thompson, Editor

THE IAEM BULLETIN

The IAEM Bulletin is a benefit of membership in the International Association of Emergency Managers.

The IAEM Bulletin is in its 31st year of providing news and resources for IAEM members.

The Bulletin Archives are available online for Members Only at www.iaem.com/Bulletin.



Investing in Emergency Human Services: State Voluntary Agency Liaison Project

By Susamma Seeley, Catholic Charities of Missouri, and Jono Anzalone, CEM, MS, American Red Cross

The first principle of the international SPHERE standards, “The humanitarian imperative must come first,” is one to reflect upon within the U.S. emergency management community. The DHS/FEMA National Preparedness Goal identifies 31 core capabilities that drive much of the investment around DHS/FEMA Grant funding for state and local governments.

Yet, of the 31 core capabilities, very few directly address the overarching importance of emergency human services; health and social services; and mass care at the local, regional and state levels. If the humanitarian imperative must come first, shouldn’t funding priorities at the state and local levels reflect investment of emergency human services positions?

State Voluntary Agency Liaisons

A 2010 study by the Center for Faith-Based and Neighborhood Partnerships revealed that less than six states had a full-time employee focused on coordination of “whole community” emergency human services issues with partners. An additional eight states had part-time positions, where at least 50% of their time was spent on human service issues. In the world of voluntary agencies, a Voluntary Agency Liaison (VAL) concentrates on health, social services, mass care, and community response and recovery coordination with the

providers of these services. Fast forward nearly four years, and there has been a marked increase in the number of full-time State VALs, as the value of the position has become evident for states.¹

Return on Investment in Emergency Human Services

From a purely economic standpoint, the return on investment (ROI) that states receive from such positions is high. From a constituency perspective, state VALS help mitigate issues as they develop and often provide an opportunity to head off potentially politically charged human service liabilities. In addition to assisting with a whole community approach throughout the entire disaster cycle, state VALs are also tangibly able to meld two incredible cost-saving components:

- Documentation of voluntary agency contributions throughout the year to offset the match required for Emergency Management Performance Grants (EMPG).
- Coordination and documentation of voluntary agency hours during Federal Public Assistance Declarations that can be used to offset the non-federal cost share of disasters

These two components alone return more in value to the state than the positions cost the state in

salary and benefits, which may be a reason there has been an increase in the number of full time state VALs throughout the country. In the state of Missouri, Missouri Voluntary Organizations Active in Disaster (VOAD) partnered with the state VAL to develop an EMPG In-kind Match Policy to directly support the work of the Emergency Human Services Team at the State Emergency Management Agency. This program was instrumental in getting funding allocated to support two

“It seems only natural to combine the government partners who are legally responsible for emergency human services with those who provide these services because of mission and duty.”

members of the State Emergency Human Services staff. Without this funding, two of the three individuals directly supporting human service agencies and their activities would be unfunded, leaving a gap in the agency’s ability to address human services issues and an essential core capability.

As mentioned earlier, the coordination of human service issues is largely missing in the core capabilities identified in the National Preparedness Goal. What is present is the emphasis on the physical infrastructure and the consequences of failure of said infrastructure.

We would argue that physical infrastructure is developed to support the social infrastructure. It would be in the best interests of emergency management stakeholders to strengthen the human relationships and connections within

¹ For more information on State VALs, please reference a [recent study](#) published by participants of the National Preparedness Leadership Initiative, a joint program with the Harvard Kennedy School of Government and Harvard School of Public Health.

[continued on page 14](#)

Investing in Emergency Human Services

[continued from page 13](#)

communities and community partners to increase resilience, not simply focus capital on the planning, exercising and training to protect infrastructure.

Cost-share and In-kind Match

The EMPG In-kind Match is one example of leveraging the work of community partners to fund positions supporting human services. Since the state and emergency management agencies are the actual EMPG applicants, the VOAD has to be identified as the source of the in-kind match in pre-identified projects. In order for this to happen, a collaborative relationship has to exist. Furthermore, both parties are stakeholders, who are joined at the hip in ensuring that the human services issues are addressed across the state throughout the full disaster cycle of preparedness, response and recovery, not just when disasters strike. The purpose of the EMPG program is to enhance preparedness and resilience across

“It would be in the best interests of emergency management stakeholders to strengthen the human relationships and connections within communities and community partners to increase resilience, not simply focus capital on the planning, exercising and training to protect infrastructure.”

the country. State VALs and VOADs are intrinsically devoted to increasing levels of preparedness and readiness.

The 2014 EMPG Program Funding Opportunity Announcement states, “Title VI of the Stafford Act authorizes FEMA to make grants for the purpose of providing a system of

emergency preparedness for the protection of life and property in the United States from hazards and to vest responsibility for emergency preparedness jointly in the federal government and the states and their political subdivisions.”

It seems only natural to combine the government partners who are legally responsible for emergency human services with those who provide these services because of mission and duty. Cementing these partnerships through a fiscal relationship between a State VAL and a State VOAD only reinforces the very purpose and intent of the National Preparedness Goal. The other purpose in strengthening these partnerships during preparedness activities is the level of collaboration and cooperation during disaster responses and recovery operations.

Joplin – \$17.7 Million Is Offset and Savings

One example of the offset during a public assistance disaster is from the May 2011 Joplin tornado. Although the EMPG collaboration between the Missouri State VAL and the VOAD did not exist before Joplin,

it must be said that the collection of the in-kind match for the Joplin cost share could not have been as successful without the solid relationship between the emergency management entities and the VOAD partners.

City of Joplin Finance Director Leslie Jones stated, “The \$17.7 million of donated resources is the largest amount recorded in the history of Missouri and in FEMA Region VII. There were over

102,000 volunteers working over 610,000 hours along with donated goods and services valued at over \$8.5 million, and 12,000 hours of donated equipment use. That’s incredible, and the city is very thankful for all who have helped Joplin. Not only did the volunteers help clean up Joplin, but they also helped us financially recover a significant amount of expense.”

Conclusion

With an increasing number of complexities impacting humans throughout the United States, we are encouraged to see states investing in emergency human service positions, for both economic and non-economic reasons. If the humanitarian imperative must come first, it is time that our grant funding priorities and investment justifications reflect this commitment to serving those impacted by disasters. While the competing interest in investing in other core capabilities is high, we must be mindful of the relative low-cost/high-impact that investment in emergency human services has within communities. ▲



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State and Local Governments: Long-term Disaster Recovery Is Not Just About How Much You Can Get from FEMA

By Marko Bourne, Principal, Booz Allen Hamilton, Lead of the FEMA Market Team, Functional Lead for Emergency Management, Mission Assurance and Risk

For decades, disaster recovery followed a predictable path. An event happens; local and state governments respond; then they request federal help. FEMA comes to the table with grants and loans and support from other federal agencies, and then some additional money is provided to mitigate against another future event.

Disaster Impact on Communities More Complex

That's not the world we live in anymore. As disasters become more widespread and more frequent, their impact on communities has grown more complex. As a result, all levels of government are looking for a more sophisticated approach toward long-term recovery – and they are right to do so.

These days, federal assistance from sources other than FEMA, from both a monetary and capability standpoint, is becoming a larger player in helping local governments that are augmenting and even supplanting traditional FEMA support. As the aftermath of Superstorm Sandy and the Joplin (Missouri) floods illustrate, local and state governments are looking to broader-based community organizations, local leaders with social capital, and industry to engage in long-term recovery planning and execution. What steps can today's emergency managers take to adapt, encourage, coordinate, and lead in this new, evolving environment?

The first step is to understand what true resiliency means so that it

can be put into practice. “Resiliency” has become a buzzword invoked to signify the ability to rebuild and recover from a disaster, the ability to mitigate against risk and hazard, the ability to restore economic development and growth – or all of those factors combined. And they all require funding.

Key Ingredients of True Resiliency

True resiliency is a combination of recovery, risk mitigation and economic growth, and achieving it is obviously easier said than done. What disaster managers need to know is that translating “resiliency” from a laudable but amorphous concept into measurable results requires two key ingredients:

1. Breaking out of operational and program silos at all levels of government, and
2. Working harder with non-traditional civic groups and the private sector to enhance a shared sense of risk and responsibility that can fund helpful insurance programs.

Communities get funding from different sources (FEMA, HUD, HHS, Commerce, and others) and via programs that often aren't tied together (such as FEMA Public Assistance and HUD Community Development Block Grants), creating operational silos that hinder resiliency.

For example, communities typically receive federal grants from the Department of Homeland Security (DHS) to support state and local preparedness efforts by fire

and police departments. The grants are very targeted and augment what communities would normally do.

Then there is another set of funds that localities receive from the Federal Emergency Management Agency (FEMA) to mitigate hazards (HMGP) and reduce future risks, such as flooding.

Mitigating against risk is the hallmark of both programs, but one has a very terrorism-centric focus while the other is used primarily for flood mitigation or tornado safe room development. Both programs talk about how to improve our current infrastructure of people, places and things to make them more resilient, but they are programmatically split, victims to separate political spheres of influence and rarely coordinated at a national program level or even within states.

