

**TRANSPARENCY AND TRAINING: PREPARING  
OUR FIRST RESPONDERS FOR EMERGING THREATS  
AND HAZARDS**

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**HEARING**

BEFORE THE

SUBCOMMITTEE ON EMERGENCY  
MANAGEMENT, INTERGOVERNMENTAL RELATIONS,  
AND THE DISTRICT OF COLUMBIA

OF THE

COMMITTEE ON  
HOMELAND SECURITY AND  
GOVERNMENTAL AFFAIRS  
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# **TRANSPARENCY AND TRAINING: PREPARING OUR FIRST RESPONDERS FOR EMERGING THREATS AND HAZARDS**

**TUESDAY, MARCH 25, 2014**

U.S. SENATE,  
SUBCOMMITTEE ON EMERGENCY MANAGEMENT,  
INTERGOVERNMENTAL RELATIONS,  
AND THE DISTRICT OF COLUMBIA,  
OF THE COMMITTEE ON HOMELAND SECURITY  
AND GOVERNMENTAL AFFAIRS,  
*Washington, DC.*

The Subcommittee met, pursuant to notice, at 2:34 p.m., in room SD-342, Dirksen Senate Office Building, Hon. Mark Begich, Chairman of the Subcommittee, presiding.

Present: Senators Begich and Heitkamp.

## **OPENING STATEMENT OF SENATOR BEGICH**

Senator BEGICH. Good afternoon and welcome to the Subcommittee on Emergency Management, Intergovernmental Relations, and the District of Columbia. We are here to examine the challenges posed to first responders by the transportation of hazardous materials over the road and rail and to discuss the opportunities that exist to train emergency response officials for this emerging hazard.

I am happy to have Senator Heitkamp with us today. I know she will provide insight into the recent derailment of a train carrying crude oil through Casselton, North Dakota, and the role that first responders played in addressing the threat to the community.

As the demand for domestic energy production continues to grow, so does the risk to the Nation's transportation infrastructure, including railroads and major transportation corridors that run through cities and small communities across the country.

While this boom in production and demand is good for business, those who live and work along heavily trafficked transport routes must be assured their first responders are equipped and trained to address the incidences that may occur.

The Chairwoman of the National Transportation Safety Board (NTSB) recently admitted the large-scale shipment of crude oil by rail simply did not exist 10 years ago and indicated that our safety regulations needed to catch up with this new reality.

According to the Association of American Railroads' (AAR) Annual Report on Hazardous Materials, crude oil shipments by rail have increased more than 400 percent since 2005. The first responder

community must prepare for any scenario and must be equipped and trained to respond to emerging threats driven by population growth or economic forces.

Yesterday marked 25 years since the *Exxon Valdez* disaster affected residents, businesses, and wildlife throughout my own home State of Alaska. This disaster required a response from every level of government as well as the private sector and volunteer organizations. Events like this show the vital importance of local response and emphasizes the need to adapt to threats that emerge.

Communities must know what to prepare for, and those that transport critical resources must be a partner in supporting safe transportation routes that help grow our economic sector.

I look forward to hearing from our witnesses to discuss the Federal, State, local, and private sector role in the development of training for first responders. Assuring our emergency response personnel are ready for any type of incident is shared investment, benefiting communities across the country, and we must continue to support these efforts in the future.

Let me pause there, and I will ask Senator Heitkamp to give some opening remarks. Then we will go to the panel. I will not be able to be here throughout the whole meeting. I am going to ask Senator Heitkamp to chair the full meeting once I depart, but I really appreciate the panel being here.

Let me again turn to Senator Heitkamp, who has a very recent incident in her own home State. Senator Heitkamp.

#### OPENING STATEMENT OF SENATOR HEITKAMP

Senator HEITKAMP. Thank you so much, Chairman Begich, and thanks for organizing this hearing. I think I have said way too often that as we look at this mammoth increase in the amount of crude oil that we are moving on the rails, it raises really three areas that we need to concentrate on:

No. 1, the prevention of derailments. In a room much like this, we had a long conversation with a number of railroad officials on how we could provide better support for prevention of derailments.

The second issue is really minimizing and mitigating the consequences of a derailment. In that case, we had a long discussion about tank cars and what should those tank cars look like. How should we classify the nature and the characteristics of the crude that is going into the tank cars? What do we need to do in terms of speed and routing to prevent catastrophic results if we have a derailment?

So those are all critically important, which I am familiar with as a former Attorney General who worked very closely during my tenure not only with the Fire Marshals Service, under the jurisdiction of the Attorney General, but the entire fire service in the State of North Dakota. It is volunteers like Tim here, who is the chief of the Volunteer Fire Department in Casselton, North Dakota—I might mention my dad was chief for about 30 years in Mantador, North Dakota, so I know it can be a thankless job getting those guys to show up and do the training—and I know you guys do it well, and that is a huge part of our first response effort, especially in rural communities. Also I know we have someone here from the

Federal Emergency Management Agency (FEMA) with whom we are going to have broader conversations.

If we are going to continue what we think is this energy renaissance that has been so critical and so important to America's future, we need to figure out safety of the transport of this material.

So, just to give you some idea on how quickly this has become an issue, and not to disagree with the Chairman on numbers, but we think there has been a 6,000-percent increase over 5 years of the amount of oil cars that is moving on the rails. I think that has raised questions not only in our State but across the country. I get many op-ed pieces, many letters to the editor, many articles from places all over this country that are seeing these key trains or these unit trains of oil saying, "What do you want us to do?" Or, "Should we allow this in our community?" It has really raised the issue of legitimate discussion about how we continue this energy renaissance, how we continue the transportation of this product, but do it in such a way that we have broad-based support.

