

**MEMORANDUM FOR THE RECORD**

Event: Bruce Baughman, former Director of the Planning and Readiness Division, FEMA and former Director of the Office of National Preparedness, FEMA (currently the Director of the Alabama Emergency Management Agency (AEMA)).

Type of event: Interview

Date: November 17, 2003

Special Access Issues: None

Prepared by: Mark Bittinger

Team Number: 8

Location: GSA NCR Office, Washington, DC

Participants - Non-Commission: Bruce Baughman

Participants - Commission: Kevin Shaeffer; Mark Bittinger

U N C L A S

1. Bruce Baughman's Background: Baughman has spent 30 years in the emergency management field. He served five years with the USMC, then four years with AEMA and then took a senior executive service (SES) position with FEMA in 1993. He was involved in the response to the Oklahoma City bombing in 1995.

Within Alabama there are two separate departments for homeland security and emergency management. Department of HLS is responsible for prevention/protection and the EMA is responsible for response/recovery.

Baughman does not stay in contact with Joe Allbaugh, the former FEMA Director.

2. FEMA AARs: FEMA completed two AARs. One for FEMA HQ, check with Dave Garrett, Exercise and Corrective Action Program and one for WTC, check with Mike Byrne, now with Microsoft, formerly with National Capital Region, DHS.

Each AAR is linked to the declaration number that was assigned to each disaster.

He concurs with Ted Monette's comment that the "AA system is broken, we now have a Remedial Action Management Plan (RAMP)." Dave Garrett maybe in charge or would know who is in charge.

3. Events on 9/11: Baughman was at his desk and turned on the TV. The second plane confirmed a terrorist attack. Attacks rank orders Level 1 through Level 3. 9/11 was declared Level 1. US&R teams, 12 ESFs and other agencies were alerted. Joint Task Force Civil Support. Standard checklists for each.

COMMISSION SENSITIVE  
UNCLASSIFIED

The Nasquali earthquake near Seattle, Washington on February 28, 2001 was FEMA's most recent "Level 1" alert/response prior to 9/11. The 6.8 earthquake rocked the Pacific Northwest for 45 seconds and injured dozens of people, several critically.

6 ESTs were in existence prior to 9/11, 2 are on-call each month (Red, White, Blue). Mount Weather is manned 24 hours a day.

Priorities and Operational Requirements were set by FEMA Region II and the State of New York. FEMA activated 8 US&R teams, 1 mortuary team and 1 Management Support Unit (MSU).

Transportation lined up by ESF 1. Department of Transportation has an Office of Emergency Transportation, a FAA employee located at Hartsfield coordinated with FEMA.

Conference calls were held with all FEMA regions. Calls served to tap for needed staff. Great concern of secondary attacks.

Convened a meeting at Executive Information and Display Area (EIDA), FEMA. Catastrophic Disaster Response Group (CDRG) is brought together three times a year for coordination purposes and during real world events such as the Nasquali earthquake in February 2001. The CDRG put together the Consolidated Situation Report, the "morning report" for the president.

Baughman personally briefed the president three days during the response operations. Initially, senior FEMA leadership was out of town.

Declarations: 501(b) declaration, preeminent Federal responsibility

- Can deploy resources to mobilization (mob) center
- Can not employ without declaration
- Category A
- Category B

Other AARs:

(any question regarding contacts, call FEMA Ops Center at  POC: Vicky Laird)  
USACE may have an excellent AAR, Ed Hecker

DOMS

DOT, OET, Jane Banni

American Red Cross

Public Health Service (PHS), ESF 8 – Health and Medical, Adm. Bob Knouss; Operations Officer Gary Moore

US&R, ESF 9, Mike Tammillow

EPA, Office of Emergence Response

4. Events on 9/12: President Bush came to FEMA's Ops Center on Sept. 12. Joe Allbaugh briefed him daily at the White House from Sept 13 (Day 3) on. Mike Brown, was nominated but

COMMISSION SENSITIVE  
UNCLASSIFIED

2

COMMISSION SENSITIVE  
UNCLASSIFIED

not confirmed as the Under Secretary for Emergency Preparedness and Response at the Department of Homeland Security and Lacy Suiter was stepping down.

Reynold N. Hoover is director of the Office of National Security Coordination in the Department of Homeland Security's Federal Emergency Management Agency (FEMA).

6. FEMA HQ Management of Response: National Emergency Management Team (NEMT), Cathy Light, focused on COG.

NSC, PEOC: Dick Clarke chaired a secure video conference and executed a COOP, though key agencies were not on the video conference. GSA for example should have been plugged in, they were not on the video conference. There is a need to restructure.

7. Federal Reimbursement: President Bush amended declaration on Sept. 18 to authorize 100% reimbursement. According to Baughman this is not uncommon.

8. FEMA Response in NYC: 1 US&R team was destroyed in WTC; see US&R AAR, Task Force Leaders meeting in Las Vegas, June 2002.

Review Baughman's matrix.

Talk to Mike Byrne, he served in on-scene operations at WTC and has prior FDNY and NYC OEM experience.