Addressing Resiliency in a More Holistic Way

Communities could avoid such balkanization by examining how to tie disparate programs and funding sources together so that they address resiliency in a more holistic way. Using FEMA disaster relief, coupled with Community Development Block Grant funds (CBDG) from the Department of Housing and Urban Development (HUD) in concert with one another can be a force multiplier in effectively addressing long-term recovery needs. But recent years have shown

[continued on page 16](#)

Long-term Recovery

[continued from page 15](#)

that additional resources must be discovered and allocated to augment federal assistance.

But what about funding other than federal recovery funding? A recent forum on recovery hosted at the National Press Club in Washington, D.C., drew more than 70 experts from across the nation, FEMA, academia and the private sector. Several questions were posed to the panel and the participants. One question in particular delved into the return on investment from state efforts vs. federal efforts, and the response shows how thinking has changed.

Cost-Effective Methods for Improving Recovery Efforts

The audience was asked to rank six participatory methods for improving recovery efforts, with one being the most cost-effective and highest return on investment recommendation, and six the least. The consensus that emerged was as follows:

1. Engage citizens through national conversations to reinforce their role in personal and family resilience to drive community resilience.
2. Engage elected officials to support them in making legislative and policy decisions in an informed manner.
3. Engage state and local agency leaders to better address comprehensive long-term recovery and resiliency planning in light of the likelihood of fewer future federal grants.
4. Engage private sector, non-governmental, and non-profit organizations to ascertain what resources they can bring to bear and to determine if any projected

endeavors or funding can be leveraged through a public-private partnership.

5. Engage K-12 schools to continue to strengthen preparedness lessons in their curriculum, including the advantages of personal accountability.

6. Engage the college and university level to improve educational curricula to create a broader understanding of authorities, policies, budgets, capabilities, and constraints.

Intriguingly, federal assistance was not first and foremost on the list. Insurance was the primary discussion driver, and not just the National Flood Insurance Program (NFIP). In many developed and developing countries, risk and hazard insurance for both the public and the private sector is a major means of financing recovery. For example, South Africa, Australia and other countries have developed programs around “risk sharing” and “private/public financial partnerships” in which regional communities band together to fund catastrophic disaster insurance programs or large pool insurance programs that are supported and shared with the private sector.

Consider the scenario of a bridge destroyed by a hurricane. When a hurricane damages the public infrastructure of a community, such as a bridge that carries an important road network, more than just the bridge is at stake. Commerce may be adversely affected if people lose mobility to their jobs and to the store to get supplies, local governments can see a drop in revenue from taxes – and the economic ripples grow as private sector entities have their supply chains and workforces disrupted. Both public and private interests are affected.

Viewed through that lens, there are several current federal mecha-

nisms to support the rebuilding: FEMA for disaster reconstruction support as well as highway trust fund money from DOT. But state and local funds are used as well, and in some communities, civic groups and business zones are stepping up to assist. What if these communities had greater insurance in place, or had developed a public/private partnership fund to assist? Such funds could provide the non-federal match requirement for federal support, and could even replace the need for federal support for many events short of catastrophic disasters.

As communities think about restoring a lifeline bridge, they need to consider not only how to rebuild it better to withstand the next hurricane, but also how to do it in such a way as to enhance community growth, preparedness for the next event, and promote community development or public safety. In turn, funding that expands the potential use beyond FEMA support could include other insurance programs as well as state and local resources, making the project more feasible while also creating lasting resilience implications – and reducing future insurance premiums or the reserves in a regional-based relief fund.

Addressing Risk Management Through a Risk Pool

Another option is a risk pool, which is a form of risk management mostly practiced by insurance companies. Under this system, insurance companies come together to form a pool that can protect insurance companies against catastrophic risks, such as floods and earthquakes. The term also is used to describe the pooling of similar risks for multiple communities that

[continued on page 18](#)

On Your MARC, Get Set, Go!

By Jaison Scott, MBA, DSPMA, CVM, and Jody W. Carter, MS, CEM, NREMT-P,
Disaster Managers, American Red Cross of Arkansas

In the aftermath of a disaster of any significance, many organizations rush to offer assistance to the persons and families impacted. Some of these are recognized national disaster relief programs, while others are local or spontaneous efforts. While coordinating these various agencies can seem like a herculean effort, establishing a Multi-Agency Resource Center (MARC) might be the answer.

What Is a MARC?

A MARC is a single location where public and private agencies meet with affected residents to provide emergency disaster assistance. The agencies represented will be community-specific, vetted prior to opening, and held accountable for personnel actions. Residents can receive community information; visit with healthcare, mental health and spiritual care providers; locate temporary housing; identify long-term recovery needs; connect with family or neighbors; and receive assistance from participating groups and agencies. Additionally, the assistance provided through the MARC jumpstarts the recovery process by stimulating the local economy, allowing affected residents to spend money in the affected community.

Establishing the MARC

The steps to establish a MARC happen simultaneously and include securing a location and identifying the agencies that will participate. A lead agency should be identified, based on the community's needs. That lead agency should be prepared to assume full financial and

logistical responsibility as well as liability for the facility, based on the agreement with the facility owner. This could include the costs of expendable supplies, snacks, utility bills, cleaning services, or facility rent. While searching for a facility, consider accessibility, room for agencies, human traffic flow inside the facility, vehicle traffic flow outside the facility, parking for residents and staff, proximity to public transportation, and other locale-specific concerns. Before taking occupancy, the lead agency will conduct an opening inventory and inspection with the facility owner to document any preexisting damages.

The lead agency should share the purpose of operation, obtain community buy-in, and establish ground rules for community partner participation in the MARC. It is imperative to anticipate the needs of the community in regard to the times and days of operation; Fridays and Saturdays are usually extremely busy. Daytime and evening operations should strongly be considered to accommodate residents' work and school schedules. As part of the public affairs messaging, affected residents should know what documentation may be required to receive assistance.

Operating the MARC

Once the location has been secured, convening the participating agencies regarding the logistics for the MARC is necessary. Discussing the needs of participating agencies, including signage, rules, public information strategies, facility operational hours, agency spacing needs, internal and external facility

traffic flow, how solicited and unsolicited in-kind donations will be handled, facility upkeep, and how the verification of eligibility will occur are all important aspects of operating the MARC. While waiting, MARC visitors might appreciate access to complimentary or public Wi-Fi, or charging stations for their various electronic devices, especially if the community's infrastructure cannot provide these services.

The ultimate priority for the MARC is that agencies maintain confidentiality, dignity and respect for affected residents and each other at all times. If affected residents do not feel that the MARC is a safe environment, they will not use it. It is as simple as that.

One function within the MARC is verifying the eligibility of the affected residents. If the damage has not been previously assessed and confirmed, disaster assessment teams are dispatched to the address, and the damage confirmation is called back to the MARC. Once confirmed, victims receive a routing slip and proceed through the MARC. Eligible residents then visit with the agencies, have their routing slip signed, and head to the next agency. Once the residents have visited with the agencies, the routing slip is left with the staff at the registration desk, and this information is maintained for long-term recovery needs. While the MARC is operational, continually assessing and preparing closing plans is necessary.

Closing the MARC

While ensuring that the MARC is operational in an expedient manner to meet the disaster-caused needs

[continued on page 18](#)

On Your MARC, Get Set, Go!

[continued from page 17](#)

of the community is imperative, an orderly drawdown that respects the time and assets of the MARC agencies (who often use volunteer staff) is just as essential. Once a consistent drop in volume is noted, or community assessments identify that unmet needs are declining, a closing date can be projected. The closing date and time should be announced at least 24 hours in advance, pushed to media partners, and posted prominently around the MARC facility itself. The lead agency should conduct a closing inspection with the facility owner and reconcile any expenses, repairs or replenishments.

Proof of Concept

According to American Red Cross Senior Vice President of Disaster

Cycle Services Richard Reed, “We’ve seen the value that MARCs bring to our clients. By convening community partners together in one place, we make it easier for clients to access resources” (R. Reed, Personal Communications, Aug. 22, 2014).

Several large-scale successful examples of MARCs have occurred in multiple disaster event types in Oklahoma, Washington, Texas, Illinois, Michigan, Arkansas, and many more. Currently, there is an ongoing collaborative effort between Voluntary Organizations Active in Disaster (VOAD) members to establish a standardized national process for the implementation of MARCs. By keeping relief agencies centralized in one location away from the immediate impact area, roadway congestion can be somewhat mitigated, ad hoc efforts can be minimized, documentation is easier to track and maintain, and

recovery time may be shortened. We’ve seen the value that MARCs bring to our clients. By convening community partners in one place, we make it easier for clients to access resources.

Conclusion

Because of the large number of agencies that are able to provide emergency assistance after a disaster, convening them into one location will save time, money and frustration for affected families. The MARCs will serve as a one-stop shop for coordinated relief efforts, while also reducing duplication of benefits. These occurrences, in turn, lead to a faster response and recovery for all who are involved. ▲

Long-term Recovery

[continued from page 16](#)

can provide another level of recovery support.