And to me, one of the first things that we need to focus on in preparation of our first responders, for really two reasons: No. 1, it will mitigate the loss of life and property in our communities and in our rural areas wherever these derailments take place; but equally important, it will minimize the loss of life of our first responders.

I do not think in this country we take it for granted, but occasionally we just think, oh, the firefighters will show up and they will take care of the problem. And I think sometimes we do not understand the risk that is inherent with that commitment to the public safety. We saw that in Casselton with the Casselton Volunteer Fire Department, and we are so proud of what Chief McLean has done in our State. But he also, I think, has an experience that a lot of other folks have not had.

What you cannot see from this photo is you cannot see the height of that explosion. And if I could show you the train underneath, it would just be a little line underneath that. In fact, that was so tall that the chief called the Federal Aviation Administration (FAA) and said, "We have a problem with airspace over Casselton." And so I think when you look at that, I think any first responder, any person who has been trained, would say, "What do you do with that?"

And there is the good news, if there is any good news out of this. The good news is that it is out in the middle of a field, and the spill eventually ended up in a ditch. Because the ground was frozen, some of the environmental impacts of that spill were mitigated as well. But there is not anyone who does not look at that and say, "What happens if that was in my community? What would we do?"

And so today I am hoping that we will continue this discussion with Federal officials and industry officials on how we can better prepare our communities, how we can better prepare our first responders. And I have to say I have not had any conversations with anyone in the railroad industry where they have not talked about first responders, where they do not understand and appreciate the commitment that is out there. I think as we look forward—we have spent a lot of time with the Department of Transportation (DOT) on a couple of the derailment and mitigation issues—it is only ap-

appropriate that FEMA is here as an important and significant Federal partner in providing that umbrella of training.

No one likes to think like this, but it did not have to be a derailment. That could be an act of terrorism. We all know that type of event is one of the things we want to prevent those as much as we can. We are working to prevent any kind of event. But we also need to have the ability to appropriately respond.

So I am looking forward to this discussion, and I am looking forward to the fact that this will not be the only discussion we have on this, that we will, in fact, be looking at follow-through and followup, and that we make this part of the discussion as it relates to this energy renaissance.

Senator BEGICH. Thank you very much, Senator Heitkamp.

Also, I am going to modify my own data point, because when you say 400 percent, it sounds like a lot, but actually the number when you look at it—and I am trying to remember the exact numbers, but 4 or 5 years ago, the total amount of train cars moving oil on tracks was about 4,000 to 6,000 cars in a year. Last year, 400,000 train cars moving oil on the tracks. This year it will go up again. The number is significant, and I think that is the point. I think every person may it be local, the private sector, the train operators is interested in making sure this moves in a safe manner, because as we both come from oil and gas States, we recognize the renaissance that is here. We are becoming more and more independent on our own sources of oil and gas. We will continue to be as time goes on. So it is not a question of this is temporary or this might go away. This is a reality, and how we manage it in the safest possible way is critical. And so this hearing—and I do want to thank Senator Heitkamp for requesting this hearing. This is an important conversation we all need to have.

So, again, I want to thank the three panelists here, and I am going to go down this row here, and I will first introduce Mike King. You have the longest title, I want you to know: Acting Director of the National Training and Education, Superintendent of the Center for Domestic Preparedness, Federal Emergency Management Agency, U.S. Department of Homeland Security (DHS). In other words, you are the guy that helps to train the people to make sure it is safe. So I really appreciate you being here, and FEMA has always been very receptive to this Committee and attending and participating.

So let me start with Mike, and then I will just introduce each one of you, then go right down the list, if that is OK.

**TESTIMONY OF MIKE KING,<sup>1</sup> ACTING DIRECTOR OF NATIONAL TRAINING AND EDUCATION, SUPERINTENDENT OF THE CENTER FOR DOMESTIC PREPAREDNESS, FEDERAL EMERGENCY MANAGEMENT AGENCY, U.S. DEPARTMENT OF HOMELAND SECURITY**

Mr. KING. Chairman Begich and Senator Heitkamp, good afternoon. As I was introduced, I am Mike King of the Federal Emergency Management Agency, and I am the Acting Director of National Training and Education, and I am also the Superintendent

<sup>1</sup> The prepared statement of Mr. King appears in the Appendix on page 21.



of the Center for Domestic Preparedness in Anniston, Alabama. On behalf of Secretary Johnson and Administrator Fugate, thank you for the opportunity to discuss FEMA's training programs.

As you know, FEMA's preparedness grant programs have contributed significantly to the overall security and preparedness of the Nation. We are more secure and better prepared to prevent, protect against, mitigate, respond to, and recover from the full range of threats and hazards the Nation faces than we have been at any time in our history. This enhanced national preparedness is a direct reflection of our ability to plan, organize, equip, train, and exercise better at all levels of government.

FEMA's training programs are designed to complement the programs within the State, local, tribal governments, and the private sector, while maximizing training resources and facilities owned by FEMA or operated by its training partners.

To ensure that the training experience is high quality and is close to real-world as possible, FEMA uses world-class training facilities capable of simulating a variety of incidents and situations, including tanker car accidents and medical treatment and patient management in a fully operational hospital. In these specialized facilities, students can also detect, monitor, and sample toxic chemical agents, biological materials and radiation sources, and appropriately address explosive materials.

FEMA's training and education programs provide specialized and advanced critical knowledge, skills, and abilities for the first-arriving emergency responder as well as for advanced technicians and specialists. They also incorporate an all-hazards approach to terrorist acts, accidents, and natural disasters.

