



Chemical Stockpile Emergency Preparedness Program

Fiscal Year 2012 Report to Congress

January 30, 2013



Homeland
Security

Federal Emergency Management Agency

Message from the Administrator



I am pleased to present the Chemical Stockpile Emergency Preparedness Program (CSEPP) Fiscal Year (FY) 2012 Report to Congress, which has been prepared by the Federal Emergency Management Agency.

This document has been compiled in response to requirements set forth in 50 U.S.C. 1521 (c)(5)(C), which directs that “Not later than December 15 of each year, the Director shall transmit a report to Congress on the activities carried out under this paragraph during the fiscal year preceding the fiscal year in which the report is submitted” and 50 U.S.C. 1521 (g)(2)(B), which requires that the report contain “[a] site-by-site description of actions taken to assist State and local governments (either directly or

through the Federal Emergency Management Agency) in carrying out functions relating to emergency preparedness and response in accordance with subsection (c)(4) of this section.”

Pursuant to Congressional requirements, this report is being provided to the following Members of Congress:

The Honorable Howard P. “Buck” McKeon
Chairman, House Committee on
Armed Services

The Honorable Adam Smith
Ranking Member, House Committee on
Armed Services

The Honorable Carl Levin
Chairman, Senate Committee on
Armed Services

The Honorable John McCain
Ranking Member, Senate Committee on
Armed Services

The Honorable C.W. Bill Young
Chairman, House Appropriations
Subcommittee on Defense

The Honorable Barbara Mikulski
Chairman, Senate Appropriations
Subcommittee on Defense

The Honorable Thad Cochran
Ranking Member, Senate Appropriations
Subcommittee on Defense

The Honorable Pete Visclosky
Ranking Member, House Appropriations
Subcommittee on Defense

Inquiries relating to this report may be directed to me at (202) 646-3900 or to the Department’s Chief Financial Officer, Peggy Sherry, at (202) 447-5751.

Sincerely,

W. Craig Fugate
Administrator
Federal Emergency Management Agency

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Executive Summary

Approximately 90 percent of the Nation's chemical stockpile has been destroyed. Meanwhile, the Chemical Stockpile Emergency Preparedness Program's (CSEPP) work and dedication to its mission to "enhance existing local, installation, tribal, State, and Federal capabilities to protect the health and safety of the public, workforce, and environment from the effects of a chemical accident or incident involving the Department of the Army (DA) chemical stockpile" continues.

The transition of the CSEPP from an eight-site program to a two-site program continued in Fiscal Year (FY) 2012. Following the end of chemical weapons storage and disposal operations for DA's stockpiles at Umatilla (Oregon and Washington), Deseret (Utah), and Anniston (Alabama), these States have completed their administrative closeout from the program. The chemical weapon stockpiles and the associated risk to the community at Blue Grass (Kentucky) and Pueblo (Colorado) remain as the Army continues its storage mission and construction of facilities that will destroy the stockpiles at these locations.

This mission has been carried out in a Whole Community partnership that has brought together the Federal Emergency Management Agency (FEMA), DA, many other Federal departments and agencies, 10 States, one tribal nation, dozens of local governments, volunteer organizations, and private industry. This effort enables DA to fulfill its mission to eliminate the Nation's stockpile of aging chemical munitions and chemical warfare materials by ensuring the preparedness of the surrounding communities, and is in accordance with the international Chemical Weapons Convention, ratified in 1997.

Six of the original eight CSEPP sites have closed out of the program, and CSEPP has left these communities better prepared to respond to all hazards. Local jurisdictions now have advanced emergency response capabilities that include experienced emergency management personnel, interoperable communications systems, protective equipment for first responders, renovated and equipped emergency operations centers, and preparedness outreach and education programs. For example:

- First responders in Oregon and Washington have retained state-of-the-art equipment purchased with CSEPP funds, and maintenance has been assumed by local government agencies. The Morrow County and Umatilla County emergency operations centers are still in use and are being maintained by these counties.
- In Utah, communications systems in Tooele County funded by CSEPP continue to support emergency response. CSEPP electronic message reader boards serve the county on its highways during emergencies, and the community joint information

center—initiated during CSEPP—continues to host public information officer teams during emergency operations.

- Exercises in Alabama are being planned based on their annual CSEPP experience in planning and conducting exercises, and a group of trained individuals—former staff—have agreed to volunteer for exercises and emergencies. In addition, the newly established Calhoun-Talladega Joint 800 Governing Board supports long-term maintenance of the formerly CSEPP-funded communications system.
- Improved off-post response coordination through enhanced emergency operation centers and interoperable communications systems are a primary focus of CSEPP as operations continue in Colorado and Kentucky.

In similar fashion, the June 2012 Colorado Waldo Canyon Fires provided an opportunity for CSEPP staff to support emergency operations. There was a call for volunteers to help staff the joint information center during the CSEPP Annual Meeting being held in Pueblo when the fires escalated. Several CSEPP staffers left the meeting to work in the Joint Information Center and emergency operation center.

These activities exemplify the FEMA mission, “to support our citizens and first responders to ensure that as a Nation we work together to build, sustain, and improve our capability to prepare for, protect against, respond to, recover from, and mitigate all hazards.”

More details on the accomplishments of CSEPP during FY 2012 can be found in the body of this report.

This report also includes the following:

- A status summary of CSEPP;
- A summary of the CSEPP National Benchmarks and program-wide activities;
- A summary of significant programmatic challenges; and
- The status of each State CSEPP community.



CSEPP Fiscal Year 2012 Report to Congress

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Legislative Requirements



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I. Legislative Requirements

The Department of Homeland Security (DHS), Federal Emergency Management Agency (FEMA) is submitting the Fiscal Year (FY) 2012 Annual Report to the United States Congress in accordance with the requirements set forth in 50 U.S.C. 1521 (c)(5)(C), which directs that

“Not later than December 15 of each year, the Director shall transmit a report to Congress on the activities carried out under this paragraph during the fiscal year preceding the fiscal year in which the report is submitted” and 50 U.S.C. 1521 (g)(2)(B), which requires that the report contain “[a] site-by-site description of actions taken to assist State and local governments (either directly or through the Federal Emergency Management Agency) in carrying out functions relating to emergency preparedness and response in accordance with subsection (c)(4) of this section.”

Pursuant to subsection (c)(4), the Department of the Army (DA) and FEMA entered into a Joint Information Center Memorandum of Agreement whereby the DA provides funds to FEMA to support the Chemical Stockpile Emergency Preparedness Program (CSEPP) mission of assisting State and local governments in carrying out functions relating to off-post emergency preparedness and response in the communities surrounding military installations that store and dispose of lethal chemical warfare agents and munitions. The DA retained responsibilities for all related on-post activities. This report reflects the status of FEMA activities implemented by CSEPP to provide “maximum protection” for residents in the six States, one tribal nation, and 23 counties that participated in CSEPP in FY 2012.

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Background



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II. Background

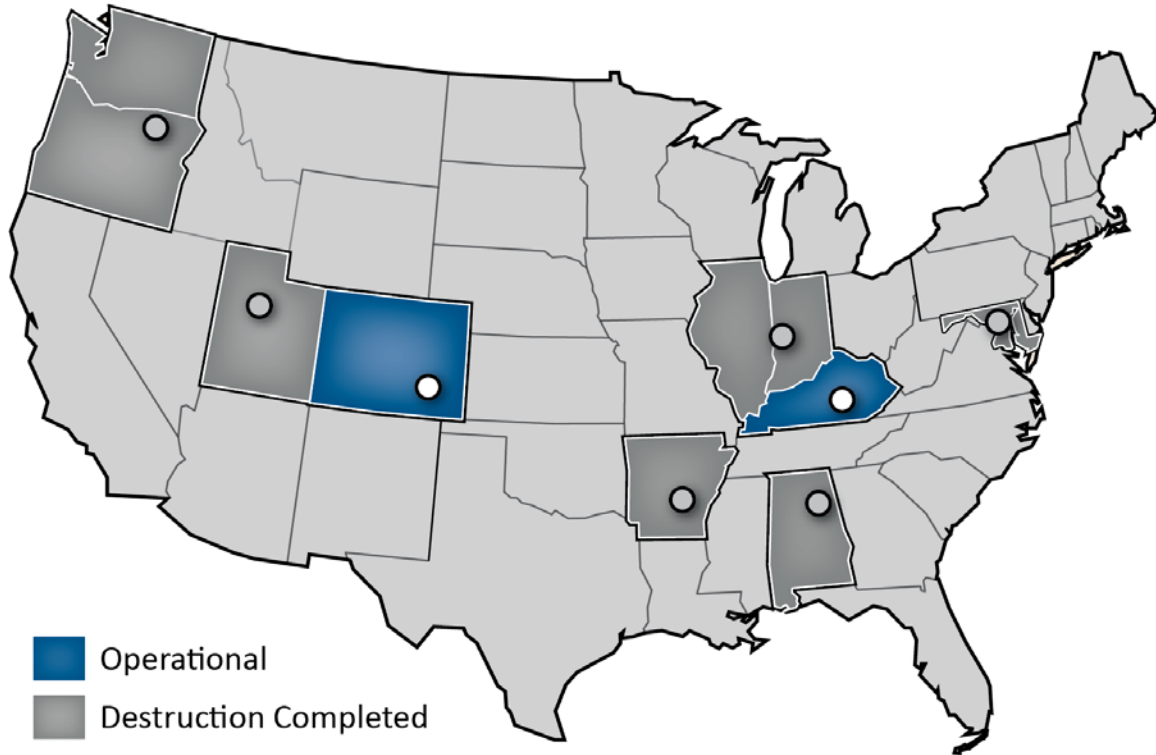
CSEPP is a unique, Whole Community partnership whose participants share a common goal: to prepare and enable communities to protect residents in the unlikely event of a chemical emergency at one of the Nation's chemical stockpile sites. More specifically, CSEPP's vision is "a fully prepared team of local, installation, tribal nation, State, and Federal professionals, developing and executing an effective emergency preparedness and response program."