There are four main types of risk pooling mechanisms:

- National insurance systems (like the NFIP), where funding comes from premiums and federal tax revenues, and insurance coverage is made available to the entire population for a fixed set of services (benefits package).

- Social insurance systems, which are funded from mandatory earmarked payroll contributions from individuals and employers. Coverage is provided to contributors, usually in a phased manner. Services can be provided based on a defined benefits package that could include certain services. Additional subsidies may come from external assistance or earmarked taxes.

- Mutual or community-based insurance schemes, which are generally non-profit prepayment plans for services that are managed at the community level. Funding comes from pre-payment into a pooled fund, supplemented by government or donor resources. Coverage is provided to community members, and services are provided by NGOs or public agencies. Benefits are based on community preferences, and they may include preventative services.

- Private insurance, where funding of insurance premiums comes from individuals who purchase coverage (out-of-pocket) on a voluntary basis. Coverage is limited to contributors, and benefits are pre-defined.

Conclusion

Recent disasters such as Superstorm Sandy have utilized

CBDG funds to a greater extent than ever before. Discussions in Congress on the future of the NFIP have given rise once again to the notion of larger risk pooled insurance programs. Private/public partnership discussions have gone beyond the “Let’s plan together and get to know each other” stage to substantive discussion about joint public/private financing programs to develop recovery and resilience. That is the dialogue in which state and local emergency managers must engage to help inform the debate and the possible programs that may result. As emergency managers, we are first and foremost resource allocators for priority needs. We need to hone those skills in this new alternative financial environment as well. ▲

Emergency Managers as a Vital Bridge Between Police and Fire

By John Flynn, Deputy Chief, Yonkers Fire Department, New York

Optimum cooperation and coordination between police and fire departments is paramount to the communities that these agencies serve. Written policies and procedures that are crafted jointly by local police and fire agencies are necessary for a wide variety of scenarios. Whether or not particular joint policies or procedures are developed, as well as how comprehensive and extensive they (and any related training) will be, is generally resolved at the local level on a case-by-case basis, and that is entirely appropriate.

Emergency managers in many communities are uniquely positioned to encourage and to support an ongoing dialogue between and among the leaders of their police and fire departments in regard to what types of policies should be developed for the jurisdictions in which they share responsibility for protection of the public, as well as for the safety of the members of their respective departments.

IAEM Should Initiate and Facilitate Dialogue

It is suggested by this author that IAEM should seek to initiate and facilitate a cooperative and collaborative dialogue between local police and fire departments in those communities where this conversation is not ongoing as regularly and robustly as is ideal. One reason why it may now be an opportune time for emergency managers to proactively involve themselves in advancing such a dialogue is a recent tragedy that occurred in New York City.

In the last year or so, there has been a national conversation (now only in its incipient stages) that has

come about as the result of this tragic event, which took place in Coney Island, New York. On Sunday, Apr. 6, 2014, two New York City police officers were overcome by smoke on the 13th floor of a Coney Island building, after taking the elevator to that floor to investigate a report of a fire prior to the arrival of the fire department. Officer Dennis Guerra, 38, later died, and Officer Rosa Rodriguez suffered critical injuries and will likely not return to work.

This incident prompted a fresh look at procedures for NYPD response to reports of smoke or fire. Police Commissioner Bratton was quoted as stating, "We have determined that the department does not have and has not had any policy specific to this issue of going into buildings and utilization of elevators." (Tata, S., 2014) Bratton elaborated that this is a "...policy deficiency. It is not unique to New York City; it is a consistency evidently in the profession." (Toor, M., 2005) The NYPD Commissioner is certainly correct in his observation that the majority of U.S. police departments lack clear and comprehensive guidelines in regard to structural fire response.

Lack of Adequate Procedures

As a direct result of this event, procedures regarding appropriate police department response to structural fires have been hastily adopted in New York City, and elsewhere. However, the majority of communities throughout the United States are apparently still lacking such guidelines for the various law enforcement entities that serve them. These policies or guidelines

should be designed as appropriate and relevant to the particular type of community (urban vs. suburban vs. rural), capabilities (of the particular police and fire departments in regard to typical response times, training, personnel and protective equipment), as well as specific hazards and risks. Notably, NYPD's policy thus far appears to apply primarily to elevator use in high-rise buildings and is not yet a comprehensive policy or guidelines that would pertain to various types of fire situations with which officers may find themselves confronted, such as vehicle fires, large open area buildings, private dwellings, and the myriad of other types of fire situations that may endanger them. In addition to officer safety while operating at the scene of fires, policies should be promulgated that will assist members of law enforcement in understanding how best to avoid unknowingly impeding the operations of firefighters in this very dynamic, dangerous and fast-paced environment.

Conclusion

Perhaps, with assistance and guidance from IAEM, future model policies or position statements in regard to law enforcement response to fire incidents will be formulated and endorsed jointly by credible groups such as the International Association of Chiefs of Police (IACP) and International Association of Fire Chiefs (IAFC), as has recently been done successfully in regard to the ongoing paradigm shift in joint fire/law enforcement response to active shooter incidents. For additional

[continued on page 21](#)

Navigating the New Normal: Including the Military in your Response Plan

By Michael D. Costa, CEM, Emergency Management Specialist, Division of Strategic National Stockpile/Exercise Team, Office of Public Health Preparedness and Response (OPHPR), Centers for Disease Control and Prevention

In light of tight budgets and continued reductions in federal grant funding for emergency management operations, local emergency managers continue to seek all available assistance for incident response. Many emergency managers and response agencies located close to military installations are aware of the capabilities resident on the installation to provide assistance and have established avenues to obtain these resources.

The challenge of the new normal is for those emergency managers located miles away from an installation who may receive a call during a major incident stating there is a large contingent of Soldiers, Sailors, Marines, or Airmen on their way to assist, whether they were requested or not. This response by military commanders must be considered as local emergency managers navigate the new normal.

Military Authorities for Response

The Department of Defense contains forces and equipment which can be valuable to local, state and tribal governments during disaster response operations. State and local leaders are keenly aware of the capabilities available to them from their National Guard units through the support of the Adjutant General and can provide many historical examples of the exceptional support provided by these "citizen soldiers." In contrast, local

leaders do not always understand the availability of and access to Active Duty and Federal Reserve forces in their community.

The 2012 National Defense Authorization Act, Public Law 112-18, Section 515, included language to amend U.S.C. 10, Section 12304, to allow greater access to military capabilities during disaster response operations. The change hinges on the request process for an emergency or disaster declaration from the Governor to the President contained in the Stafford Act. Upon approval of the request, the Secretary of Defense may order units or personnel in the Army, Navy, Marine Corps or Air Force Reserve to active duty to respond to the Governor's request. The appropriate unit is selected for the mission based on a clearly defined capability coordinated between the state, FEMA, and the Defense Coordinating Officer at the Joint Field Office.

Local emergency managers also can reach out to their local military units when time or the type of incident does not allow for the formal request process. Upon request from local officials, military commanders can use their Immediate Response Authority (IRA) to provide this timely response.

Local Commanders Immediate Response Authority

While access to the Federal Reserves for incident response is fairly new, these forces have been available through the use of IRA for

many years. Department of Defense Directive (DoDD) 3025.18, Defense Support of Civil Authorities (DSCA), provides clear instructions to military commanders and civilian leaders on their ability and limitations to provide assistance under IRA when requested by appropriate civilian authorities to "save lives, prevent human suffering, and mitigate great property damage."¹

Local emergency managers must be aware of these limitations of requesting their local military organizations assistance during incident response and clearly understand the requirement to utilize National Guard assets first, when available. The local emergency manager and military commanders must work together to establish open lines of communication to understand needs, capabilities, and processes for gaining support. This communication must continue at the state and national levels as well, to ensure that military commanders at all levels are aware of their legal authorities and limitations to provide support. Many military commanders view the language in the NDAA 2012 and other DOD Directives to authorize them to respond to incidents without a formal request without realizing the undue burden their response places on the local incident commander or emergency manager.

Conclusion

Hurricane Katrina exposed the problem of self-dispatching and its negative effects on both the

¹ Defense, D. (2010, Dec. 29). DoDD 3025.18. Department of Defense Issuances.

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Emergency Managers as a Bridge Between Police/Fire

[continued from page 19](#)

information in regard to this paradigm shift, refer to the websites of the [IAFC](#) and [IACP](#) as well as the resources listed below. ▲

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Including the Military in your Response Plan

[continued from page 20](#)

response managers and the response agencies. The challenge of managing resources is extreme during large incidents and is only expanded when military commanders dispatch units to assist without being requested. Following Hurricane Katrina, former Assistant Secretary of Defense for Homeland Defense Paul McHale indicated the DoD was considering ways for the military to become more engaged in response to catastrophic events but its role was not fully defined.² Many believe the future of emergency response must include the military, and this expanded role is expected by taxpayers and disaster survivors. Emergency managers must prepare now for this new normal. ▲

² Farrell Jr, L. P. (2005, December). Military Not the Only Solution To Gaps in Disaster Response. National Defense, p. 6.