These programs are facilitated by nationally recognized subject matter experts who hail from the community of practice at the State, tribal, local, and territorial levels of government. Each of FEMA's training and education institutions works closely with industry to keep pace with advancements in technology. This ensures the training offered includes the most current equipment, such as hazardous materials detection equipment, personal protective equipment, plume modeling software, and human patient simulators. These resources are critical for successful training and are not uniformly available through State, local, and tribal resources.

In regards to hazmat training in particular, FEMA has 290 instructor-led and 14 web-based training programs that directly relate to hazmat response operations, incident management and planning, health care, public health, environmental health, and emergency medical response to mass casualty incidents.

Over the past 5 years, FEMA's all-hazards hazmat training has been delivered to more than 725,000 emergency management and response professionals from all 50 States, the six territories, and the District of Columbia. An additional 6 million students have taken web-based training through FEMA's independent study programs.

In addition to the annual reoccurring programmed training conducted by the FEMA enterprise, the fiscal year (FY) 2013 Continuing Training Grants included a \$1 million grant directly related to hazmat training for first responders, and FEMA antici-

pates funding an additional \$2 million for hazmat training through the same competitive process in 2014.

In summary, FEMA works to complement State, territorial, local, and tribal efforts to be prepared for hazmat incidents by providing sound, accessible, world-class training and education through their resident campus training, mobile training teams, and independent study programs. Ultimately, these efforts help our partners identify and address their capability gaps before an incident occurs—making them better prepared for potential hazards such as hazardous materials incidents.

I want to thank you for the opportunity to discuss these important programs, and I am happy to answer any questions you have.

Senator BEGICH. Thank you very much.

Let me now introduce Chief McLean, Casselton Fire Department, Wheatland, North Dakota. Thank you very much for being here.

**TESTIMONY OF TIM MCLEAN,<sup>1</sup> CHIEF, CASSELTON FIRE  
DEPARTMENT, WHEATLAND, NORTH DAKOTA**

Mr. MCLEAN. Thank you. Good afternoon, Chairman Begich and Senator Heitkamp. I am Tim McLean, fire chief in Casselton, North Dakota. I was asked to appear before you today by Senator Heitkamp to highlight the importance of Federal grant dollars that support local emergency responders.

I have been with the department for 29 years and have been the chief since 2006. We are a small department with 28 volunteer members. On average, we receive 100 calls for service per year and operate on a yearly budget of \$89,000. The Casselton Fire Department covers 378 square miles of Cass County, North Dakota, which includes all or part of 12 townships, the city of Casselton, and various small towns with a combined population of 3,680. We have approximately 50 miles of railroad tracks in our territory.

On December 30, 2013, a train derailed just west of Casselton, North Dakota. Cars from the derailment came to rest on a parallel track. A tanker train carrying crude oil which was traveling on that parallel track collided with those cars, and the result was a large explosion and fire, the largest my department has ever encountered.

With exception to the initial derailment, about everything went right that afternoon. Our local response was nearly flawless. From the outset, proper procedures were followed and good judgment was used. We had the foresight to secure the perimeter and not rush in and to realize early we needed our regional response hazmat team. The team was dispatched within 10 minutes of the start of the incident. From the beginning, the Incident Command System (ICS) was used, and we formed a unified command with the sheriff and opened an emergency operations center.

All of the steps we took resulted in a high-quality and efficient response to what could have been a catastrophic and deadly incident. The relationships that were in place among the responders and the relationship that we have with our State Department of Emergency Services contributed to our success. This efficiency allowed a great deal of planning to be completed which resulted in

<sup>1</sup> The prepared statement of Mr. McLean appears in the Appendix on page 27.

the early assessment about whether or not evacuations would be needed. As a result of the planning, the evacuations were planned, orderly, and executed perfectly.

You might think we were just lucky. Even the mayor of Casselton said we dodged a bullet. But, in reality, the success of this entire incident is that everyone did their jobs, stayed in their lanes, relied on their training, and got the job done, and did it well. We had no injuries or fatalities, and that is what it is all about.

We would like to pat ourselves on the back and tell ourselves how great we are; however, the reality is that we could not have been successful without Federal Homeland Security Grant dollars. Without this financial commitment and support, we would not have had the training or the equipment to properly respond to this fire. The regional hazmat team's equipment was purchased with Federal grant dollars, and the advanced training we have in ICS and the National Incident Management System is all made possible by these Federal grants. These grant dollars keep us current in our hazmat operations training and allow us to hold mock county disaster drills.

And we have been able to update a lot of our equipment. The training that I have received through DHS/FEMA grants has taught me how to react to a disaster and what steps to take in the first few minutes on an incident. I know I used my training during the train derailment, which in turn helped in our smooth response. I think this incident should put all of us on notice. Because of the growing oil industry and the likelihood that oil will continue to be shipped via rail, we must continue to train and plan for these types of incidents. Yes, the tanker cars will likely be improved and the pipelines may be used more extensively, but that does not erase the fact that crude and other hazardous materials will continue to be shipped through our communities. Our responder community must be ready for that, and Federal grant dollars will greatly increase the likelihood that we will be ready.

Senator BEGICH. Thank you very much for your testimony.

Next I have Lisa Stabler, who is the president of Transportation Technology Center (TTCI). Thank you very much, Lisa, for being here.

**TESTIMONY OF LISA A. STABLER,<sup>1</sup> PRESIDENT,  
TRANSPORTATION TECHNOLOGY CENTER, INC.**

Ms. STABLER. Thank you, Chairman Begich and Senator Heitkamp. On behalf of the members of the AAR and the dedicated professionals at the Transportation Technology Center, Incorporated, thank you for the opportunity to be here.