Talk to Jerry Hauer, now with the READI (Response for Emergencies and Disaster Institute), 703-726-3700.

First Responder Initiative, February 2002

- USG keeps throwing money at terrorism without any measurable progress (\$4 billion to date)
- Every state needs a minimum initial strike capability (use California or Florida standards or NFPA standards)
- DHS has already completed
- Then rate US&R teams either heavy, medium or light rescue
- We need National Resource Typing
  - What are the metrics?
  - There is a working group between FEMA and NEMA on resource typing, but they are taking too long and once agreement is reached it will be 3 years before the standards are adopted
- Will ODP buy off on the needed equipment list, a standard equipment list (SEL)?
  - ODP and the Office of State and Local Government Coordination have no first responders on staff, they are essentially grants men.
- Office of National Preparedness (ONP) is "effectively dead" according to Baughman.
  - ONP Recognizing a need for greater coordination among federal agencies in responding to a terrorist attack, President Bush administratively created the ONP on May 8, 2001. Understanding its key role and experience as the coordinating agency for natural disasters in the Federal Response Plan, the President located the ONP within FEMA.

COMMISSION SENSITIVE  
UNCLASSIFIED

- The ONP has as its mission the task of providing “leadership in the coordination and facilitation of all federal efforts to assist state and local emergency management and emergency response organizations with planning, training, equipment and exercises necessary to build and sustain capability to respond to any emergency or disaster.”
- In carrying out this mission statement, the ONP is focusing on three general areas that include:
  - Equipping first responders
  - Improving coordination
  - Increased accountability of the agencies involved
- ALL-HAZARDS APPROACH, NEED A BALANCE BETWEEN TERRORISM AND NATURAL DISASTER RESPONSE
  - A bifurcated program, we are now letting terrorism overshadow our preparedness and response to natural disasters
  - See the “Big 7’s” views on the all-hazards approach
- During Hurricane Andrew FEMA had no operational capability
- NEED MORE EMPHASIS ON DELIBERATE PLANNING IN EMERGENCY MANAGEMENT!

9. FEMA Interaction with FBI: The FBI had a special agent at the FEMA EOC and Steve Sharro was FEMA’s liaison at the FBI, but he was given the “mushroom treatment” and kept in the dark about key operational issues. Sharro is now the Training Director and Head of the Emergency Management Institute (EMI), FEMA.

“Intel fusion is broken.” There are separate streams of information: FBI, DHS, DoD NORTHCOM.

Governors are not getting intel information from the FBI.

No “red teaming” is taking place as to why a given target is on a target list. “Why is this target on the list?” needs to be asked.

Eric Tolbert, appointed director of the Response Division of the Emergency Preparedness & Response Directorate/FEMA, in DHS in March 2003.

There is an overlap of the Victims of Crime and other funds; a duplication of effort; need a MOU between FEMA and DOJ, Bureau of Justice Programs. A POC is Larry Zensinger, Deputy Division Director for the Recovery Programs.

10. International Assistance: A problem of resource typing. What exactly is coming? At what standard? FEMA let the State Department handle these offers of assistance. FEMA provided a list of essential requirements. Many teams were observers. The French flew into Mexico City and drove to New York City.

11. Debris Management: Alan Morse, USACE is the leading authority on debris management.

COMMISSION SENSITIVE  
UNCLASSIFIED

12. Infrastructure Recovery Workgroup (NYC): Talk to Jerry Hauer.

13. Environmental Monitoring: The statute is not geared to measure LONG-TERM health issues; re-look plans, procedures and regulations.

14. FEMA State Agreement: Signed by FEMA and the State of New York on Sept. 20. It's a contractual document that acknowledges the state coordinating officer.

15. ONP, FEMA and OHS: ONP from its creation in May 2001 to January 2002 was dysfunctional. OHS setting the national strategy after 9/11. Color-coded system, but does it answer "What is the threat?" What region or sector of the country is at increased risk?"

9/11 was a broken "intel piece."

FRP becoming NRP, jury is still out on the NRP. Talk to Albert Ashwood, State Director of Oklahoma (he lost a sister-in-law in the Oklahoma City bombing).

16. Training: FEMA "did abdicate its role in training first responders." James Lee Witt, Senator Shelby and Senator Gregg set up ODP. As it relates to the 9/11 response, the U.S. would have been "18 months better off nationally in the area of training." Lack of FEMA-led training had no effect on New York City on 9/11.

17. Watershed Events:

- Mirage Gold, a five-day exercise in October 1994 that involved more than 1,000 officials and played out a scenario in which members of a fictitious militia group, the Patriots for National Unity, threatened to explode a nuclear bomb in New Orleans.  
<http://www.specialoperations.com/Domestic/DOE/NEST.htm>
- Oklahoma City bombing
- PDD-39, Coordinating Subgroup (CSG), prior to OKC only intelligence agencies were member, after OKC, FEMA, Public Health Service and EPA were added.
- FRP

18. Lessons Learned:

- (1) NEED A FULLY TYPE-RESOURCE ORDERING SYSTEM (how do you ensure you get what you're asking for?)
- (2) Need a good EOC, with a COOP plan to back it up