To fulfill its vision statement, CSEPP's mission is "to enhance existing local, installation, tribal, State, and Federal capabilities to protect the health and safety of the public, workforce, and environment from the effects of a chemical accident or incident involving the DA chemical stockpile."

In FY 2012, four States—Alabama, Oregon, Washington, and Utah—ceased stockpile preparedness activities and closed out, leaving CSEPP a two-state program consisting of Colorado and Kentucky. DA completed destruction of the stockpiles at the Anniston Army Depot on September 22, 2011; the Umatilla Chemical Depot (UMCD) on October 25, 2011; and the Deseret Chemical Depot on January 21, 2012. The participating States closed out their remaining Cooperative Agreements (CA) in FY 2012.

FY 2012 activities in CSEPP communities (see following list) are detailed in Appendix A: CSEPP Communities.

- Pueblo Chemical Depot (Colorado)
- Blue Grass Chemical Activity, located on Blue Grass Army Depot (Kentucky)
- Anniston Chemical Activity, located at Anniston Army Depot (Alabama)
- Umatilla Chemical Depot (Oregon and Washington)
- Deseret Chemical Depot (Utah)



In FY 2012, 23 counties in 6 States and the Confederated Tribes of the Umatilla Indian Reservation (CTUIR) linked to five stockpile locations participated in CSEPP. In the two States remaining in the program at the end of FY 2012, three counties have areas in immediate response zones (IRZs), the areas closest to where the chemical warfare agents are stored, generally within an approximate six-mile radius. Six counties are in protective action zones (PAZs), beginning at the outer edge of the IRZs and extending to a distance of between 6 and 31 miles. The other two counties are designated as host counties and lie outside the IRZs and PAZs. Specific active program partners are listed in Appendix B: CSEPP Stakeholders.

Program History

FEMA began providing preparedness assistance to communities near chemical stockpile sites in August 1988 through a Memorandum of Understanding with the DA. Under this agreement, the DA provides for the protection of personnel at the depots (on-post). DA also funds FEMA to assist State, local, and tribal governments in carrying out functions relating to emergency preparedness and response in the communities surrounding the depots (off-post). This resulted in enhanced abilities of the original eight chemical stockpile sites in the continental United States and adjacent civilian communities to respond to a potential chemical warfare agent emergency. The Memorandum of Understanding established the framework for partnering with potentially affected State, local, and tribal governments to provide for the public's health and safety, identifying respective roles and responsibilities, and establishing joint program efforts in planning, training, exercising, and exchanging information. It has been reaffirmed and revised over the years as the program matured. A 1997 revision gave FEMA responsibility and accountability for all aspects of off-post emergency preparedness. It was reaffirmed in 2004.

CSEPP FY 2012 Stakeholders:

- Army installations
- Six States
- Twenty-three counties
- One tribal nation
- Residents of CSEPP communities
- Federal facilities in the hazard zone
- U.S. Congress
- U.S. taxpayers
- Non-profit and nongovernmental organizations
- Public- and private-sector agencies

The program also operates under a strategic plan that reflects the coordinated, joint effort between the Army's Chemical Materials Agency and FEMA's Technological Hazards Division to develop and implement a customer-centered planning process for the Program. The plan contains a comprehensive mission statement, goals and objectives, performance goals descriptions, identification of external key factors that could affect achievement of the plan's goals and objectives, and an evaluation program.

Collaboration

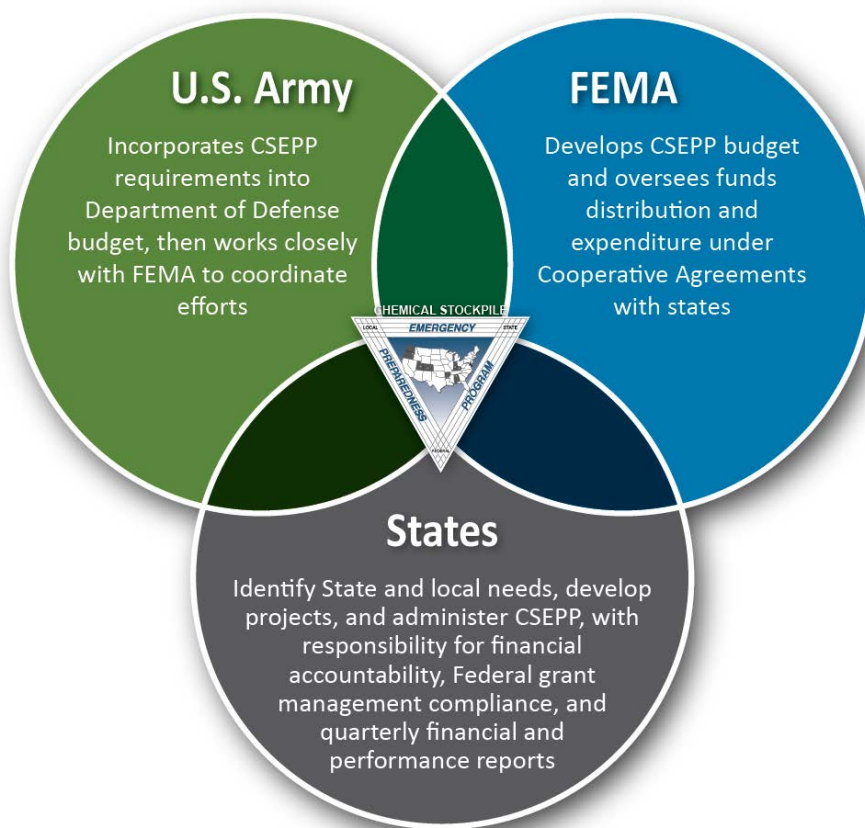
CSEPP prides itself on its relationship with State, local, and tribal partners. Within CSEPP, FEMA is responsible for the following tasks:

- Administering off-post CSEPP funds;
- Supporting CSEPP States in developing response plans;

- Developing, delivering, and evaluating training;
- Providing technical assistance; and
- Developing programs for evaluating off-post readiness.

Funding Administration

CSEPP is administered through the States. FEMA validates off-post requirements and develops a budget in coordination with State, local, and tribal governments. These budget requests are then incorporated into the Department of Defense (DoD) budget submission to Congress. Once appropriated, DA transfers the funds to FEMA, which has full authority and responsibility for their distribution and expenditure. Both FEMA and DA continue to cooperate closely and coordinate their efforts. Performance in the area of program management has been maintained at a very high level because of regular joint meetings; a common budgeting, cost accounting and performance management system; and aggressive program integration efforts.



FEMA distributes funds to the States under CSEPP Cooperative Agreements (CAs), based on a negotiated annual work plan between the States and the FEMA Regional offices. Under the CAs, each State identifies its needs, develops proposed projects to meet those needs, requests funds from FEMA, and disburses these funds to the various State offices and local governments involved in the proposed projects. The States are responsible for financial accountability, adherence to Federal grant management rules, and providing quarterly financial reports and narrative performance reports addressing the capability improvement realized through the funds. Local jurisdictions (counties) are sub-grantees to the State grantee.

From CSEPP's inception in 1988 through the end of FY 2012, approximately \$1.23 billion has been allocated to States and the tribal nation under annual CAs or through FEMA-managed contracts. The allocation of resources is tracked according to the CSEPP organization (including the DA and FEMA) that spends the funds rather than the jurisdiction that benefits from the service. Therefore, the amount of funds spent at both State and county levels does not necessarily reflect the true picture of the benefits communities have received through CSEPP.

Total funding amounts in Table 1 represent combined totals for direct award funds and funding for contracts managed by FEMA Headquarters on behalf of CSEPP States and the Confederated Tribes of Umatilla Indian Reservation (CTUIR). Direct award funds represent amounts sent directly to States and the CTUIR via FEMA CAs and one Army CA sent directly to the CTUIR in FY 2002. FEMA-managed contracts include contracts managed by FEMA on behalf of States or amounts FEMA awarded to the U.S. Army Corps of Engineers (USACE) for collective protection projects in the communities. These funds represent a combination of actual expenditures and remaining funds to expend.

Table 1: CSEPP off-post funds (includes direct awards and FEMA-managed contracts)

State	FY 2012	FY 1989–2011
Alabama	\$1,816,922	\$398,643,367
Arkansas	\$0	\$117,540,263
Colorado	\$13,463,029	\$61,751,553
Illinois	\$0	\$12,013,875
Indiana	\$0	\$56,215,924
Kentucky	\$29,353,351	\$179,365,894
Maryland	\$0	\$31,887,215
Oregon	\$0	\$164,752,841
Utah	\$0	\$123,870,519
Washington	\$0	\$78,438,459
CTUIR	\$0	\$6,657,904
Totals	\$44,633,302	\$1,231,137,814

The CSEPP Environment

Key external factors may impact CSEPP's goals and operations. These external factors include programmatic, societal, technological, and collaborative partnerships issues.

Programmatic Issues

Effective risk analysis and planning require a strong and continuous commitment on the part of States, communities, and tribal nations. To present and defend their annually updated lifecycle cost estimates (LCCE), Federal, State, local, and tribal agencies developing CSEPP budgets must ensure requirements are valid prior to funding and execution.

Local and State governments must maintain a fully operational CSEPP effort proportionate to risk through the end of destruction operations at each stockpile site. Delays and extensions of chemical destruction operations will necessitate continued CSEPP operations, potentially increasing the cost of the Program beyond past projections.