TTCI is a wholly owned subsidiary of the Association of American Railroads, and I am proud to say that we are among the world's foremost rail-related research, testing, and training organizations. Part of the training that we perform benefits our Nation's emergency responders. Today I will touch on rail industry emergency response efforts generally, but will focus on TTCI's role in these efforts.

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<sup>1</sup>The prepared statement of Ms. Stabler appears in the Appendix on page 29.

It is important to understand that the work that we do at TTCI to prepare first responders for a potential rail incident is only a small part of the work that is performed by the entire rail industry. All the major railroads have teams devoted to emergency response and maintain networks of hazmat response contractors and environmental consultants, strategically located throughout their service areas who are on call 24/7. Railroads work closely with State and local emergency first responders. In fact, each year, railroads provide training to more than 20,000 emergency responders throughout the country.

In addition to these efforts, railroads support the work that we do at TTCI at our Security and Emergency Response Training Center (SERTC). Today SERTC serves the public sector emergency response community, government agencies, and emergency response contractors. Since it was founded in 1985, SERTC has provided emergency response training to more than 50,000 people for surface transportation incidents, primarily on rail.

Most of our training is advanced training that builds on basic training responders receive elsewhere. SERTC's capabilities in the areas of surface transportation are unmatched. We use realistic training props and scenarios, including live explosives, and pressurized air and water. Our 600-acre training campus has more than 70 rail cars, including a 43-car derailed freight train, 7 passenger rail cars, 7 simulated highway emergency settings, and a variety of highway vehicles and containers. Students have unlimited access to the valves, fittings, and containers commonly encountered in surface transportation emergency response, and students get to spend at least 50 percent of their time doing hands-on exercises featuring full-scale scenarios with real-life equipment.

Today I am proud to say that SERTC is enhancing its emergency response training offerings devoted to crude oil in three major ways:

First, we have developed a 4-hour general awareness crude oil training module that, as of March 1st of this year, has been added to all of our existing courses that have a rail nexus.

Second, we are developing a new, much more comprehensive 3-day training module specifically devoted to crude oil derailments. This class will cover topics such as the different types of crude oil, the types of tank cars used to transport crude oil, and the tactics and equipment to use when fighting crude oil fires that occur on rail. This class will become operational by July 1st of this year. It is a key part of a new \$5 million effort by freight railroads to improve crude oil emergency response. The funds will be used to develop the program at TTCI-SERTC and to provide tuition assistance for an estimated 1,500 first responders to travel to SERTC to take the new course later this year.

Third, SERTC is developing a new crude oil emergency response training video that is intended for local use, which we hope to have completed in the second half of 2014.

Over the years we have the pleasure at TTCI to host numerous Members of Congress. I would like to offer both of you and the rest of your colleagues a standing invitation to come visit us so that you can see for yourself the ways that we are working to improve transportation safety.

Finally, in 2007, Congress authorized the National Domestic Preparedness Consortium (NDPC), a consortium within DHS funded by FEMA. The purpose of the NDPC is to identify, develop, test, and deliver training to the Nation's first responders. Of the NDPC's seven members, only one TTCI/SERTC—is specifically designed to provide first responder training for surface transportation incidents. Unfortunately, since it was added to NDPC in 2007, SERTC has received only \$10 million for FEMA for first responder training. But in the fiscal year 2014 omnibus appropriations act, Congress provided an additional \$5 million to the NDPC, and FEMA has yet to allocate these dollars among the NDPC members. We hope that this Committee would agree that allocating these funds to enhance the capabilities of first responders for rail incidents and surface transportation would be a sensible step for FEMA to take.

Thank you again for the opportunity to be here.

Senator BEGICH. Thank you very much. I am going to start with my questions. Then I will turn it over at that point to Senator Heitkamp to lead the meeting as well as continue with the conversation.

Ms. Stabler, you sparked some thought here. First, on the 3-day program that you mentioned, about 1,500 people or so—first responders, is what it targeted—but it is targeted at first responders in locations that have potential risk or high volume of rail cars with oil. I wanted to make sure I was right on that.

Ms. STABLER. Yes, Chairman Begich, that is correct.

Senator BEGICH. OK, Great. Second, I sit on the Appropriations Committee, so I have kind of a unique role here not only from this role of being here and the authorizing committee and other actions we take here, but you had mentioned in 2014 there was an additional \$5 million added to the NDPC, and the funding level, that money had not yet been distributed but the thought you have is why not put that into this kind of area or and use that resource so we can better understand how to deal with potential risk when it comes to movement of oil cars. Is that right?

Ms. STABLER. That is correct.

Senator BEGICH. OK. But I think it is a very fair question, and it is a very fast growth we had about 4,000 of these train cars moving, but now we are up to 400,000 train cars for oil shipment. I am concerned that maybe the numbers do not match with the growth.

Mr. KING. Sure. In the 5 years from 2009 to 2013, FEMA spent about \$843 million for training State and locals. FEMA has a very structured process to determine how to allocate that money. Some of it is—

Senator BEGICH. That is a formula, right? Doesn't it have some base formula and they work from there?

Mr. KING. Well, we depend upon the States to do their assessments.

Senator BEGICH. Right.

Mr. KING. They do their threat, hazard, risk assessments, the Threat and Hazard Identification and Risk Assessment (THIRA), and then they use that data along with the other assessments within the States to develop a State readiness report, State preparedness report. And based on the State preparedness reports, FEMA goes in and assesses those, and based on the gaps that are

identified and the core capabilities across the Nation and across the States, they look at the funding that is available, the subject areas that need that money attributed to it, and then we allocate the funding accordingly.