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The Effect of the New Normal on Disaster Cost Recovery

By Mike Martinet, MS, CEM

This past summer, a U.S. Senate Sub-committee held hearings on how to make FEMA more effective for disaster operations. It was all about the *New Normal* for emergency management and its effect on disaster cost recovery. John Roth, the Department of Homeland Security's Inspector General, testified that FEMA has more than 100,000 applicants (read local government, tribal nations and private nonprofits) with more than \$50 billion dollars in funding allocated for disaster recovery.

For the past several years, there have been an average of 65 major disaster declarations per year. The Congress is watching the bleeding of the Federal Treasury, and something will have to give. The *New Normal* for disasters, according to researchers, the insurance industry and demographers, will be more disasters, more extreme disasters – and consequently, more expensive disasters.

FEMA Raises Small Project Limit

This past January, FEMA raised the limit on small projects from just under \$70,000 to \$120,000 to recognize that the small project threshold no longer meets the needs of applicants. In short, the cost of disasters had substantially out-run FEMA's definition of a small project. The Sandy Recovery Improvement Act, passed in January 2013, has as its very first goal "reducing the costs to the Federal Government of providing such assistance."¹

Inspector General Roth further testified that there were 40 disasters still open 10 years after they were first declared. These long-running disasters place further substantial administrative costs on applicants, the states, and FEMA itself.

Roth also testified that 23% of all audited funds are mis-spent by applicants in some way. This points to coming changes in how the Inspector General will conduct audits in the future, to reduce the losses to the Federal government.

While some members of Congress are talking about flexibility and possibly lowering the economic threshold for disaster declarations, still others are talking about substantially raising the minimum threshold for making disaster declarations, citing the current threshold of approximately \$1.40 per capita as artificially low, relative to where the limits would be if tied to per capita income.

So, these are big numbers and broad concepts. Where does that leave us at the local government level? What should we be doing to be better prepared for whatever changes do come down the Congressional pipeline?

Practical Steps to Be Better Prepared for Disaster Cost Recovery

There are some practical steps that local governments, tribal nations and private non-profits can take to be better prepared for disaster cost recovery, regardless of

whatever changes are written into the Stafford Act and implementing regulations.

- **Pay close attention to your agency's purchasing policy and procedures.** Except for a very narrow 70-hour window immediately following the onset of a disaster, disaster grant recipients must comply with their own purchasing regulations *and* Federal purchasing regulations, notably Title 44 of the Code of Federal Regulations, §13.36. Over 40% of DHS audits have findings related to failures to comply with Federal procurement regulations. The Inspector General knows this and is focusing more attention on purchasing violations.

- **The lack of proper documentation is the second most common audit finding, involving one out of every three audits.** Agencies simply don't know how to gather, organize, and manage the documents and information that are so critical to getting and keeping public assistance. In fact, in the testimony presented last summer, Inspector General Roth stated that DHS will be making "capacity audits." "These audits will assess whether communities and other applicants have established policies, procedures, and business practices to properly administer the grant funds."²

Put together a disaster cost recovery plan. Even if it's a few pages, it will be better than no plan at all. Create a vision of who will generate the documentation, how it will be collected, how it will be filed, and who will need access to it at the different stages of recovery.

This said, a disaster cost recovery plan should be a full and extensive

[continued on page 23](#)

¹ HR219 EH, Sandy Recovery Improvement Act of 2013, §428(c)(1).

² Statement of John Roth, Inspector General, Department of Homeland Security, before the Subcommittee on Emergency Management, Intergovernmental Relations, and the District of Columbia Committee on Homeland Security and Governmental Affairs, U.S. Senate, "Concerning the Path to Efficiency: Making FEMA More Effective for Streamlined Disaster Operations," July 24, 2014.

Effect of New Normal on Disaster Cost Recovery

[continued from page 22](#)

document. The response phase of a disaster will last a week or two at most, while the disaster cost recovery may last a decade or more. The disaster response phase has relatively few laws and regulations, while the public assistance program has thousand of pages of regulations that must be met. Which plan needs to be more comprehensive, response or cost recovery?

The surprise is that often much of the cost recovery work is not done by first responders and emergency managers. Rather it's done by administrative and finance staff who have little or no experience with the process until they are face-to-face with FEMA and your state office of emergency management. These inexperienced but critical people include your purchasing and risk management staff.

- **Get your agency's risk manager involved in pre-planning for disaster cost recovery.** Almost one out of four DHS audits have a finding that involves insurance issues. Most risk management personnel, unless they have had prior experience with FEMA, are completely unaware of how involved they will be and how convoluted the regulations can be. Audit findings on insurance issues can easily be in the millions of dollars.

- **Join in and participate with the IAEM-USA Disaster Cost Recovery Ad Hoc Committee to learn**

more about the disaster cost recovery process.

Members of this committee are willing to share their expertise with those just starting out on this pathway into the *New Normal*.

- **Learn what's important to your agency's finance director or controller.** They see the world differently than public safety officials and can be a powerful ally in supporting your initiatives for disaster cost recovery. I find that once the finance director of an agency realizes the importance of being prepared to manage the cost recovery process, they may be willing to support you – the emergency manager – in ways you might never imagine, when your initiatives coincide with their deep concerns for the financial well-being of the agency.

Conclusion

It's time for emergency managers to recognize that in the *New Normal*, comprehensive emergency management goes far beyond the preparedness and response phases. We need to prioritize our most critical needs. A new "social media" program may sound really sexy and be very contemporary, but it won't get us one dollar in reimbursement when the Feds hit town with a box full of public assistance regulations.

The pain and anguish of a poorly managed recovery will be far more excruciating than a couple of weeks of disaster response. In the *New Normal*, our jobs will be far more complex than we ever imagined in the "good old days." ▲

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Disaster Volunteers – Spontaneous or Not – Are the New Normal

By Eraina Perrin, AmeriCorps Team Lead and Disaster Volunteer, IAEM Student Member

Volunteering and service have always been in my blood – my mother helps in soup kitchens and makes crafts for the less fortunate, and my career-military father was the guy who stopped to help motorists stranded on the side of the road. My first official volunteer gig was with the Girl Scouts of America (top cookie seller, thank you), and while I have volunteered for different causes over the years, I have found post-disaster relief to be the most rewarding. Thankfully, I am not alone. When disasters display the worst in Mother Nature, the best in humanity shines through in the faces of ordinary people who come to help others in their darkest hours.

Playing a Significant Role

Disaster volunteers (spontaneous or not) *are* the new normal. Whether the organization is faith-based, non-governmental, or non-profit, volunteer groups have demonstrated their significant role in emergency management. We saw evidence of this after Hurricanes Katrina and Sandy, the mudslide in Oso, and the Boston Marathon bombing.

Volunteers have been used to staff emergency operations centers and shelters, manage and distribute donations, conduct damage assessments, assist in search-and-rescue operations, tarp damaged roofs, remove trees and limbs, and don protective gear to do muck-outs. For those affected by a disaster, volunteers provide services that can mitigate losses and help families get back on their feet. For government entities, volunteers supply added manpower, while volunteer hours

can contribute to a municipality's matching funds when applying for aid.

It is easy to understand why some officials are hesitant to engage volunteers – negative past experiences, security concerns, time constraints, etc. However, many small communities cannot afford an emergency manager, let alone an emergency management staff to handle a disaster. Volunteers can be a tremendous asset to fill this void, if managed well.

Before a disaster, volunteers can be recruited and trained in various roles and kept in an on-call status should an emergency arise. FEMA's Community Emergency Response Teams teach individuals how to prepare and protect themselves as well as how to help others.

Individuals also can be recruited based on a specific skill set or need, such as medical training or technical chain saw experience. Once enlisted, it is important to hold regular training and exercises, involving both volunteers and full-time responders, to keep skills fresh and keep volunteers engaged (and more likely to help in the future) and with the added benefit of keeping training costs down.

This does not mean that every municipality must have its own volunteer program. Pre-disaster partnerships with external volunteer organizations, such as Team Rubicon, United Way and Menno-nite Disaster Services, allow officials to learn about the different services these groups can provide, the culture of each organization, their vetting and training processes, and how they mobilize during an event. Building relationships with these

groups establishes a rapport and mutual trust between officials, volunteers and volunteer organizations. Hosting a volunteer fair, for example, is one way for the public to learn about volunteer opportunities with different organizations and to affiliate and train with them prior to a disaster.

Technology and social media have the ability to provide real-time images of an incident. Recent events have shown that people will spontaneously respond to a disaster – whether we are prepared for them or not. Officials are quickly realizing the need for an organized method to managing volunteers, and both the government and nonprofit communities have developed a variety of resources, including webinars on effectively using volunteers and volunteer reception center toolkits.

“Volunteer” Does Not Mean “Amateur”

“Volunteer” does not mean “inexperienced” or “amateur,” and volunteers should never be treated as such. Many disaster volunteers are prior military, fire/police/EMS, or emergency management staff. Even if someone is new to disaster work, they may bring a vital skill set.