Congress funds CSEPP through defense appropriations and has oversight authority over FEMA and DA as to the execution of those funds. Public involvement with local, State, and Federal legislative representatives will continue throughout CSEPP's execution. In addition to maintaining a strong relationship with the public, rapid and continuous communication with these representatives is vital to ensuring that actions by FEMA and DA are understood. Successful mitigation measures, for example, often go unnoticed because chemical accidents and incidents have been avoided.

Societal Issues

The enabling legislation requires FEMA and DA to provide "maximum protection" to people living around stockpile sites, workers at the stockpile sites, and the environment. FEMA and DA have defined maximum protection as the completion of steps to "mitigate the effects of an accident to the maximum extent practicable," achieved "through the establishment of comprehensive emergency planning and preparedness programs," and "through preventive measures designed to render the stockpile less susceptible to both internally and externally generated accident scenarios."¹

¹ Chemical Stockpile Emergency Preparedness Program (CSEPP). 1991. Definition of Maximum Protection. CSEPP Policy Paper 1

Technological Issues

Emergency preparedness and response capabilities must be maintained to achieve full operational readiness through the end of destruction operations. Continued research and ongoing development of new technologies in interoperable public safety communications systems, public alert and notification systems including the Integrated Public Alert and Warning System (IPAWS), and emergency management automation systems continue to produce new and expanded requirements for technology. The overall costs and benefits of replacing current technology with new systems, however, must be carefully weighed to ensure prudent stewardship of taxpayer funds. CSEPP conducts cost/benefit analyses for upgrades, replacements, and maintenance to ensure operational readiness and compliance with changing Federal requirements. When approved, CSEPP implements these changes in a regionalized, interoperable manner.

Federal Collaboration

The FEMA and DA partnership is supported with coordination with the Environmental Protection Agency, the Department of Health and Human Services' Centers for Disease Control and Prevention (CDC), the Occupational Safety and Health Administration (OSHA), and other Federal agencies. This partnership and coordination enables government officials to collectively assess the needs of CSEPP communities and determine comprehensive guidance. This coordination is also crucial in resolving issues such as determining both appropriate permissible exposure limits and published exposure limits or guidelines for workers and off-post populations, establishing protocols for emergency workers, and providing health and safety standards for personal protective equipment (PPE).

Integrated Process Teams

To help carry out its mission, CSEPP uses integrated process teams (IPTs). IPTs, authorized under a joint FEMA and DA memorandum (May 1998), are groups of CSEPP stakeholders who represent Federal, State, and local organizations. The teams serve as a management tool for programmatic planning and issue discussion, address specific programmatic benchmarks, and enable stakeholders to share knowledge across the program. IPTs bring together stakeholders, staff, and other experts to design and implement new processes and create new products. They are important at the program and community levels. IPTs provide common solutions and consistency of approach across the CSEPP communities and produce products and tools of immediate value not only to the CSEPP community but also to the broader emergency preparedness field.

The Colorado and Kentucky CSEPP communities each have their own IPT, as well as sub IPTs shown below. In addition, there are national IPTs that correlate with the CSEPP benchmarks.

Current IPTs include:

- Automation
- Blue Grass (Kentucky) Community
 - Medical Quality Improvement Team
 - IPAWS Working Group
- Exercise Coordination Group (formerly the Exercise IPT)
- Medical Coordination Group (formerly the Medical IPT)
- Public Affairs
- Pueblo (Colorado) Community
 - Alert and Notification Work Group
 - Automation Work Group
 - Charter Committee
 - Exercise Steering Group
 - Exercise Planning Committee
 - Medical Preparedness Work Group
 - Public Affairs Work Group
 - Readiness Work Group
 - Training Work Group

Results



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III. Results

CSEPP Management System

CSEPP focuses on providing the resources necessary to establish a preparedness and response infrastructure that enables State, local, and tribal emergency managers to quickly warn the public, manage the response, and communicate with emergency responders, the public, and the media. An equally important focus is educating residents living near stockpile locations on what to do in the event of an incident. A key CSEPP management principle focuses on the concept of “functional equivalency.” Rather than using, for example, a formula grant program based on population to distribute funds, CSEPP is based on 12 programmatic benchmarks that define a level of functionality that must be met to achieve compliance. Resources are then provided as needed to meet those benchmarks.

FEMA has a fiduciary responsibility to carefully evaluate and validate requests from States and communities to achieve “maximum protection” within funds provided. As such, the goal of FEMA is to deliver necessary resources to local communities facing the most significant potential threats. FEMA strives to ensure cost-efficiency in procurement and interoperability between major systems that benefit multiple jurisdictions. In many cases, this means procurement at the State level for alert and notification, communications, and automation systems. FEMA must also maintain effective program management at the Federal level to ensure consistent capabilities throughout all jurisdictions.

Program Risk Reduction

The most effective way to permanently reduce the risk to communities surrounding chemical stockpile sites is to destroy the agents posing the threat. Stockpiles have been completely destroyed at the Edgewood Area of Aberdeen Proving Ground (Maryland); Newport Chemical Depot, (Indiana/Illinois); Pine Bluff Arsenal (Arkansas); Anniston Army Depot (Alabama); Umatilla Chemical Depot (Oregon/Washington); and, the Deseret Chemical Depot (Utah). Storage operations continue in the Pueblo, Colorado, and Blue Grass, Kentucky, communities. Additional risk reduction during storage has been achieved by taking steps to further secure the stockpile. Examples of these measures include reconfiguring the stockpile, completing mitigation activities to reduce potential consequences of lightning strikes and earthquakes, enhanced agent detection and monitoring systems, and installation of filtration systems on all Pueblo storage igloos. DA continues to aggressively pursue storage risk reduction efforts and maintains an impressive safety record at the stockpile sites.

CSEPP Benchmarks

CSEPP is based on programmatic benchmarks that define a level of functionality that must be met to achieve benchmark compliance. CSEPP provides resources as needed to meet those benchmarks.

The CSEPP Programmatic Guidance establishes 12 performance benchmarks “used by Federal, State, and local government organizations to identify the CSEPP capabilities being funded... [and] in reporting the status of CSEPP to Congress in required annual reports.”² The States are required to report expenditures and performance using these benchmarks. CSEPP Programmatic Guidance also states that each benchmark will be governed by “functional equivalency.” It is not necessary to provide identical equipment to every jurisdiction as long as emergency management capabilities meet CSEPP benchmarks.

The 12 benchmarks apply in general to the installation, State, and IRZ and PAZ counties and are subject to existing CSEPP guidance. They are as follows:

- Administrative support for participating jurisdictions;
- Functioning alert and notification systems for the installations and IRZ;
- Functioning automated data processing systems connecting critical on-post and off-post emergency operations facilities;
- Functioning communications system for the IRZ and installation, and between emergency operations centers , military installations, joint information centers and State agencies;
- Coordinated and regularly updated plans conforming to CSEPP guidance;
- Functioning emergency operation centers for each installation and IRZ county;
- Exercise programs consistent with the Exercise IPT–approved policy;
- Medical program for off-post response to a CSEPP incident/accident;
- Personnel (e.g., coordinators, public information/public affairs officers, planners, and automated data processing specialists) to support CSEPP activities;
- Protective action strategies consistent with guidance for each jurisdiction;
- Public outreach and education programs for workers and the general public; and
- Training programs consistent with FEMA State training plans and DA certification requirements that maintain proficiency of emergency service providers, responders, and staff, according to guidance.

² CSEPP Programmatic Guidance, Chapter 1, Section D, CSEPP National Benchmarks. CSEPP Policy Paper 18

The benchmark system is reflected in the Strategic Plan, LCCE, annual budgets, quarterly performance reports from grantees, and employee work plans.

















































CSEPP's value to local emergency management officials has been the bottom-up focus on planning, training, and equipping them to prepare for the unlikely event of a chemical warfare agent accident or incident. As part of the bottom-up approach, CSEPP developed performance measures that include a community profile to assess local preparedness capabilities across benchmarks as a measure of readiness. The community profile enables the Federal, State, and local partners to assess the CSEPP community's deficiencies in preparedness, rate benchmark effectiveness, and address these challenges through remedial action. These profiles characterize benchmark performance according to a three-tier system:

- Green: Benchmark compliance has been achieved.
- Yellow: Benchmark is not compliant, but a plan of improvements is being implemented.
- Red: Benchmark is not compliant, and a plan of improvements needs to be developed.

The color coded dashboard in the benchmark compliance table on the following page shows the performance measure ratings for the Colorado and Kentucky CSEPP communities for the benchmarks. These ratings are based on the profiles described above and three other factors:

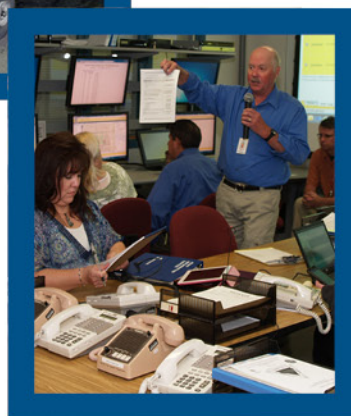
- Annual Exercise (to include review of plans and training).
- Results of community surveys to evaluate public awareness.
- Regular equipment and technical systems test.

As the program has improved and basic capabilities are met, community expectations have increased. Within a given benchmark, a community may decide to focus on a specific challenge as a way to gauge performance on that benchmark. This does not mean that capabilities for that benchmark are incomplete, but it does illustrate where the community's priorities are now placed. For example, a community may determine that its Coordinated Plans capability is less than complete because it needs to update its recovery plan. This would not mean that there were overall issues with the community's coordinated planning—just that this specific issue would need to be resolved to return to full compliance.