Senator BEGICH. Well, I am going to leave with just a couple more questions, because I know Senator Heitkamp is chomping at the bit.

But here is my question: So you get these reports from local governments, and State predominantly. They come from in our State, or from local government to State, it is a combination. Not always the case because we had a little discussion of some States that are not very responsive to their local governments, but put that aside for a second.

The assumption is that they go from local to State, and the State develops the plan. It shifts to you guys. You review it, then you allocate based on a variety of factors, but you allocate based on the State plan.

So you at any time look at those plans—and I will use North Dakota as an example—say, wait a second here, you have an emerging threat or risk that your plan is not addressing, and then emphasize it to say, look, we cannot accept this plan as it is drawn because—and I will use again North Dakota—what you say in 2009, 2010, or 2011 is dramatically different than 2014, 2013, in regards to the movement of oil on trains.

Do you insert yourself at any point? Or do you just accept it and then do the formula?

Mr. KING. The States prepare a State preparedness report every year.

Senator BEGICH. I understand.

Mr. KING. And in 2013, 77 percent of the States and territories indicated there is not a training gap in the hazardous material area, and 23 percent indicated that there were.

Senator BEGICH. OK. I am going to leave—I know the specifics are going to be right to North Dakota, about what their plan said and how you reacted. But I think my issue is obviously how does that play into it.

Let me ask you another on a budget issue. The 2014 enacted budget for education, training, and exercises was \$234 million. This year, it is about \$131 million cut.

Now, my guess is it is how they restructured the budget. I am not sure, but I just need to understand that. And if you do not have it here, I want to give you the chance to bring back to record. Has training been cut or are there reallocations based on some consolidation that has been proposed and some other things? I need to understand what has happened to the training and exercise and education budget, because it looks like it has gone this way rather than at least stable. But that is because the one line item dropped is what I am looking at. So could you respond now? If you cannot, let us have it for the record, to be more detailed. Is that possible?

Mr. KING. Yes. I would prefer to defer that until I can get the actual numbers and respond back to you.

Senator BEGICH. That would be great. I would love that.

The last question I have, and I want to thank the chief for being here. I know what it must be like. When I was sitting here—and

I do not know if you noticed—when you were just—maybe you were not because you were looking at your testimony. When I turned to Senator Heitkamp and I thought, \$89,000 for a whole year budget. I ran a pretty large size city, mayor of Anchorage, almost at that time 270,000 people. We had a huge multi-million-dollar budget. So I am trying to understand your dependence on grants from FEMA and others is critical. Am I reading that wrong? Because I am thinking \$89,000, there is no way you can do the training that you need in a variety of areas for first responders for that budget. Am I missing that?

Mr. MCLEAN. No. That is correct.

Senator BEGICH. OK. So Federal grants are very important.

Mr. MCLEAN. All of the rural volunteer fire departments depend so much on grants because—and we have been waiting since 2001, was our last new engine, and we have been saving since then, and we still do not have enough money to outright buy one.

Senator BEGICH. And all they do is go up in cost. I do not know what they are, \$400,000, \$500,000 probably now?

Mr. MCLEAN. The one we are looking at is going to be about \$400,000.

Senator BEGICH. Yes, they have gone up, fairly expensive. So I want to give you a challenge maybe at a later time. I know in the FEMA budget, which we had a hearing—was it last week? Last week, the week before? Two weeks ago. One of the things they are looking at is how to consolidate some of the grant programs, but how it might affect local governments or in your case first responders? And I know you have a small department. You probably do not have a lot of time to do other things. But I would be very interested in your comment, and it could be, Senator Heitkamp, on how you look at this next year's budget and consolidation, how it might affect you in a positive or negative way, because in the hearing we had 2 weeks ago, I was concerned about local governments and what may happen, because in a fully staffed, paid-for fire department it is a little different. In a volunteer fire department, which is predominantly most fire departments in this country, it is training grants, equipment grants, and in some cases—I know we have used them in some of our small volunteer ones out in rural parts of Alaska for bringing in internships or folks to be trained that we might hire if they live in the community.

So I would be very interested in your input. You do not have to do it now, obviously, but our staff will get you some information to review, and then maybe Senator Heitkamp can inform me, as we deal with the appropriations process and what we are doing in this Committee, because I am just shocked, actually. That is a small amount, but for the amount of people you have on, that is a great bang for the buck. And I will tell you, whoever is in your community should be thanking you every day for running that fire department at that kind of cost. That is fantastic.

Let me end there.

Mr. MCLEAN. Thanks.

Senator BEGICH. Thank you. Senator Heitkamp.

Senator HEITKAMP [Presiding.] I would suggest to Senator Begich that \$400,000 for an engine is a lot of fish fries, right? It is a lot of hard work and fundraising. I mean, we expect these guys to run

to the fire, a dangerous fire like what you have just seen, but we also expect them to raise the money and provide the support and the community enthusiasm for the volunteer fire department, because none of these jurisdictions could afford full-time fire service. You heard his testimony. You must have been a little proud when you heard his testimony.

Mr. KING. Very much.

Senator HEITKAMP. You heard that he believes that a lot of his first reaction, the chief's first reaction, is really because of the training that he received, the training that we made a commitment to. I want to followup a little bit on Senator Begich's point of view, which is why in the world when we are seeing increased awareness of crude oil cars moving in interstate transportation, everybody says, well, that is a North Dakota issue. That is not a North Dakota issue. This is an issue that affects every jurisdiction in America, and we have seen it from the challenges that the industry has had, whether it is down in Alabama, whether it is in North Dakota, whether it is up in Canada. And so why would we not refocus some effort on the area of crude on rail. I would suggest maybe what you are going to see in your next survey may be people saying this is something we need to focus on. I would just like your comment on where you see a restructuring or rethinking of what you do at FEMA in light of what happened in Casselton, in light of what happened in Lac-Megantic, in light of what happened down south with incidents that did not cost lives but certainly created a lot of concern.