I teach my AmeriCorps Team that we never know who we might meet or what we might learn from them. Volunteers also should be valued. Let them know what they are doing right, guard their safety, be aware that they could be susceptible to overexertion or critical incident stress, and express gratitude for their service. Many ask for

[continued on page 26](#)

The New Normal: Collaborative Initiatives Underway in Monterey County, California

By Dick J. Bower, MS, CEM, FM, CBO, Emergency Manager, California State University, Monterey Bay, and Director, Monterey Peninsula Regional Emergency Operations Center

Like a phoenix rising from the ashes, in the aftermath of the most recent great recession, the idea of a “new normal” state in emergency management has arisen. This is a state marked by reduced funding, increased competition for limited staff and other resources, and the need to manage community expectations related to emergency response and recovery operations.

However, given the history of emergency services in the United States, with their traditionally high reliance on community involvement and volunteer resources, perhaps the “new normal” is more a return to older practices than a creation of new ones.

Cross-Sector Collaboration

“Adversity makes strange bedfellows” goes an oft-quoted 17th century saying. Adverse economic conditions and their effects on communities around the country have certainly brought together diverse groups. Terms such as collaboration, multi-agency coordination, whole community, and community risk reduction all speak to the increase in cooperative efforts that bring together government agencies, the private sector, NGOs, higher education, and other organizations in an effort to improve community capacity and resilience. Such cross-sector collaboration, which will be described here, has resulted in significant gains in capacity and resilience on California’s Monterey Peninsula.

In early 2012, California State University Monterey Bay (CSUMB)

made a major investment in emergency preparedness with the hiring of a professional emergency manager and the creation of an emergency management division under its public safety department. An initial success of the restructuring resulted in the university creating a “hot” Emergency Operations Center (EOC) on the campus.

Creation of the Monterey Peninsula Regional EOC

A significant step forward itself, the EOC became an entry point for regional collaboration when the university, recognizing a need in its surrounding cities of Seaside and Monterey – which had previously operated “EOC in a box” type operations – entered into memoranda of agreement to establish the facility as the Monterey Peninsula Regional EOC (REOC). Shortly thereafter, the REOC was recognized by the Monterey County Operational Area as a regional resource capable of supporting county- and state-wide operations.

With the establishment of the REOC, the partners soon focused attention on the human resources needed to fully operate the facility. While the university had created an incident management team consisting of some 27 staff members, the staffing level did not allow for three-deep coverage in EOC positions. In response, the university again partnered with the cities to present NIMS ICS (to the 400 level), along with position-specific and other NIMS-related training, to city and university staff as well as a number of affiliated staff from other first

responding agencies around the county. As a result, the REOC depth chart now boasts 49 trained and exercised members, sufficient to support sustained operations for quite some time.

Expanded Training and Exercise Opportunities

The scope and success of this regional effort has continued to grow in unique and exciting ways. Building on the success of the NIMS training effort, the REOC partners now collaborate on annual training, testing and exercises, as well as resource acquisitions and public education and information programs. Private and NGO partners also have become engaged in the training scheme, with training being offered regionally from Pacific Gas and Electric, Marina Coast Water District, the American Red Cross, California Specialized Training Institute, and others.

Additional Collaborations

As this regional approach has matured, additional collaborations have occurred, including development of an emergency resource cache and staging area with a wide variety of response and recovery assets forward-deployed to a peninsula with a history of isolation in flood and earthquake incidents. The university, Monterey County’s Health Department and Office of Emergency Services, the State Department of Health, the Red Cross, Peninsula Regional Special Response Unit (SWAT), and CERT teams from CSUMB and Monterey

[continued on page 26](#)

Disaster Volunteers Are the New Normal

[continued from page 24](#)

nothing more than a free meal, a t-shirt, and a place to lay their sleeping bag. For this, they give of their time, which often involved being away from their families and living in less-than-desirable conditions. Call them back to participate in a memorial service, send certificates of appreciation, or simply shake hands and say “thank you.”

Why Volunteer?

Strangely, some of us volunteer for the thrill of knowing we have helped someone in need. We see the emotion in the faces of the people we serve, we embrace the friendships forged in service, and we live with a certain appreciation for how precious life is because it can so quickly be taken away.

When my role in a disaster operation is over, I am thankful to return home to my family. I used to worry that they would resent me or think that I chose helping a complete stranger over spending time with them.

Then my eight-year-old son asked me if he could help, too. Now he volunteers by donating some of his birthday money to the food bank and by spending one afternoon a week assembling backpacks for his school’s weekend lunch program. I guess it’s in his blood, too. ▲

Collaborative Initiatives

[continued from page 25](#)

County now share the university-hosted facility that contains re-sources ranging from shelter and mass-casualty incident supplies to light armored vehicles and search-and-rescue equipment.

Regional Resiliency Summit

Significant regional cooperative efforts continue to spring from the REOC partnership. In January 2014, the REOC partners, joined by representatives from Monterey Peninsula based private, public, NGOs and faith-based organizations, hosted the Monterey Peninsula Region Disaster Resiliency Summit at CSUMB. During the event, more than 100 people representing the whole peninsula community spent a full day defining resilience, identifying gaps, and considering approaches to fill them.

Remarkably, within weeks of the summit, REOC partners began working with community groups on sophisticated new response and recovery programs that promise to further build capacity and resilience in the region. Based on the success of the Peninsula event, a follow-up summit involving invitees from all around Monterey County was held in May with similar results.

The REOC partnership continues to work toward building capacity and resilience. University students have become engaged in internships and “capstone” projects within the

partner agencies, including GIS and database development, standards of cover studies, evacuation route mapping, pre-incident planning, and more. Technical specialists in a variety of subject areas have stepped forward to help develop programs and resources, such as a mobile command and communications vehicle, an un-manned aerial vehicle program, EOC call center development, and enhanced wireless technology capabilities. Finally, efforts to engage community members and organizations in resilience building and emergency preparation initiatives have broadened and reached new levels of sophistication and involvement.

Conclusion

Clearly, the economic challenges of the past decade have resulted in changes in communities’ approach to emergency management. A “new normal” state is emerging that relies more on broad cross-sector, whole-community involvement and less on the concept that government can and will restore the community to pre-disaster conditions quickly and efficiently. In this “new normal” state, we see a resurgence in volunteerism and community participation reminiscent of our past reliance on community spirit, neighborliness, and civic pride for emergency resources and response/recovery support. Perhaps the “new normal” is more of a melding of the community values of the past with the technology and world view of the new millennium. ▲

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Preparing for Ebola: Some Basic Facts About Facing a Current Infectious Disease Threat

By Cathy Carter Dempsey

Ebola is in America, the CDC confirmed on Sept. 30, with a Texas patient testing positive for Ebola identified as the first case diagnosed in the United States. Two healthcare/aid workers were recently treated with experimental drug ZMAPP and released from isolation at Emory University Hospital in Atlanta. Laboratory contamination cases have occurred in Russia and England, and a leading Ebola doctor died recently of this infectious disease. Medically trained personnel are human and make mistakes, and may underestimate Ebola's ability to spread. It is time to think about how to survive the Ebola virus.

Preparedness Is the Key to Coping with any Threat

America is now in Level 4 BSL – the highest of the four Bio-safety Levels (BSLs), with each level having specific controls for containment of biological agents and microbes which are determined by the severity of the disease, transmissibility, nature of work conducted, origin, and routes of exposure. Emergency managers should avoid shocking people to prevent wide-spread panic, but we must find ways to prepare in order to survive. Preparations and future response could include quarantines, care facilities, transportation issues, and martial law.

What Emergency Managers Need to Know

An outbreak is not declared over until no new cases of Ebola are documented for six weeks (two incubation periods of 21 days). Social distancing – the distance

between individuals/reduction of personal interactions to help prevent the risk of disease transmission – will play an important role to avoid exposure and help mitigate this potential disaster.

Five identified subspecies of the Ebola virus are known to exist, with four causing disease in humans. The fifth, the Reston virus, causes disease in non-human primates (monkeys) but not in humans.

Ebola is a zoonotic (animal-borne) disease, with bats being the most likely reservoir host. Ebola hemorrhagic fever (Ebola HF) is often fatal in humans and spread by contact with the bodily fluids of an infected patient or dead body.

Professor David Sanders, of Purdue University's Ebola research team, has stated, "Ebola could mutate and become airborne. Recent outbreaks have suggested it can evolve on its own, and Ebola sub-types have shown the ability to be spread through airborne particles under research conditions; one strand, Ebola-Reston, may have been transmitted from monkey to monkey through the air in a Virginia science lab. So far there have been no similar transmissions involving humans." Canadian researchers also saw airborne Ebola virus contamination from primate to pig in 2012.

Symptoms of Ebola Resemble Those of Other Diseases

Ebola is difficult to diagnosis in the early stages because symptoms may be like those of other disease processes. People are not infectious before their symptoms appear. Ebola symptoms may include fever, severe headache, muscle and joint aches, vomiting, diarrhea, stomach

pain, loss of appetite, and weakness, with some patients experiencing a rash, red eyes, hiccups, chest pain, difficulty breathing, sore throat, cough, difficulty swallowing, and bleeding inside and outside the body. Symptoms appear from about 2-21 days after exposure, although 8-10 days is more common.