Benchmark Compliance				
Benchmark	FY 2011		FY 2012	
	CO	KY	CO	KY
Administrative				
Alert & Notification				
Automation				
Communications				
Coordinated Plans				
EOC Support				
Exercises				
Medical				
Personnel				
Protective Actions				
Public Outreach & Education				
Training				

The next section, a summary of significant activities, discusses each benchmark from a programmatic level. The progress and status of each CSEPP community during FY 2012 are addressed in Appendix A: CSEPP Communities, with the summaries of the states in which CSEPP continues—Colorado and Kentucky—listed first.

Summary of Significant Activities



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IV. Summary of Significant Activities

Four communities completed their CSEPP mission in FY 2011 and early FY 2012, without any chemical incidents that required community response. The Pueblo, Colorado, and Blue Grass, Kentucky, CSEPP Programs continue on their preparedness course as the DoD builds chemical weapons disposal facilities in those two communities.

FEMA's programmatic efforts during the fiscal year were focused on the continued support of these two communities while assisting our partners in Anniston, Alabama, Deseret, Utah, and Umatilla, Oregon closeout of the program. Detailed information on the closeout of Anniston, Deseret, and Umatilla are located in Appendix A: CSEPP Communities.

CSEPP continued to use the National Benchmarks to measure program performance. The FEMA CSEPP office carefully measured the participating communities' accomplishments for each CSEPP National Benchmark. Using established collaborative processes, CSEPP program needs were identified and appropriate funding was provided to the grantees.

FEMA is committed to ensuring that emergency preparedness capabilities continue in CSEPP communities until all the chemical stockpiles are completely destroyed. In Pueblo and Blue Grass, construction of chemical disposal facilities progressed, however the prolonged storage mission for the DA requires a continued need for emergency planning in those two communities.

The next sections outline programmatic activities in FY 2012 that support the 12 CSEPP National Benchmarks.



Administration

Significant administrative support is necessary to run a program of CSEPP's size and complexity. Activities in this area include continuing to perform the following:

- Monitor program accomplishments using the CSEPP National Benchmarks.
- Participate in community IPTs to assist stakeholders in identifying program needs and preparing budget requests.
- Maintain the programmatic LCCE for off-post CSEPP.
- Create and negotiate a budget with each State for the fiscal year using the CSEPPWebCA software tool.
- Assess and adjust staffing needs as sites close out of the program.
- Provide staff and contractor support to programmatic and community IPTs to address CSEPP technical challenges.



CSEPPWebCA

CSEPPWebCA is a web-based, enterprise-wide system for managing CSEPP cooperative agreements across the entire grant lifecycle, from application through closeout. System and user requirements were developed by a user group comprised of Federal, State, and local users and refined in response to field experience. Because CSEPP National Benchmarks are incorporated into the management of CSEPP, they are integrated tightly into the application and reporting processes implemented in CSEPPWebCA.

CSEPPWebCA automates the preparation and submittal of CA applications and allows FEMA staff at the regions and Headquarters to review and comment on each application. After Headquarters electronically submits funding approvals to the FEMA region, the regional grant staff prepare and process awarding and obligating documentation. While each CA is in post-award status, CSEPPWebCA automates the quarterly performance and financial reporting, as well as the request, review, and approval of post-award modifications to grants, including reallocations, performance extensions, requests for additional funds, and changes of scope. Finally, at the end of the performance period for each grant, the system is used to prepare closeout reports and make any final adjustments to bring the un-liquidated balance to zero.

With completion of agent destruction, several sites are closing out all of their CSEPP awards. As part of the closeout process, grant managers are using the electronic filing cabinet of CSEPPWebCA to archive grant-related documents. While each FEMA regional office maintains

an official grant file for each grantee, the CSEPPWebCA electronic filing cabinet provides a quick and convenient means of accessing grant information.

No significant development of the CSEPPWebCA application is planned, but it will be maintained until all CSEPP sites are closed.

Program Closeout Activities

FEMA worked closely with its State, local, and tribal partners in the Anniston, Deseret, and Umatilla communities as they planned and conducted closeout-related activities. FEMA Headquarters and regional offices in Atlanta, Georgia; Denver, Colorado; and Bothell, Washington/Hermiston, Oregon (field office), worked closely with their State partners to assist in the closeout of open cooperative agreements. FEMA provided direct technical assistance to the communities to help them navigate the process of the disposition of equipment purchased with Federal funds to local control as desired. These processes required careful coordination with various Federal authorities to ensure the disposition of equipment met Federal guidelines.

In addition to the administrative assistance in closing out the cooperative agreements and disposition of equipment, FEMA provided technical assistance to the communities in planning for the closeout of the program while they transitioned to an emergency management capability without direct CSEPP funding. This assistance included providing engineering expertise on alert and notification and interoperable public safety communications systems to ensure the seamless transfer of these systems to local control. FEMA also provided subject matter experts to facilitate the closeout process by assisting the communities in developing specific action plans for the disposition of equipment and eventual closeout of the cooperative agreements. As previously stated, these closeout activities were supported concurrently with the primary task of ensuring that full emergency preparedness capability was maintained in the Pueblo and Blue Grass CSEPP communities.

2012 CSEPP Annual Meeting

CSEPP recognizes the value of training and bringing together program stakeholders to share best practices and lessons learned that assist the communities in accomplishing their preparedness goals. The 2012 CSEPP Annual Meeting, hosted by Pueblo, Colorado, on June 26 and 27, 2012, featured a training day and provided opportunities for stakeholders to receive important program updates from senior leaderships. A “town hall” meeting gave program stakeholders an opportunity to query senior managers from the Pentagon and FEMA Headquarters about important issues affecting their communities. Training offerings contained three focused tracks that permitted participants to match their professional development with their specific area of expertise. To maximize the effectiveness of the annual meeting, community program managers at all levels also held a separate meeting with senior leadership.

“The planning committee did a great job. The training tracks were an excellent idea and should be continued for future meetings.”

“It provided an opportunity to network with people from all over.”

—Comments from Annual Meeting participants

Other Workshops and Meetings

Throughout the fiscal year, FEMA sponsored other meetings with program managers and IPTs, as well as budget negotiation meetings, training delivery, and sessions that brought subject matter experts together to provide direct technical assistance in the areas of emergency communications, administration, training, and emergency public information and public outreach.

2013 CSEPP Annual Meeting

Planning is underway for the 2013 CSEPP Annual Meeting, which will be hosted by the Blue Grass, Kentucky, CSEPP community.

Alert and Notification



CSEPP has long maintained robust emergency alert and notification systems in each of the CSEPP communities. Alert and notification relies on two separate and distinct steps: attracting the attention of the public (alerting) and providing information concerning appropriate protective actions (notifying). CSEPP alert and notification consists of a network of outdoor (e.g., public address capable sirens and electronic digital signs) and indoor (e.g., tone alert radios [TARs]) alerting devices in residential dwellings and special facilities that serve populated areas of the IRZs.

CSEPP also provides digital telephone, email and SMS text messaging as part of the digital telephone notification system. These systems use a combination of subscriber telephone information and public registration to transmit messages.

Keeping with the all-hazards approach to emergency planning, CSEPP-provided alert and notification systems are also designed to warn residents of other hazards, such as tornadoes. FEMA provides direct engineering support in the form of government personnel and contractor support to ensure the CSEPP alert and notification systems are properly designed and maintained.

IPAWS, the Nation's next-generation infrastructure of alert and warning networks, expands on the traditional audio-only radio and television Emergency Alert System and provides Federal, State, territorial, tribal, and local warning authorities with the capabilities to alert and warn their communities of all hazards impacting public safety. Colorado and Kentucky completed the required training for message development and IPAWS awareness and developed collaborative operating groups in accordance with IPAWS guidance.

Automation



WebPuff™

CSEPP automated the sharing of essential information between Army and off-post emergency operation centers by developing WebPuff™, a web-based system built around the Army-accredited D2-Puff™ atmospheric dispersion model. This system—a key component of the quarterly exercises held by DA in each CSEPP community—enables greater information sharing between installations and the surrounding community during an emergency situation. It also exports all uniquely CSEPP information in a format compliant with the latest private-sector standards for information exchange, the common alerting protocol. This allows States and counties to use existing or

planned common alerting protocol compliant commercial all-hazards automation systems to manage the response to a CSEPP event, avoiding the need to train personnel on separate systems and the cost of maintaining a separate CSEPP automation system.

Commensurate with the reduction in program size and fewer number of sites supported, during FY 2012, there were 7 training sessions offered with approximately 56 users trained to use the system. CSEPP jurisdictions also have access to 24/7 helpdesk support to ensure the system is fully operational to provide maximum public protection. The local, State, and installation representatives on the Automation IPT remain very active in the development and implementation of WebPuff™.

CSEPP Portal

The CSEPP Portal, www.cseppportal.net, is a web-based information sharing and collaboration platform using Microsoft SharePoint software. For 10 years, the Portal has provided access to a vast library of information, including presentations from stakeholder meetings, site event calendars, news articles, current and archived photos, and Federal guidance on program benchmarks. The Portal also provided a platform for the CSEPP communities, IPTs, and working groups to collaborate remotely on preparedness projects. Visitors can also find CSEPP-related social media links organized by community, and an aggregated blog page bringing together multiple RSS feeds. In FY 2012, the CSEPP Portal was moved to a new hosting environment with upgraded and improved hardware, software, security, and redundancy.

Communications



CSEPP funds communication systems that enable emergency management and first responders to communicate during emergencies.

Engineering support is provided by FEMA to assist the communities maintain their interoperable communications. Providing technical assistance to Anniston, Deseret, and Umatilla while the communities transitioned these systems to local control after CSEPP closeout was an important task completed by FEMA during the fiscal year. Details on those projects are located in Appendix A: CSEPP Communities.