Are you guys going to continue to use the formula that you are using to allocate resources?

Mr. KING. We have a very structured process, and we will look at the needs across the Nation, and we have the amount of funding that we have, and we will stretch that funding as far as we can to get the most attention toward the gaps that have been identified.

Senator HEITKAMP. Well, we think you have \$5 million now that you might be able to spread around a little bit to begin to have those discussions.

Are you guys committed to doing something with that \$5 million that could, in fact, expand the capacity of our rural fire departments and our local fire departments to respond to this kind of threat?

Mr. KING. The funding for the National Domestic Preparedness Consortium is being looked at right now, and those decisions are being made.

Senator HEITKAMP. I just for a moment want to talk about the aftermath of 9/11 and everyone focusing on where the threats are, what are we concerned about. And obviously the threat to transportation is, No. 1, you would knock out a major hub and cause economic disruption, but also that you are moving a lot of product on the rails that presents some unique challenges. Perhaps it is moving beyond derailments and moving to somebody who might want to hurt this country looking at a target that is less protected than a chemical plant that has a barbed-wire fence with razor wire above it and security 24/7. Right?



So a lot of these chemicals that we know could cause a huge amount of damage are moving in interstate transportation, and it seems to me that you may not always know what interstate highway they are on, but you are going to know what railroad they are on.

And so I guess what I am trying to impress upon you is the importance of thinking beyond just local preparedness reports and thinking about national threats, thinking about how you would approach this as a conduit to the need to move product in interstate transportation, interstate commerce.

I would be curious about that discussion that you would have with the local folks, because I understand and really do applaud your interest in making sure that the local voice is heard and that you are taking the lead locally. But there also is overriding Federal considerations that you also should be taking into consideration as you look at national interests that may not be reflected. Because folks see the railroad and that 1 mile that goes through their town or the 1 mile that goes through the city as opposed to the whole conduit of the rail system. There is a reason why the Founding Fathers put us in charge of interstate commerce, right? And so I think what you do is hugely significant to interstate commerce.

And I, too, would be really interested in hearing about, as Senator Begich suggested, the continuing plans for FEMA, but I think one thing you could take back is that in this situation the fire chiefs sure threw you a very nice compliment in terms of being prepared and having access to equipment. But, not everybody took advantage of these training opportunities like the Casselton Fire Department.

I want to get back, Ms. Stabler, to the industry and the work that you do. In some ways, the concern that I have is that everybody knows what you are doing and you are out there doing it, but who really knows where you are in terms of first responders? How do you do outreach to local communities? How are you going to select maybe those 1,500 that are going to get a tuition waiver? How do you plan on deploying these great ideas so that, in fact, not just the Casselton Fire Department but the Fargo Fire Department and Grand Forks Fire Department can be kept in the loop in terms of what is available?

Ms. STABLER. Well, Senator Heitkamp, thank you for that question, and really the joy of being part of the Association for American Railroads and the North American rail industry is that I am not doing this alone. We are part of an industry that is dedicated to improving the safety of the goods and the people that we transport.

When you look at the fact that TTCI is a very small organization—we only have 270 employees out in Pueblo, Colorado—we have to remember that we are part of the bigger rail industry, and really that we are going to be depending upon that rail industry to help us get the word out about this training that we do in Pueblo, Colorado.

The training that we do is really at a graduate level. It is the same as if you were going to get a master's degree or a Ph.D. There is a lot of other training that is done, not only by DHS/FEMA but also by the rail industry, to try to get awareness level training,

even operations level training, to local communities with a number of different programs that are in place by each one of the railroads.

And so, first of all, from an outreach perspective, we are going to depend upon those railroads to continue that training, to use some of the information that we will be making available later this year specifically with crude by rail to help augment what they do; and then, in addition, to continue to work with DHS and FEMA as a member of the National Domestic Preparedness Consortium to make certain that the training that we do is known to that organization and made available as necessary.

Senator HEITKAMP. How would you grade DHS' courses and first responders as it relates to surface transportation on the rails?

Ms. STABLER. Well, I think since most of the courses that DHS/FEMA has for surface transportation are the ones——

Senator HEITKAMP. No, but I meant overall in terms of prioritization along with the quality of the training.

Ms. STABLER. Well, the course quality is excellent because the ones that are available are from TTCI, from SERTC. We have several courses that have been approved through NDPC and are in the Federal catalogue. Overall, hazardous material response training I think is very good. Rail transportation, surface response training is a specialized area, and so I think that is where the consideration needs to be given not only to hazardous material training to respond to a fire in a building or to respond to a structure, but also to respond to the very specialized area of surface transportation.

Senator HEITKAMP. Let me ask the question this way: If you had his job, what would you be doing differently?

Ms. STABLER. Well, certainly there are a lot of things that I would be doing much the same. I think that you have to listen to the local communities to see what it is that they need and try to meet those needs. Certainly, though, I do believe that, given the data associated with crude by rail transport and surface transportation in general, that is an area that should be looked at.

Senator HEITKAMP. In what way?

Ms. STABLER. Well, one of the ways——

Senator HEITKAMP. If we are going to, I think, address this in a broader spectrum, we cannot keep doing what we are doing. We need to have more outreach to the local communities, to the local first responders. We need to be providing this training so local communities, not just first responders but local communities, say, OK, now I have a confidence level that my fire department, whether it is full-time like you would see in Fargo or whether it is rural fire departments, which are volunteer fire departments, is prepared to respond and knows what they are doing.