If Ebola is suspected, isolate the patient and notify public health officials, or call 911 before going to an emergency room. People with weak immune systems are more likely to die, since survival for about 30% of infected patients is dependent at this time upon survivors developing significant immune response on their own.

Supportive treatment for Ebola, while in a controlled, isolated environment following strict infection control procedures and wearing personal protective equipment (PPE), consists of balancing the patient's electrolytes and fluids, monitoring blood pressure and oxygen status, and treating for other complications like secondary infections.

International Travel Preparedness

Canada's admirable Ebola preparations include airports, airlines, border agents, medical personnel and hospitals, with those involved in a potential quarantine effort, which is likely credited to the SARS Commission's recommendations following the 2003 outbreak of a severe acute respiratory syndrome. Airport screening includes two questions: "Where did you go?" and "What are you feeling right

[continued on page 29](#)

Higher Education Internship Programs: A Valuable Resource to Emergency Management Offices

By Alan Harris, Emergency Manager, Sanford, Florida

Over the last decade, emergency management offices have experienced reductions in staffing, limited grants, and decreasing budgets. These challenges have not had any effect on the requirements of the offices to plan, prepare, prevent, respond, recover and mitigate disasters.

Emergency managers are continually faced with critical obstacles that must be overcome, such as conflicting or constricting focus on grants, funding for local emergency management programs, and man-made vs. traditional natural and technological hazard programs. While threats to the homeland continue to increase and natural disasters remain the most costly events across the United States, there has been little change in funding to local emergency management programs.

Stay Flexible Through Use of Volunteers and Interns

Regardless of these challenges, the emergency management program must remain a dynamic and flexible entity. Community engagement is the key to the success of these local emergency management programs. Higher education internship programs are one of the solutions to these difficult challenges. Volunteer and paid interns can be used in multiple areas of an emergency management office. The most important thing to remember is that higher education interns do not have to come from criminal justice, public administration, or emergency management colleges or departments at a university to be a valuable part of your team.

Promoting Preparedness in Public Schools

Public education has slowly moved to the forefront of the local emergency management office. Through school events and public education activities, emergency managers are becoming more noticed in their communities. Students of education can help to provide insight into how to better communicate with youth and children.

Education majors also can help to design programs specific to age groups normally not served by a small emergency management staff. The future teachers not only develop a curriculum, but also get college credit, build their resume, and test an educational program as they deliver the newly designed preparedness course to schools and faith-based organizations throughout your community.

Promoting Public Health Preparedness

An office of emergency management regularly conducts preparedness programs, emergency management planning workshops, and community programs for vulnerable and special needs populations. Sociology or medical interns can strengthen communication with special need clients and caregivers. These students can develop special needs sign-up events, speak to home healthcare agencies, and work with medical providers. Professors in these areas have a vested interest in making certain their student programs are well received in the medical community. During times of disaster, these

students can help with special needs sheltering services, registration, and medical assistance and liaison services.

Keeping Up with Technology

Technology is ever changing. Local emergency management offices struggle to keep up with social media, website development, mobile phone apps, and reverse calling systems. IT students are the best fit to meet this challenge.

These students can develop mobile phone applications or enhance the programming of current applications. The students can successfully develop preparedness websites or make the current website smartphone-friendly. Projects such as developing portals for special needs registration and enhancing local emergency management's social media presence are valuable to most local programs.

Developing Mitigation Strategies and Plans

Local mitigation strategies, community wildfire protection plans, and floodplain management planning is a long and exhausting process for a local emergency management team. These plans often include numerous hours to review historical data, research trends, changes in demographics, and assessments of the most dangerous hazards. The development of these plans can best be supported by urban planning students. These students are best suited to research methods and specific planning issues. They can develop community profiles, work

[continued on page 29](#)

Internship Programs

[continued from page 28](#)

with mapping technology, and strengthen the mitigation planning process.

Want a Better Public Information Presence?

Is your local emergency management office getting recognized in the media for its work? Are videos being developed to better educate children, parents, churches and businesses on disaster preparedness? Communications and journalism students can help in this area. These students have the technical skills to develop media releases on special events or programs sponsored by the local emergency management office.

Many of these students can help to build and direct public service announcements to be played on local government channels and public television stations in the area. They can market your new preparedness programs and support your agency during times of disaster.

In reality, higher education interns can assist with anything. Finding the right student for your department may be a challenge, but a good quality student with knowledge in a specific field is invaluable.

Recruiting and Retaining Good Interns

There are many thoughts on how to find a good quality intern, but the simplest solution is often missed. Ask. Even students with busy lives enjoy volunteering for a good cause and building their resume.

The most important part of retention of higher education interns is a clear mission and project. These students like to know what they are assisting with and precisely

how the department and community will benefit from their work. Before recruiting, it is important to have a simple, yet detailed, description of the job expectation and commitment. The most important item to include is a job description explaining what the student will receive from spending hours in the local emergency management office. A list of available projects and a historical project list may help the student understand what types of assistance are needed.

Persons interested in student internships should be interviewed to high standards. The traits you look for in your employees should be the same ones you look for in these students. Starting with the interview, the student should learn what it is like to attempt to obtain a position, receive the position, be given responsibilities, and be evaluated.

Higher education interns are becoming a vital component of the local emergency management office in the new normal. They can provide an invaluable resource and add new, innovative ideas to an EM program. Students should be treated like employees. They should be provided with training and professional development opportunities. Employees and staff in your program should understand how to work with these individuals as they become part of the EM team.

Most interns are eager to learn new skills. Continually coach the student with regular measures of performance and support their skill development. If students have a specific area of interest, encourage them to showcase their talents in that area. Certificates, award luncheons, letters of appreciation, parties, stories in the department's newsletter, birthday and thank-you cards, and notice at city/county

commission meetings are all ways of letting these students know how much the program appreciates their assistance. This will help to retain good quality students serving in the organization through internships.

Summary

There are numerous success stories about good internship programs. Learn to seek interns beyond students of emergency management. And don't neglect making internships an important part of your agency in the new normal. In an age of shrinking budgets and greater responsibilities, an emergency management agency should put an emphasis on recruiting and retaining interns. ▲

Ebola Preparedness

[continued from page 27](#)

now?" Reporters of international travel who reveal flu-like symptoms are being quarantined.

Education, including lessons learned, about Ebola is necessary in order to make effective preparations for prevention and treatment. Please read the links at the Centers for Disease Control website at www.cdc.gov/vhf/ebola, or call 1-800-CDC-INFO (1-800-232-4636) or TTY for hearing impaired/deaf at 1-888-232-6348.

Ebola is not under control at this time. It is spreading and causing greater numbers of deaths that are exponentially growing at a rate that may involve an unknown variable at this time as to whether or not it will become airborne. At this stage, Ebola is infectious, but if it becomes an airborne virus, it will likely be highly contagious. Now is the time to educate and prepare in order to survive Ebola. ▲

Moving Towards Accessible Wireless Emergency Alerts: Sending and Receiving

By DeeDee Bennett, Center for Advanced Communications Policy, Georgia Institute of Technology

In the United States, cell phones play an important role in the rapid dissemination of public alerts and warnings. In 2012, FEMA began the nationwide rollout of the Wireless Emergency Alerts (WEA) platform as part of the Integrated Public Alert and Warning System (IPAWS). WEAs enable emergency response personnel to send messages to wireless subscribers within range (at the county level) of an active incident. WEA messages do not require a subscription for receipt and are available for use by authorized IPAWS alerting authorities.

Funded by FEMA IPAWS¹, Georgia Institute of Technology’s Center for Advanced Communications Policy (CACP) researchers have studied the accessibility of WEA messages for people with disabilities and other language barriers. Two surveys, one on sending and another on receiving WEAs, offer insights on how to best expand the technology’s reach.

Sending Alerts: Survey of Authorities

A survey was sent to authorized IPAWS alerting authorities to gather information on best practices for crafting accessible WEA messages. Respondents from state (13%), county (68%), and city (17%) alerting authorities across FEMA regions included rural, suburban, urban, coastal, and territorial locations.