Coordinated Plans



CSEPP emergency plans are developed to capture the most effective protective action strategies and procedures for each CSEPP community. During FY 2012, CSEPP provided technical support for response and recovery planning initiatives in both Colorado and Kentucky, including the ongoing assessment of the populations at risk from a potential stockpile incident.

Emergency Operations Centers



Emergency operation centers serve as the central location for emergency management. It is in these facilities that various response organizations come together to plan and implement emergency response. CSEPP helps fund emergency operation centers, along with local and State funding, to ensure that communities have the resources necessary to manage an emergency response.

FEMA provided extensive support to the Pueblo and Blue Grass communities during FY 2012 to assist in the design and engineering of new and upgraded emergency operation centers in Colorado and Kentucky. Details on those projects are located in Appendix A: CSEPP Communities.

Exercises



A robust exercise program continues to serve as an important task to ensure the planning, training, and operation of an emergency management program accomplishes its goals. During FY 2012, annual full-scale CSEPP exercises in Pueblo and Blue Grass were evaluated by teams of Federal, State, and local personnel. CSEPP exercises are planned and executed jointly with the Army and FEMA with the management of the exercises equally administrated by an Army and FEMA Regional office delegate. Final Army-FEMA after-action reports containing corrective actions have been distributed across the program. These joint exercises ensure that both on-post and off-post responses to an exercise scenario are properly coordinated by all program stakeholders.

CSEPP policy emphasizes using peer evaluators during exercises. This initiative encourages emergency managers and first responders from CSEPP sites to travel to other sites to assist in the evaluation of their exercise. This approach broadens the knowledge level of evaluators and serves as a method of sharing best practices among program participants. In addition to the actual experiences obtained by the peer evaluators, specific training is offered by FEMA to further the knowledge bases of exercise evaluator personnel.

Medical Program



In FY 2012, CSEPP communities continued to maintain their ability to treat victims of a chemical exposure in the event of an off-post chemical emergency. The two remaining sites, Kentucky and Colorado, are increasing their readiness efforts as the start of Army demilitarization operations approaches.

A new Medical Working Group was established with monthly open medical coordination meetings. Members include those from the two active sites, specifically from emergency medical services (EMS), fire departments, hospitals, and public health, FEMA Regional personnel, Army Public Health Command, and CDC.

- The Medical Working Group supported annual CSEPP exercises, as well as smaller, remedial exercises to resolve agency, department, and hospital-specific issues.
- The Medical Working Group also assisted with the development of the Medical Training Track during the 2012 Annual Conference.
- The Core Medical Curriculum and Medical Resource Guide were updated and published.
- Approximately 565 students attended training sessions in FY 2012. Forty-four medical experts served as evaluators in CSEPP exercises, specifically at the EMS and hospital levels.

Personnel



Trained and qualified personnel are important to the successful delivery of Federal, State, county, and local response capabilities. Plans, procedures, and equipment are useless without experienced people to oversee the effort, implement the procedures, and coordinate response actions. These CSEPP-funded personnel run the day-to-day execution of the Program, including periodic program management tasks required to ensure emergency responders are adequately trained and equipped to complete their missions.

During the fiscal year, FEMA evaluated and adjusted Federal employee staffing levels to ensure program needs were met. With the successful closeout of CSEPP (and the associated cooperative agreements) in Umatilla, as of December 1, 2012, there are no CSEPP staff positions assigned to FEMA Region X.

Protective Actions



CSEPP policy has always emphasized the philosophy that off-post emergency workers not be placed in harm's way. It is CSEPP's policy that these workers never enter the chemical threat area as identified by the hazard model. However, as an added precaution, the OSHA Hazardous Waste Operations and Emergency Response (HAZWOPER), 29 CFR 1910.120, Level C PPE ensembles have been funded, including a chemical protective suit, powered air purifying respirator, gloves, and boots. This equipment, along with the necessary training, is provided to off-post emergency workers who, for example, manage traffic and access control points. Should there be a significant change in the hazardous area, this equipment can be used as an escape ensemble for these workers.

To date, more than 5,000 protective equipment ensembles have been provided to protect CSEPP's emergency workers. Where local concepts of operation or work rules require it, funds have been approved for procurement of a limited number of OSHA HAZWOPER, 29 CFR 1910.120, Level A and B protective ensembles.

Sheltering-in-Place

To maximize effectiveness of available protective actions, CSEPP has funded a number of studies to determine the best way to protect residents. This includes studies to determine optimal timing to begin and end sheltering-in-place to maximize protection to sheltering populations. CSEPP has used the results of these studies to develop improved protective action decision making tools and software that assist local emergency managers to develop specific protocols for entering and exiting shelter. Quantifying the effectiveness of these protective actions has placed emergency decision-making on a sound, scientific footing.

Residents also have been provided shelter-in-place kits to enhance shelter rooms and decrease possible infiltration of chemical warfare agent vapor. CSEPP has also developed and distributed two shelter-in-place videos (residential and business). These are available to the public upon request. CSEPP has distributed more than 100,000 shelter-in-place kits in CSEPP communities.

Overpressurization of Special Facilities

Overpressurization of special facilities or safe areas at such facilities typically involves renovating entire ventilation and filtering systems. Overpressurization is a highly effective method of protecting the public and is implemented where it demonstrably reduces risk.

However, because overpressurization equipment is integrated into the heating and ventilation systems of these facilities, their removal poses special challenges, in schools especially, as the program closes down and/or plans for closeout. A school or hospital cannot simply shut down to

allow removal of overpressurization equipment. Experience across the program has shown that planning and conducting removals require extensive coordination with facility managers. Federal, State, and local CSEPP staff and the officials representing these facilities worked together to successfully complete the removal of these systems in Anniston during the fiscal year. FEMA was ably assisted during the removal process by the USACE who installed and maintained the equipment.

Public Outreach and Education



Public outreach and education initiatives are essential to ensuring that residents know what to do in the event of an emergency. A major component of the CSEPP public outreach and education program is the funding of public information officers in each of the CSEPP communities. These individuals receive extensive training and are tasked with maintaining a public outreach program and ensuring their communities maintain a capability to communicate emergency public information.

Public information officers, with the help of Federal and State counterparts, develop programs and distribute materials to educate residents about CSEPP, protective actions, and emergency preparedness. Programs and materials are also developed to reach and address access and functional needs of populations such as the physically challenged, non-English-speaking residents, and the elderly.

CSEPP continued to support a Public Affairs IPT that serves as the central “think tank” for public outreach ideas and implementation strategies. As CSEPP transitions to a two-state program, this group has stepped up its strategic planning, synchronizing its charter with an updated work plan, while simultaneously aligning its plans with CSEPP’s overall strategic plan.

*“That’s why we felt safe. We knew the county was prepared.”
“When we started talking about sheltering kids [at school], there was some panic,” said one teacher. “We had to tell them, ‘we will take care of them [kids] and you [parents] take care of yourself.’”*

—Comments from focus group participants

CSEPP uses community surveys to evaluate the public’s awareness of chemical emergency warning methods, sources of information during an emergency, and willingness and ability to follow recommended protective actions. The surveys support the development of public outreach

and education efforts that have measurably improved the preparedness of individuals who live near CSEPP sites in the United States. During the fiscal year, FEMA also provided funding for focus groups and in-depth interviews in the Deseret and Umatilla communities to provide a final evaluation of the public outreach activities. The results of these studies have been shared with stakeholders in Colorado and Kentucky to help those communities plan their continued public outreach efforts.

Training



CSEPP continued its history of developing valuable training and public education materials. During FY 2012, CSEPP classroom training was conducted at National, State, local, and tribal levels for participants from the CSEPP community, as well as other Federal, State, and local agencies involved in homeland security. CSEPP training is distributed to many other communities across the United States in hardcopy formats and through the CSEPP Training website. Since 1999, the site has seen nearly 4,000,000 course downloads, including approximately 700,000 downloads in FY 2012.

Table 2: CSEPP Training List

CSEPP Training List
Classroom training: State, local, and tribal deliveries <ul style="list-style-type: none"> ▪ CSEPP Orientation ▪ CSEPP Chemical Awareness ▪ CSEPP Emergency Operation Center ▪ ACT FAST ▪ Use of Auto-injectors by Civilian Emergency Medical Personnel ▪ Response Phase Decontamination ▪ Personal Protective Equipment
Classroom training: Headquarters/Delivered on-site <ul style="list-style-type: none"> ▪ Contractor delivered Physician/ Emergency Medical Training ▪ CSEPP Multi Hazard Medical Training (Train-The-Trainer) ▪ CSEPP JICSAW IV ▪ CSEPP Information Technology (Public Affairs and Medical) ▪ CSEPP Advanced Information Technology ▪ CSEPP Spokesperson Training ▪ CSEPP Photography in Social Media Formats ▪ CSEPP Photo/Video workshop

CSEPP developed video training designed for emergency personnel who develop plans for administering assistance to individuals with access and functional needs during an emergency. This video was developed with assistance from FEMA's Office of Disability Integration and Coordination and was released in FY 2011. This video was awarded a 2012 Aurora Award, an international competition honoring excellence in the film and video industry. In early FY 2013, the CSEPP program released a video on Technological Hazards. This video summarizes the collective knowledge from both CSEPP and its sister program, the Radiological Emergency Preparedness Program, about emergency response to technological hazards—either accidental or intentional. A great deal of technical and practical information related to response to both chemical and radiological accidents has been generated by the staff of both programs, and this video captures and preserves this body of knowledge for the emergency management community.

In previous years, CSEPP has also produced videos on sheltering-in-place, evacuation, protection of pets and service animals, and response protocols for hazardous materials and medical professionals during chemical incidents. All of the CSEPP training videos can be streamed live or downloaded at <http://orise.orau.gov/CSEPP/>.