So I think there is now a level of uncertainty out there among the American public. What can we do to respond to those concerns? And what more should we be doing to give them a level of comfort that we are prepared for a disaster?

Ms. STABLER. Well, I think that that is where the rail community needs to continue the outreach that it has been doing and has committed to doing in the future. There are a number of different programs that have been in place with different types of safety trains, different types of outreach to local fire departments and local law enforcement. If you also look there as industry level response, that

does the same thing with hands-on training that is taken to the local communities as much as possible from a smaller scale than what is done at TTCI.

Senator HEITKAMP. And I would suggest one of the things that we have not talked about is the men and women who are on the rails to begin with, who de facto may become the first responders. That was true in the Casselton case where one of the employees of Burlington Northern on the grain train that derailed actually had fire training and was able to assess the situation and pull cars back, which I think prevented additional catastrophic results.

And so, I would suggest that we have a whole other group of people we have not talked about, which are the men and women who may be feeling less secure if they are on the rails today transporting this product.

My final question for you is: Are you aware of any type of mapping capability that would give DHS a better idea of where potential risk exists to preemptively target those areas at greater risk and to prioritize those areas for additional training?

Ms. STABLER. I am not aware of anything that would be very specific to mapping risk other than taking a look at where crude oil would be transported, and certainly that is something that if that would help DHS/FEMA, we would be more than happy to work with them on.

Senator HEITKAMP. I think that would be, just in terms of looking at heightening awareness within the first responder communities and within the emergency services and States and those people who are responsible for responding to hazmat incidences. Chicago might be one area you might want to look at. You might want to look at narrow confines with a lot of structures nearby, those kinds of issues that may present some unique circumstances for first responders.

Getting back to you, Mr. King, can a local responder be expected to get appropriate training for emergency responses in hazmat incidences within the time constraint and limited funding? And by that I mean, we have so many things that are now getting our attention, and I think one of the issues that we are concerned about is finding time to do this and making this a priority. Let us put it this way: What is your assessment of the current preparedness of first responders in the event of an oil tank derailment nationally?

Mr. KING. Well, first, when we are talking about hazardous materials, we are talking about the outcome of the event, regardless of whether it was a train or tanker car or chemical spill from an industry or whatever. The fireman has to be prepared to go and deal with the outcome of that event. And the—

Senator HEITKAMP. But can I just interrupt you there? Because, I am somebody who used to be on the board of directors of a chemical plant, and we have a whole moat around the chemical plant; we have firefighters right in place. We knew exactly what we were going to do in the event of a fire.

Here you have a moving event, and so, I understand saying—look, I keep asking you to segregate the train from the plant or from other kinds of hazardous material spills, and I am really interested in a focus on the train.

Mr. KING. Right, but—I understand. The hazardous materials training is predominantly done at the State level, the initial training. What FEMA is trying to do is expand that with more advanced training for the hazardous materials specialist as well as providing training to all firemen, policemen, the other first responders, so when they become the first response to an incident they know the proper steps to try to save the lives, take the appropriate steps to protect the environment and protect property, until the hazmat team or the other response agencies are able to get there and show up.

Of all of the FEMA training courses, more than 75 percent deal with a hazardous material incident. That is both the actual hazardous material response, but it is also the incident command and management, such as Chief McLean referred to, as well as the medical response that could have come from that.

Several years ago, there was a train wreck down in South Carolina of a chlorine tank, and there were 250 casualties and I believe 14 deaths associated with that incident because of where it happened and what they were taking and the chemical that was dispersed from it.

So those three areas are critical to the entire hazmat response, and we are working very hard to train all of the response community in those subjects so they are better prepared to address it.

Senator HEITKAMP. Would you expect in your next round of State requests that you would see more requests for training as it relates to the rail?

Mr. KING. Anytime there are more incidents, that carries into the assessment of the core capabilities within that jurisdiction.

Senator HEITKAMP. How do you think we could improve the services, especially in rural communities? When you look at Casselton, a lot of people would not know where that is. But it is only about 20 miles from Fargo. Fargo is our major city, has the largest capability of response. Obviously a very large sheriff's department which could assist the chief in terms of evacuations.

I mean, it may sound like it is out in the middle of nowhere to folks, but those of us in North Dakota know that the relationship between West Fargo and Casselton is narrowing. Then this could also have happened in rural Dunn County, which is much more isolated, where first responders may be used to fighting a grass fire, but they have had no experience at all in terms of hazardous material. They may have focused in the past their mind on a grass fire, which, trust me, can be very dangerous for our first responders as well.

So how do we build awareness of the responsibilities that we all have to make sure first responders are appropriately trained and that we get this right across the country?

Mr. KING. Well, you bring up a very valid point because 75 percent of America is categorized as rural by the Census, and we work very closely with the States to ensure that we are providing training services to the entire State, regardless of the jurisdiction. Our courses are specially molded to be no more than 1 week in length, generally speaking, to accommodate the local responders. The homeland security grants provide funding. An acceptable expense

is for the overtime or the backfill for those fire, police, or other responders that attend our training.

The Rural Domestic Preparedness Consortium is a special group that was founded in 2005 of small colleges that focus on rural response, and they have specifically developed and are delivering a rail tanker hazmat training course that specifically is geared toward rural response of this type of an incident. As I mentioned in my opening statement, last year we allocated an additional \$1 million specifically to address hazmat, and this year we have increased that to \$2 million in the competitive development process.

So we certainly recognize that hazmat is a large problem associated with possibly any incident that the emergency responder has to respond to, and we are trying to make sure that we give them the knowledge, skills, and abilities they need to safely and effectively address the situation.