According to the survey, nearly 75% of alerting authorities felt they were prepared to send WEAs after

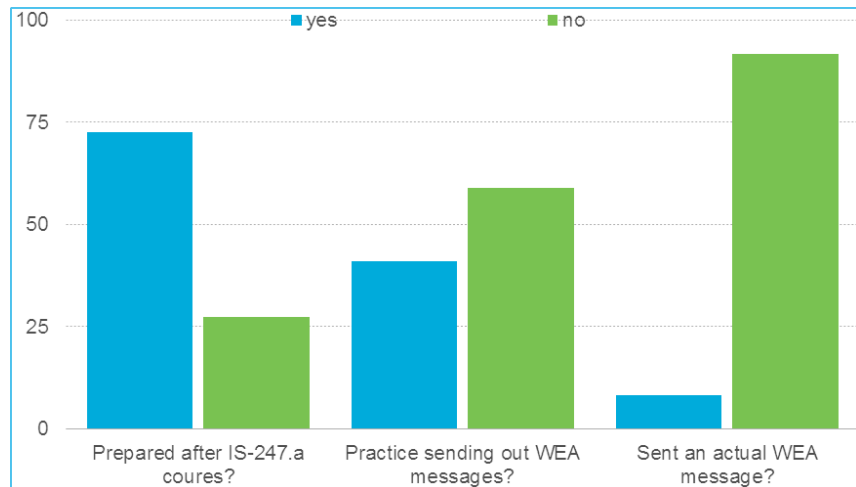


Figure 1. Survey responses from alert authorities on IPAWS system use.

taking course IS-247.A, Integrated Public Alert and Warning System. However, less than 10% have actually sent a WEA message. This gap may be attributed to the inability to internally test the system prior to use, issues with county-level targeting, need for in-house training, and/or improved standardization of protocols for best use of WEA. (See Figure 1.)

When asked if WEA messages are sent in multiple languages, only 7% of those alerting authorities having sent WEAs indicated they sent messages in another language (Spanish). Similarly, only 9% of respondents indicated that they provided accessible information to the public. The most common accessible format was to post information in large text.

Receiving Alerts: Public Survey

The survey of the public was designed to determine the level of

awareness and understanding of WEAs. Over 1,800 people responded to the survey, and nearly 17% of them self-identified as having a disability, 24% of which also were caregivers to someone with a disability.

Despite the national reach of WEA, many people were unaware of the technology. A total of 36% of respondents with disabilities indicated they had no prior knowledge of WEA compared to 24% of the general population. The two groups of respondents had nearly identical responses when asked if they felt the alert was applicable to them, and if they took protective action following a WEA message. Findings indicate a need for improved education on WEA messages, although a majority of respondents felt WEA was an improvement over traditional forms of alerting.

Summary of Findings

The two surveys revealed some concerns of alerting authorities as well as the public at large.

[continued on page 31](#)

¹ This research was supported by the Integrated Public Alert & Warning System (IPAWS), Project Management Office (PMO) under contract # HSF5-13-R-0031. The opinions contained herein are those of the grantee and do not necessarily reflect those of the U.S. Department of Homeland Security, FEMA, or IPAWS PMO. Lead author: Dr. DeeDee Bennett.

Emergency Alerts

(continued from page 30)

Primary concerns expressed by alerting authorities included the need for:

- Enhanced training on WEA usage.
- Ability to test the system without sending alerts to the public.
- Best practice protocols.

Primary concerns expressed by the public included:

- Need for public awareness campaigns clarifying meanings of alert messages.
- Capability of receiving “test” messages or testing alerts.
- Reduction of jargon within messages.

Additionally, respondents from both surveys offered suggestions for improving WEAs:

- Increased number of characters to provide more detailed alerts.
- Enhanced and more specific geo-targeting capability.
- Additional features, such as area/incident maps and hypertext (URL) links.
- Changing the opt-out approaches.

The inclusion of maps can assist people with a spatial understanding of where they are in relation to the emergency. URLs can provide more

information as well as links to ASL and closed captioning. Many public survey respondents requested variable day and/or time options for receipt of AMBER alerts, as they do not feel they are able to be of assistance when asleep. Alerting authorities indicated the capability of overriding the opt-out feature would be desirable, so that in an unexpected danger, people could still receive the alert.

Conclusion

WEAs are an extremely effective tool, and with a few adjustments, cell phones could become the primary method of receiving alert and warning notifications. Concerns were expressed that the effectiveness of WEAs are hindered by character limitations, current county-level targeting capabilities, restrictions on hyperlinks, and the inability to test the system. The adoption of WEA by alerting authorities is impeded by the need for more training on the IPAWS system. Additionally, public awareness and understanding of WEAs is constrained by limited resources, but increased knowledge of the technology would significantly improve the protective action decisions made by the whole community, including people with disabilities.

The IPAWS Program Management Office (PMO) is aware of the challenges alerting authorities may face when preparing for and/or responding to emergencies. To ensure the best support possible, the IPAWS PMO is committed to engaging with members of the emergency management community to routinely provide training and development opportunities.

Beginning in September 2014, the IPAWS PMO is hosting eight monthly webinars focused on potential areas for improvement mentioned above, including: WEA best practices and resources to help implement; state and local uses of the system; how to effectively inform your community; and progressing between development, training, testing, and public alerting environments.

Additionally, the IPAWS PMO is partnering with IAEM-USA’s Digital Engagement Committee on Nov. 12 for a webinar focused on providing a comprehensive overview of the system for the IAEM audience. Mark Lucero, IPAWS Engineering Branch Chief, will discuss technical advancements and functionality of the system, governance and multi-jurisdictional coordination, when IPAWS can be used, the importance of building and maintaining relationships throughout your emergency management community, as well as how to identify effective public outreach techniques.

Learn More

To learn more about IPAWS or about becoming an alerting authority, visit www.fema.gov/ipaws. To receive webinar details as they become available, [join the IPAWS PMO mailing list](#).

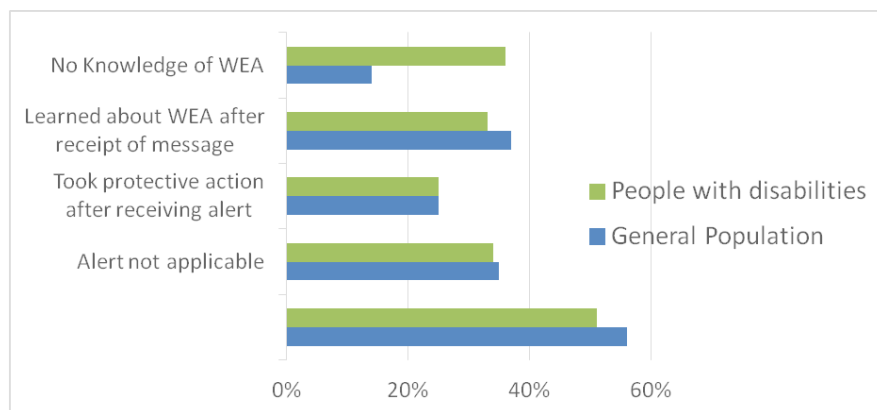


Figure 2. Responses to questions related to awareness and understanding of WEA messages.

Diversity Dialogue

Join the Conversation!

By Nancy Harris, Chair, IAEM-USA Diversity Ad Hoc Committee

Last month we introduced the Diversity Dialogue, beginning what we hope will be an ongoing conversation on the subject. There's so much to talk about.

What Are the Demographics of Your Community?

Look around your community. Has it changed? How has it changed? As noted in last month's article in the September 2014 IAEM Bulletin, demographic profiles can help tell the story of your community – who lives and works there, what languages may be spoken, the

economic and educational make-up of neighborhoods, and more. Knowing the make-up of your community is the first step.

Now, look around your agency. Has it changed? Does your agency reflect the changes in your community? Do you have a team that knows how to communicate and work with all the different groups in your community?

Reach Out to Everyone in your Community

Different groups get information different ways and trust different sources. Different groups have different needs, and they also provide a variety of resources that can help in a disaster. Knowing how to communicate and work with the different groups in your community is the second step.

Your community is more diverse than you know. With so much going on, how can a local emergency manager learn about and understand how to work with all these groups?

Within your community are a number of groups and organizations that represent the many different groups who live and work there. They can help you achieve that first step – knowing the make-up of your community.

Go out and meet them. Invite them in, and ask them to tell you

who they are and how you can all work together. They are your partners. They are your allies. They are your community. They can help you achieve the second step – knowing how to communicate and work with *all* the members of your community.

Does Your Team Reflect your Community?

But there's a third step. Your team should not simply know how to communicate and work with your diverse community. It also should reflect your community. Your team should look like your community. A diverse workplace brings so many benefits.

In the coming months, the IAEM-USA Diversity Ad Hoc Committee will continue this dialogue, and we want you to be a part of it all. Who are the people in your neighborhood? How are you diversifying your team? What have you learned about your community and yourself?

Invitation to Panel Discussion at IAEM Annual Conference

We encourage you to come to our panel discussion, "Diversity Is the New Normal," at the IAEM Annual Conference in November. Share your ideas, and share your successes. On behalf of the Diversity Ad Hoc Committee, I invite you to join the Diversity Dialogue. ▲



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EM Calendar

Visit www.iaem.com/calendar for details on these and other events.