CSEPP has now sponsored two iterations of FEMA's Master Exercise Practitioner Program (MEPP). This nationally recognized program has prepared local community emergency management and healthcare leaders to design, test and evaluate their ability to respond to an all-hazards event. There are now 95 MEPP graduates within the CSEPP communities.

CSEPP EMBRACES WHOLE COMMUNITY CONCEPT

It is important to engage the Whole Community in how members of the community prepare for, respond to, recover from and mitigate disasters. As a concept, Whole Community is a means by which residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests. By doing so, a more effective path to societal security and resilience is built.

The Umatilla, Oregon, and Deseret, Utah, CSEPP communities that completed the safe destruction of their chemical stockpiles last year exemplified “Whole Community” concepts in emergency planning. Both communities built strong relationships with diverse community groups to ensure program goals were achieved.

A series of focus groups and in-depth interviews were conducted in the Umatilla and Deseret CSEPP communities in the spring 2012 as part of a public outreach evaluation process. During the interviews, residents and community leaders spoke about the partnerships that were formed by CSEPP and explained some of the lasting benefits of the program.

In Tooele County, Utah, a school administrator explained how CSEPP created a planning partnership between the emergency management agency, county health department and the county-wide school system. When the H1N1 Influenza pandemic occurred in 2009, school officials said that because of CSEPP, a planning infrastructure was already in place that included memoranda of understanding between the school system and county health department. The administrator said that because the planning relationships were already established, school officials needed only one meeting with the health department to discuss the specifics of the H1N1 response. This pre-existing relationship greatly reduced the amount of time necessary to plan for a new threat that may affect the community.

In Umatilla County, Oregon, the emergency management agency built a relationship with a home healthcare organization to assist in getting emergency information to residents with access or functional needs. The organization's administrator said that she developed a working relationship with emergency public information officers who provided her with information and materials that she then in turn shared with her home-bound clients. This partnership opened a communication channel with an important segment of the population that is sometimes difficult to reach with traditional outreach methods.

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Conclusion



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V. Conclusion

A reduction in the pool of talent and expertise is a major challenge that CSEPP faces as it transitions to a two-state program. A cornerstone of the national program was the sharing of best practices, resources, and expertise among the original eight communities. Over the past five years, more than half of the available pool of functional area experts have left the program. For example, staff from all CSEPP sites routinely supported federally mandated CSEPP exercises. The remaining two sites now only have support of staff from one other site versus several. This resource gap is being filled by other FEMA program personnel, contractors, and a limited number of volunteers who are able to help from closed out sites. In addition, FEMA Regions IV and VIII have been cross-training non-CSEPP regional staff and state employees, who already have extensive exercise qualifications and experience, to assist in conducting and evaluating CSEPP exercises.

Looking ahead to the start of disposal operations, Kentucky and Colorado face the challenge of maintaining a preparedness focus until agent destruction is started and completed. These communities continue creative public outreach and media campaigns that highlight all-hazards preparedness and maintain public awareness of emergency preparedness information.

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Appendix A: CSEPP Communities



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Appendix A: CSEPP Communities

CSEPP measures its progress against a system of 12 National Benchmarks. In FY 2012, all CSEPP communities maintained full benchmark compliance. CSEPP staff continued to use performance measures and worked closely with State, local, and tribal communities to improve community preparedness.

The following section provides detailed information, by CSEPP State, on FY 2012 Program activities.

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Pueblo, Colorado

The Pueblo Chemical Depot (PCD, located approximately 14 miles east of Pueblo, has safely stored chemical weapons since the 1950s. The depot occupies 23,000 acres and stores 8.5 percent of the original U.S. chemical weapons stockpile in the form of the blister agent mustard in mortars, projectiles, and ton containers.

Destruction of the stockpile is the responsibility of the Assembled Chemical Weapons Alternatives (ACWA) Program Manager. A chemical demilitarization facility is under construction at the depot.



FY 2012 Accomplishments

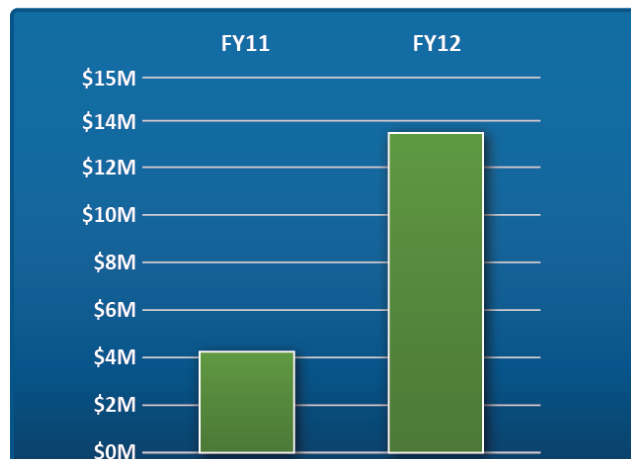
The Pueblo CSEPP community maintained compliance in all 12 benchmarks in FY 2012.

Pueblo County worked on the finalization of construction documents for the new Emergency Services Center (illustrated above) that will house the community's 9-1-1 center, emergency operation center, Joint Information Center, and CSEPP offices, and will enhance the abilities of communications officers, emergency officials, and public information professionals in the community through proximity, technology, and significant facility/environmental improvements.

A joint planning endeavor between the State of Colorado, PCD, and Pueblo County resulted in a CSEPP Recovery Plan that identifies the coordination and support activities that would be needed in the recovery phase in the event of a chemical event at PCD.

The Colorado Division of Homeland Security and Emergency Management created and distributed *An Elected Official's Policy Guide for Disasters and Emergencies*, a pocket guide that helps guide key officials through the decision making processes as they deal with emergencies or disasters.

Colorado CSEPP Programmatic Spending



The State Resource Ordering Process was redeveloped and demonstrated success during both the CSEPP annual exercise and the Colorado wildfire season that resulted in a Presidential major disaster declaration.

The decontamination facilities at the community's largest hospital were upgraded and integrated into the property to minimize maintenance and allow for increased functionality. In addition, two community response agencies were provided decontamination support vehicles through CSEPP funding. An audit of first responder PPE found CSEPP continues to provide adequate protective gear for the responders that may be impacted by an on-post accident.

The Pueblo community continued to train first responders and emergency officials to ensure all-hazards readiness. Staff developed a community wide training calendar and encouraged response partners to "team-up" by sharing facilitators, and/or mentoring smaller agencies.

Colorado CSEPP staff trained more than 550 people, including 40 law enforcement workers who received training from the CSEPP Medical Curriculum, and 150 students in public affairs/information, Incident Command System, new technology, photography, videography, and hazardous materials (HazMat) courses.

The Pueblo County Medical Preparedness Workgroup has been established and will be key in determining appropriate training for members of the responder/receiver community.

The community successfully integrated first responder training into the June 2012 CSEPP Annual Meeting. This provided local responders/receivers with the latest response concepts and tied the training to the Emergency Response Outcomes of CSEPP.

Wildland fires in the State taxed local resources. Members of the Pueblo community Joint Information Center staff and all of the CSEPP public affairs officers volunteered their time and expertise in the Waldo Canyon Fire Information Center. The Pueblo County emergency operation center was activated to support the efforts of the State emergency officials who were in the community for the CSEPP Annual Meeting. The community successfully exercised its emergency operation center, Joint Information Center, 9-1-1, and response capabilities during the annual CSEPP exercise in May.

Direct mail outreach materials included an emergency preparedness calendar and quarterly newsletters, and outreach was conducted at numerous community and school events.

The Colorado Division of Homeland Security and Emergency Management public information officer used social media tools learned in CSEPP New Technology and Joint Information Center

training to increase expertise throughout the State. County agencies and public information officers successfully incorporated Google mapping, Twitter, Facebook, and Google blogs in many of the Colorado wildfires.

CSEPP HELPS IMPROVE EMERGENCY OPERATIONS AND AGENCY COLLABORATION

The Pueblo County Emergency Services Center project funded by CSEPP offers emergency officials both a much needed upgrade of emergency management facilities and an opportunity to enhance agency collaboration. A refurbished judicial building basement, previously used as inmate holding cells, has been the community's only emergency operation center for more than 20 years. In addition, the community borrows space for the Joint Information Center when there is a need to coordinate information. The new facility will merge both the emergency operation center and Joint Information Center into one centralized location. It also will provide updated space to the Pueblo County Communication's Center (9-1-1). Developing a fiscally responsible plan for the building with an emphasis on functional design and expandable technology has been a 2012 priority for the Pueblo CSEPP community. A groundbreaking ceremony was held on December 12, 2012, and construction is expected to be completed in spring 2014.

Challenges

Distributing replacement backup batteries for tone alert radios to residents inside the CSEPP IRZ remains a high priority. Fifty percent of the radios in local households still require battery replacement. The community is planning events where citizens can bring their radio and have the battery replaced onsite.

As the chemical warfare agent demilitarization facility moves from a construction to systemization phase, the Pueblo CSEPP community has formed a Readiness Work Group. Looking toward the start of chemical warfare agent neutralization, ACWA and the Pueblo community are working together to assess public concerns about transportation of the associated chemicals through the community to PCD.

SUPPORTING THE COLORADO SPRINGS WILDFIRE RESPONSE EFFORT

During the 2012 CSEPP meeting in Pueblo, there was a call for volunteers to help staff the Joint Information Center in Colorado Springs for the Waldo Canyon Fires. I signed up for Thursday afternoon and evening.

When I got there, I found people with phones, information on whiteboards around the room, and a “BYOD” (or “Bring Your Own Device”) policy in place. As a calltaker, it was a little daunting to try to give information to callers without having much local knowledge, especially after the first mandatory evacuation order was lifted and people started calling to ask if they could go back home.

My CSEPP [ORISE] training with Google maps allowed me to bring up a map of Colorado Springs on my laptop and draw the area where the order had been lifted and set it as a default map.

When people called in, I was able to simply plug in their address and Google maps showed me if their home was in or out of the “safe” area.

Without the training from CSEPP, I wouldn’t have been able to help and would have had to constantly ask questions of an already overworked staff.

We handled dozens of phone calls that night relatively easily and quickly.

John Bobel

Public Information Officer, Lexington, Kentucky, Division of Emergency Management

Blue Grass, Kentucky

The Blue Grass Army Depot (BGAD) is located south of Lexington, Kentucky, in the town of Richmond. The depot sits on 15,000 acres and is responsible for the safe storage, monitoring, and ultimately the disposal of its stockpile of chemical weapons. The stockpile is maintained on 255 acres of land near the northern border of BGAD. Storage of mustard agent began in 1944, and nerve agent storage commenced in the mid-1960s.

FY 2012 Accomplishments

In FY 2012, the Kentucky CSEPP community maintained compliance in all 12 benchmarks.

In September, Kentucky, with Army and FEMA concurrence, modified its CSEPP emergency planning zones. Based on a review of the most recent risk studies, Estill County was designated as an IRZ county and Fayette County was designated as a PAZ county. As a result, Kentucky CSEPP now has two IRZs, six PAZs, and two host counties.



BGAD and all jurisdictions are fully automated with data transfer and WebPuff™ capability. The community implemented a new multi-purpose data collection server to share and obtain CSEPP and emergency management information, training records, and logistical accountability.

In May, Kentucky became the first State to connect to the IPAWS servers that gather and authenticate messages.

The community has been working toward meeting the Federal Communications Commission (FCC) mandate of narrow banding, where all VHF and UHF public safety and industrial/business licensees using 25 kHz land mobile radio systems must migrate to narrowband 12.5 kHz efficiency technology by January 1, 2013, to help reduce frequency band congestion. This project is expected to be completed on schedule.

To ensure full interoperability within the 10 communities, CSEPP is replacing non-P-25 with P-25 standard equipment. More than 500 handheld and mobile P-25 standard communications devices

were distributed to counties. The P-25 repeater replacement project is on track to meet the mandated FCC implementation date of 2013.

Powell County completed Phase I of its microwave system in FY 2012 to support emergency communications.

The Commonwealth of Kentucky planning staff is developing a coordinated plan template with a common emergency support function format that will allow county-specific adaptations.

In January 2012, Kentucky began construction on a new emergency operation center addition that is expected to be completed in the summer of 2013 (see picture on previous page). Clark, Jackson, Powell, Rockcastle, and Garrard counties continue to develop plans for new county emergency operation centers to be constructed in 2013. Fayette and Madison counties are developing plans for expansion/renovation of their emergency operation centers in 2013 and 2014.

All jurisdictions participated in quarterly Chemical Accident or Incident Response and Assistance and annual CSEPP exercises, with local emergency operation centers conducting in-house training on a regular basis. CSEPP personnel continue to support its sister CSEPP state, Colorado, by assisting in the evaluation of annual exercises.

In preparation of reception operations, the community has taken steps to provide shelter support by placing cots, blankets, and comfort kits in each of the counties. A storage shed was constructed in Laurel County that can hold up to 3,000 sets of cots and blankets.

Animal shelter trailers have been placed in Jessamine, Garrard, and Laurel counties to support reception operations. Animal shelter trailers will be added in Estill and Rockcastle counties in FY 2013. These trailers can be deployed to reception centers and have an environmental control system to temporarily secure pets.

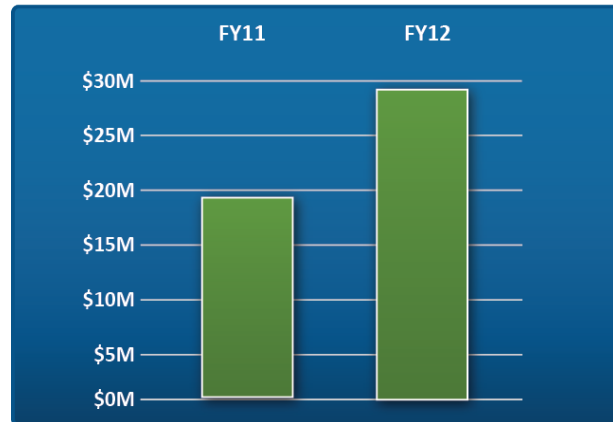


Outdated/Expired HazMat suits in the PAZ and host counties were replaced. Shelter-in-place kits were distributed, and protection initiatives were funded in Madison County.

All counties participated in first responder training, and an annual training event calendar was developed and distributed.

The community initiated a media campaign to refocus CSEPP awareness. Clark County purchased a media trailer for public information at community events and schools. A variety of public outreach materials were distributed including calendars, information brochures, the *KYEM Protector* (quarterly newsletter), and all-hazards information books.

Kentucky CSEPP Programmatic Spending



Challenges

FCC has mandated narrow-banding for 2013 with a goal of moving communications systems from analog to digital signals. This has presented many funding and equipment challenges. The cost of P-25 standard equipment (interoperable digital two-way wireless communications products that facilitate improved communications within and between agencies) is 25 percent more than the cost of non-P-25 equipment. In addition, the infrastructure to operate P-25 standard equipment is often proprietary and costly. Volunteer organizations (Fire, Search and Rescue, and HazMat teams) do not have the resources to purchase the equipment. The movement from wideband to narrowband also means the coverage of signal is reduced in distance because narrow banded systems do not have the same coverage as non-narrow banded systems.

CSEPP is funding several of these initiatives, and will conduct a communication study in FY 2013 to identify shortfalls so that budgets can be targeted for maximum impact to reduce the overall burden of significant cost.

KENTUCKY CSEPP ON THE FOREFRONT OF INNOVATIVE PUBLIC ALERT AND WARNING

In FY 2012, emergency managers in the Commonwealth of Kentucky CSEPP successfully tested the Integrated Public Alert and Warning System (IPAWS), making Kentucky one of the first States to connect with the multi-agency emergency population warning system that provides rapid, reliable, and effective communication during emergencies. The Commonwealth, along with Madison and Fayette counties, replaced obsolete analog emergency alert system encoders with the new Digital Alerting Systems, (DASDEC). Local broadcasters in the CSEPP region also replaced their encoders with equipment that enabled them to broadcast common alerting protocol messages and meet FCC requirements. A key feature of the common alerting protocol format is its ability to transmit Cellular Mobile Alert System (CMAS) warnings to Wireless Emergency Alert (WEA) capable smart phones.

Geocoded Cellular Mobile Alerts to cell and smart phones using the IPAWS open “Short Message Service (SMS) Type 90 Character Message” is expected to be a valuable warning to the public during a CSEPP event. CMAS Alerts to Wireless Emergency Alert capable devices will enable warnings to be targeted to very specific populations, such as a 10-mile stretch of I-75 that may be blocked during an emergency. Warnings can be transmitted to every device travelling within cell tower range of the hazard area. Travelers from out of state will receive the same warnings as citizens in the local area, potentially saving more lives during an actual event.

Anniston, Alabama

The Anniston Army Depot is located in Calhoun County, Alabama, on more than 25 square miles of land. It stored 7.2 percent of the Nation's original chemical weapons stockpile. In September 2011, the DA completed the safe destruction of the stockpile and the community began CSEPP closeout procedures. The Anniston CSEPP community maintained benchmark compliance until the end of its preparedness phase.



FY 2012 Accomplishments

The six participating CSEPP counties, the State of Alabama, FEMA Region IV, DA, and FEMA Headquarters successfully completed the closeout of the Alabama CSEPP. Several major projects were completed during program closeout.

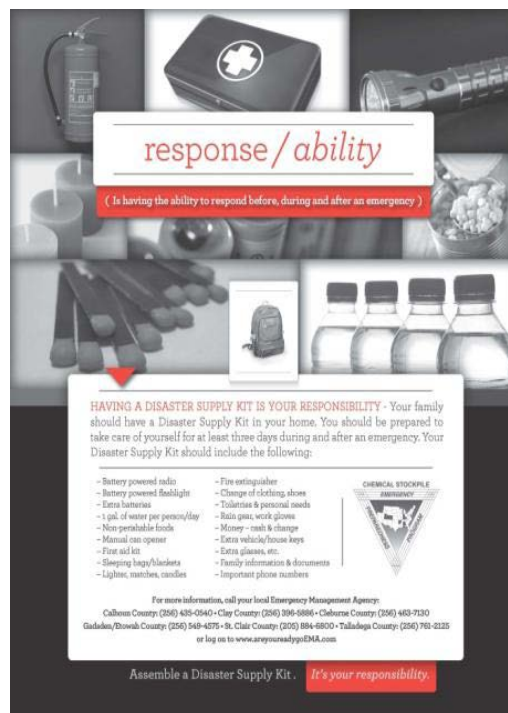
The community initiated a public outreach campaign to explain to residents that the risk from the chemical stockpile was removed and educate them about their role in all-hazards emergency planning, response, and recovery after CSEPP.

Previously funded CSEPP positions in communities were transitioned to other employment in government and the private sector.

Last year, the community formed a Regional Radio Board, which required the passage of new legislation from the Alabama legislature, to manage the 800 MHz public safety radio system infrastructure. The Calhoun-Talladega County system was smoothly transitioned from CSEPP to the Board on April 1, 2012. The value of this radio system is approximately \$30 million, considering both the communications infrastructure and mobile and portable radios.