- Oct. 6-10 North Dakota Emergency Management Association 2014 Annual Conference, Junction City, KS.
- Oct. 22-24 Canadian Risk & Hazards Network 11th Annual Symposium, Toronto, ON, Canada.
- Nov. 3-6 Association of Public Safety Communications Officials Canada 2014 Conference, Vancouver, BC, Canada.
- Nov. 14-19 IAEM-USA 2014 Annual Conference & EMEX, "Emergency Management: Navigating the New Normal,"** Grand Hyatt and Henry B. Gonzalez Convention Center, San Antonio, TX, www.iaem.com/Conference. Early Bird registration discount is in effect until Tuesday, Oct. 14, 2014. Make your EMEX Exhibit space reservations now, and visit the Virtual EMEX at www.emex.org. Check out the Conference News column on [Page 10](#) of this issue.
- Nov. 18-20 Emergency Preparedness & Business Continuity Conference, Pacific Northwest Preparedness Society and Emergency Preparedness for Industry & Commerce Council, Vancouver, BC, Canada.
- Dec. 10-11 IAEM 2014 Middle East Resilience Conference**, Dubai, United Arab Emirates, www.iaemmerc.com.
- 2015**
- Mar. 14-18 Third UN World Conference on Disaster Risk Reduction, Sendai City, Japan.
- Mar. 16-20 2015 International Wireless Communications Expo, Las Vegas, NV.
- Mar. 18-20 Virginia 2015 EM Symposium, "Partnerships: Share the Load," Hampton Roads, VA.
- Nov. 13-19 IAEM 2015 Annual Conference & EMEX Exhibit, Paris Hotel, Las Vegas, NV.

New Events Page Added to Website for IAEM Members-Only Webinars

A new web page has added to the IAEM website for members to learn about and register for **IAEM's members-only webinars**. [Check it out here](#), or find it under the drop-down menu for EVENTS.

Upcoming webinars include:

- **Wednesday, Oct. 8, 2014**, 1:00-2:15 p.m. Eastern time: "Navigating the IAEM Annual Conference."
- **Wednesday, Oct. 29, 2014**, 1:00-2:15 p.m. Eastern time: "Cyber Security: Resilience and Remediation."
- **Wednesday, Nov. 12, 2014**, 2:00-3:00 p.m. Eastern time: "IPAWS: The New Normal for Receiving Alerts."

Space is limited, [so reserve your webinar seat now!](#)

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Need More Information About IAEM Staff?

For those wanting more detail about the entire IAEM staff and their roles, visit the [IAEM Staff web page](#).

IAEM-Canada Members Who Have Sponsored New Members Through the Invite a Friend Campaign

Editor's Note: This list includes all IAEM-Canada Individual members (in alphabetical order by last name) who have sponsored new IAEM-Canada members through the Invite a Friend membership drive, as of **Sept. 10, 2014**. A comprehensive list of sponsors will be published monthly until the campaign ends on Dec. 31, 2014.

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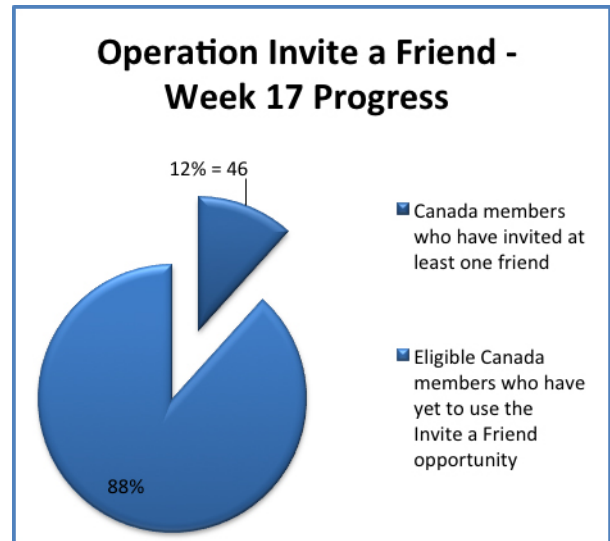
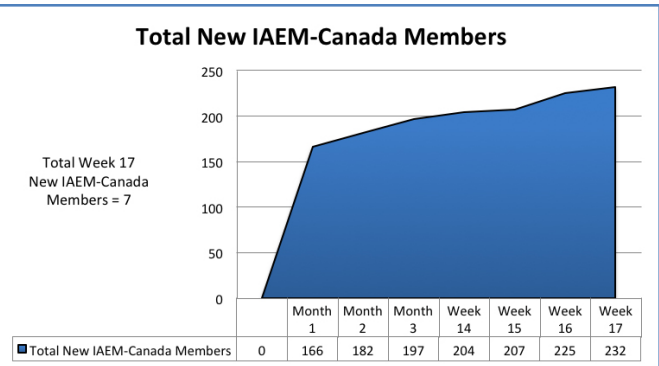
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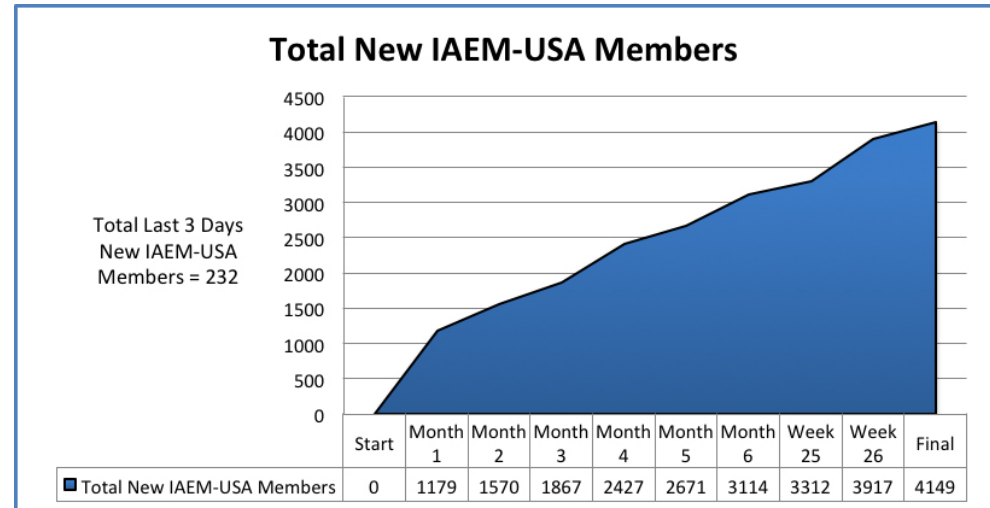
The IAEM Jobs Board is the place for EM job seekers and employers to connect. Whether you're looking for a job in emergency management, a student wanting to find an internship to gain experience, or an employer wanting to hire the best, visit www.iaem.com and click on *Jobs Board*. It's free and open to the public as a service of IAEM.

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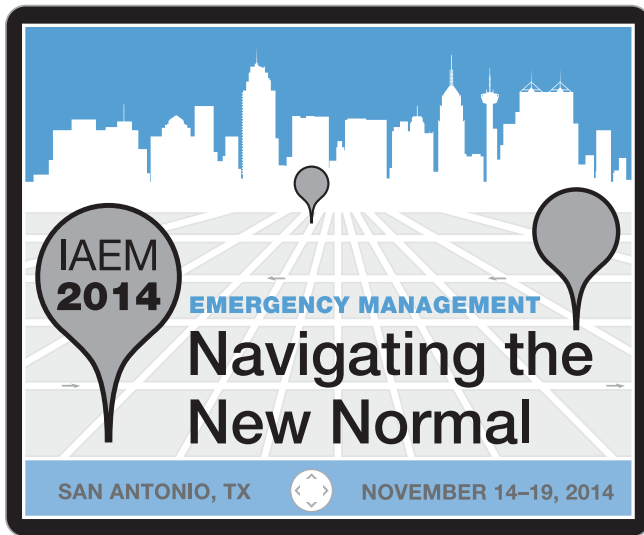
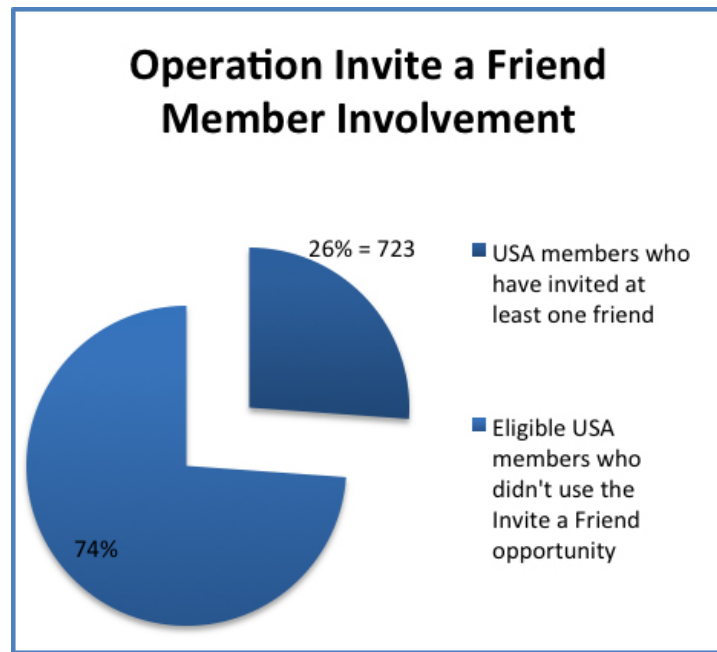
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