Alabama CSEPP leaders evaluated the lessons learned from their participation in the program and detailed their observations to FEMA and DA in a letter dated April 17, 2012. They noted challenges early in the program in bringing together the stakeholders necessary to identify needs and advance program goals. “Despite a beginning that was characterized by reserved and cool interaction, it has developed into a close-knit team in which the many stakeholders have now become accustomed to carrying out their roles in the open environment of the IPT and to addressing issues together.”³

The letter contained a retrospective of tasks that staff would have done differently with the benefit of hindsight. These tasks included:



- Spent more time and money on public education earlier in the program to remove/minimize stumbling blocks that hampered progress.
- Focused on emergency operation center development and training versus automation initiatives.
- Funded only fully tested preparedness approaches and products, despite other pressures.
- Broadened their focus beyond the storage/disposal threat to encompass a comprehensive, all-hazards emergency management effort.
- Dealt much earlier with sustainability in the post-CSEPP environment of people; alert and notification and communications equipment; and supplies.
- Encouraged Federal leadership to recruit employees with local government experience earlier in the process for community liaison positions.

³ Letter from the Alabama CSEPP IPT members to Ms. Terry Hobbs Chief, CSEPP Branch, Technological Hazards Division, DHS/FEMA and Mr. Richard W. Brletich, Chief, Chemical Stockpile Emergency Preparedness Program Office Headquarters, U.S. Army Chemical Materials Agency. April 17, 2012.

- Avoided budget approaches that placed State, local, and tribal jurisdictions at odds with one another and encouraged the State and subgrantees to work more closely toward common objectives.
- Streamlined funding processes to speed local public safety purchases and simplify the integration of Federal funding into local budgets.
- Encouraged more study of CSEPP and its lessons learned in program management and in Federal, State, and local relationships.

The leaders summarized the overall benefits of CSEPP to Anniston area:

“At the emergency management level, the program provided many very important and very visible contributions, e.g. jobs and staff; enhanced EOCs; communication, alert and notification, and protective equipment; training; special needs data; exercises; and public information materials. But it also made many very important but less obvious contributions too: a more informed and better prepared public for all-hazards; emergency management leadership, skill, and career development; and a more cohesive team of local emergency managers and responders.”⁴

As previously done with other sites that have closed out of CSEPP, the lessons learned have been collected and disseminated to other sites within the program to assist with close out activities.

⁴ Ibid

Umatilla, Oregon/Washington

The Oregon CSEPP community consists of Morrow and Umatilla counties, which surround the Umatilla Chemical Depot (UMCD, the Confederated Tribes of the Umatilla Indian Reservation (CTUIR, and Benton County, Washington. The Depot is located 8 miles west of Hermiston, Oregon, a community of more than 14,000 residents. UMCD completed destruction of its chemical stockpile in October 2011, and the community successfully closed out its program in April 2012.



The Umatilla CSEPP community maintained benchmark compliance until the end of its preparedness phase.

FY 2012 Accomplishments

During the fiscal year, several major projects were completed for the disposition of equipment that was purchased with CSEPP funds and transitioned to local governments.

In the absence of risk from the stockpile and associated Federal support, Oregon disassembled its alert and notification system and transferred sirens to other Oregon counties. Citizens returned their tone alert radios to recycling sites. Certain components of the system were transferred to the National Weather Service. In Washington State, the alert and notification system was also disassembled, and sirens were sent to State surplus to be sold. Citizens returned TARs to recycle sites or disposed of the TARs units. Certain components in Washington were also transferred to the National Weather Service.



The Morrow, Umatilla, and Benton County emergency operation centers are still in use and are being maintained by their respective county governments. With some exceptions, overpressurization systems were removed in Oregon (no overpressurization systems were in Washington). Electronic signs on State highways in the Oregon and Washington CSEPP counties

were transferred to their respective State departments of transportation for continued use and maintenance.

The interoperable public safety communication system was also transferred to State, local, and tribal governments for continued use. In Oregon, components were transferred to the newly created Umatilla/Morrow Communication District, which assumed ongoing maintenance of the system. Some of the infrastructure was transferred to the Oregon Department of Transportation. First responders in Oregon retained communications equipment and the ongoing maintenance was assumed by their local government. In Washington, certain components were transferred to Benton County and first responders retained communications equipment.

Shelter supplies, emergency generators and protective clothing and equipment were transferred to the Oregon Red Cross or local governments for continued use.

Deseret, Utah

The Deseret Chemical Depot (DCD) is located approximately 29 miles south of Salt Lake City, Utah. Chemical storage at DCD began in 1942 and was originally the Nation's largest single chemical munitions storage site with more than 44 percent of the stockpile. The nerve and blister agents at DCD were in a variety of munitions (cartridges, projectiles, rockets, bombs), spray tanks, and ton containers.



Destruction of the portion of the stockpile at DCD began in 1996 and was completed in January 2012. The state of Utah, Tooele County, and Salt Lake County participated in CSEPP.

The Deseret community maintained benchmark compliance until the end of its preparedness phase.

“The addition of a state-of-the-art EOC in Utah has represented one of the most significant upgrades to the State’s emergency management efforts. The strategic partnership between FEMA and the State of Utah has directly contributed to the planning, funding, and construction of this vital facility, which will significantly enhance our capabilities to coordinate the information and resources necessary to mitigate, prepare for, respond to and recover from emergencies, disasters and catastrophic events.”

—Kris Hamlet, Deputy Director, Utah Department of Public Safety, Division of Emergency Management

FY 2012 Accomplishments

Renovation of existing space for the State emergency operation center was completed in February. Originally approved for funding in fiscal year 2010, this project experienced some challenges that delayed its completion. However, FEMA and the Army maintained their joint commitment to completing this all-hazards facility as a significant CSEPP legacy. Financed by State and CSEPP funds, this state-of-the-art facility is equipped to manage the complexities of emerging challenges in emergency management for years to come.

The major CSEPP effort in Utah during FY 2012 was the planning and implementation of closeout. In addition to the State emergency operation center, CSEPP leaves the community outfitted with the CSEPP-funded Tooele County emergency operation center that will continue to operate for all hazards.

With some reconfiguration, the siren warning system constructed with CSEPP funds will remain in support of the county. Some the sirens located on Army facilities will remain and be maintained by the installation. The five communications sites in the mountains of Tooele County will continue to operate in support of Tooele County's emergency response. CSEPP electronic message reader boards, both mobile and fixed, will be used during emergency responses. The Joint Information Center in Tooele County will continue to host combined public affairs teams during emergency operations.

Personnel adjustments occurred throughout the Utah CSEPP community. In some instances, county employees previously funded by CSEPP were retained by their respective county governments. Several employees announced retirements and others have sought employment outside government.

“CSEPP was a success, and I think critical to that was the very good relationships between community and government officials.”

—Tooele County Community Leader in focus group



FEMA Region VIII CSEPP personnel worked closely with Utah CSEPP managers to guide them through the closeout process and the successful closure of cooperative agreements.

In May 2012, the Deseret community participated in a series of focus groups and in-depth interviews to provide a final evaluation of their public outreach efforts. Although the researchers asked questions specific to public outreach, respondents repeatedly noted how the value and legacy of CSEPP will benefit the community long after the program ends. Elected officials discussed how the CSEPP training, exercises, and planning brought together disparate groups for a single purpose of assisting the community prepare for all-hazards emergencies. In spring 2012 the community participated in a non-CSEPP community-wide exercise on earthquake preparedness. Respondents in the focus groups and interviews said that their community is better prepared for all hazards because of CSEPP.

Appendix B: CSEPP Stakeholders



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Appendix B: CSEPP Stakeholders

- State of Colorado
 - Pueblo Chemical Depot
 - Colorado Division of Homeland Security and Emergency Management
 - Pueblo County (IRZ)
 - Pueblo City-County Health Department
- Commonwealth of Kentucky
 - Blue Grass Army Depot
 - Kentucky Division of Emergency Management
 - Clark County (PAZ)
 - Estill County (IRZ)
 - Fayette County (PAZ)
 - Garrard County (PAZ)
 - Jackson County (PAZ)
 - Jessamine County (Host)
 - Laurel County (Host)
 - Madison County (IRZ)
 - Powell County (PAZ)
 - Rockcastle County (PAZ)

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Appendix C: Acronyms and Abbreviations



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Appendix C: Acronyms and Abbreviations

ACWA	Assembled Chemical Weapons Alternatives
CA	Cooperative Agreement
CDC	Centers for Disease Control and Prevention
CFR	Code of Federal Regulations
CMAS	Cellular Mobile Alert System
CSEPP	Chemical Stockpile Emergency Preparedness Program
CTUIR	Confederated Tribes of the Umatilla Indian Reservation
DA	Department of the Army
DCD	Deseret Chemical Depot
DHS	Department of Homeland Security
DoD	Department of Defense
EOC	Emergency Operations Center
FCC	Federal Communications Commission
FEMA	Federal Emergency Management Agency
FY	Fiscal Year
HazMat	Hazardous Materials
HAZWOPER	Hazardous Waste Operations and Emergency Response
IPAWS	Integrated Public Alert and Warning System
IPT	Integrated Process Team
IRZ	Immediate Response Zone
JIC	Joint Information Center
LCCE	Lifecycle Cost Estimate
MEPP	Master Exercise Practitioner Program
MOU	Memorandum of Understanding
OSHA	Occupational Safety and Health Administration
PAZ	Protective Action Zone
PCD	Pueblo Chemical Depot
PIO	Public Information Officer
PPE	Personal Protective Equipment
TAR	Tone Alert Radio
U.S.C.	United States Code
UHF	Ultra High Frequency
UMCD	Umatilla Chemical Depot
USACE	U.S. Army Corps of Engineers
VHF	Very High Frequency

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Homeland
Security