Senator HEITKAMP. Yes, and not to belabor the point, but, a \$2 million increase in light of the percentage increase that we are seeing of these materials moving on the rails seems like it does not quite meet the challenges. And so, what I hope that we can get out of this is kind of a national structure that relies on the expertise of the industry and the training capability, the excellent training capability of FEMA to really produce a pot. It sounds like it is already moving in the right direction with the video and then we are looking at something that is much more intensive, but to really begin to have this discussion.

And, I will tell you, not to bring up a bad subject, but when I was Attorney General, we had very high profile school shootings. No one thought that they ever had to train for that kind of event. But because of those events, schools started training for those kinds of events. I think it has made a difference across the country, and no one likes to believe that they are going to see this kind of event in their backyard or in their community, but there is no guarantee that they will not. That is why it is so critical that, as people are thinking about what their needs are, whether it is rural Dunn County or whether it is Casselton, whether it is Fargo or Grand Forks, Minot, Bismarck, bigger cities, that they have the capability to know where to go to get that specialized training and to understand the dynamics of this.

I want to kind of close this out with a couple questions for the chief. He thinks he has gotten off easy. He was kind of hoping I would not ask him any. He is, like, yes, I survived, because this is what is true in North Dakota. People are pretty humble, and they just—as you said, we are not patting ourselves on the back because we did our job, but we were able to do our job pretty effectively because of the training that was provided nationally and the support that they have from FEMA. Do not ever forget that. That is a good-news story, but it does not mean that we rest on our laurels here and say our job is done. We did well, we are through that impasse, but this is not the first time we are confronting this, or the last. This is not the first and it will not be the last.

But I would like to ask the chief, if you were going to give advice to anyone in your situation, volunteer fire chief, dealing with a lot of guys who are volunteering and they are coming in not as professionals, but they are coming in as farmers and ranchers and, local

business people, coming to a fire that they may or may not know what they are getting themselves into—what advice would you give to other chiefs across the country in terms of being ready and prepared?

Mr. MCLEAN. Well, for the minimum part, at least to learn how to read the Emergency Response Guide (ERG). It gives you all your placard numbers and your evacuation distances, and it covers the information of the chemical and the hazard that is in hand there. That is at least one thing, if you read that, you will know what it is, you will know not to get within a certain distance before you rush up there and find out it is too late. And at least maybe the minimum amount of hazmat training.

We are in the hazmat operations because we rely on Fargo hazmat. They are the paid department. They are technicians, so we rely on them. But our operations, we can identify what it is, we can do the evacuation, and the perimeters, we can secure those. We can do the diverting and the diking and the de-con, but that is as far as we go. We rely heavily on the paid department for regional hazmat on that part.

Senator HEITKAMP. So the real advantage here is to understand the role of containment.

Mr. MCLEAN. Yes.

Senator HEITKAMP. And the role of the people who actually have the very specialized training.

Mr. MCLEAN. Yes, and identification is the biggest thing.

Senator HEITKAMP. I guess this goes back to you, Lisa. Wouldn't it be great if every fire chief had an app and every volunteer fire department had an app that they could simply plug in and say here is what we recommend?

Ms. STABLER. Well, that is something that should be available in the later half of 2014. And certainly when you look at the information that is available for hazardous material, there is training that is available that teaches how to use the manuals that the chief spoke of. But there is also information that is available in the front of the train, in the locomotive, that says here is what is on every car and gives you an idea of the commodity that is in there and the classification of that commodity.

Senator HEITKAMP. What happens if they do not want to get too close to that car?

Ms. STABLER. Later on this year, they hopefully will not have to because that will become electronic.

Senator HEITKAMP. Electronic. And so I think in this information age we can look beyond opening up a book and start looking at how do we provide this information. As he said, their role really is first responders. You look here, you can see exactly that attention to the safety of the first responder. You do not get too close. You have to know what you are doing. But, again, Fargo was just, what, 15, 20 minutes away. And so, I mean, this is not typical in North Dakota that you would have that level of professional fire service—and by “professional,” I mean paid fire service—that close.

Looking back, if you were going to change any of the things that you did, what would you change, Chief? Wouldn't have volunteered to be the chief, right? [Laughter.]

Mr. MCLEAN. Probably nothing, because everything went so smoothly in this because of the location of where the fire and the derailment was at. Now, if it was in town, then we would probably be talking about a few more other problems we would have had.

Senator HEITKAMP. But right now your challenge is, isn't it, to imagine if it were in town, what would you do?

Mr. MCLEAN. Well, if it was in town—we have had this discussion in our department a few times now lately. We would probably draw just an imaginary line and said we are going to save from here back and the rest of it we are going to just make sure everybody is out of the way and everybody is safe and do rescues. And we would have to sacrifice buildings.

Senator HEITKAMP. You would have to sacrifice property.

Mr. MCLEAN. Yes, and do just containment on structures that would be in the outer perimeter, like out of the hot zone.

Senator HEITKAMP. I think it is a good-news story, which is that you guys did a great job helping provide preparedness to the Casselton Fire Department. You guys are doing some great work in imagining what those what-ifs are and how do you train for those, how do you get a broad-based kind of support out there not only for, as you said, the Ph.D.'s but also the freshmen in the class who only need a certain amount of that information.

But if we are going to continue, as I said in the beginning, this energy renaissance, we know we are going to continue to move, and appropriately, Bakken crude or other forms of crude on the rails in this country. That has created a new opportunity for us to do a lookback at DOT and start talking about positive train control, what is holding that up, start looking at decisions relative to how do we test the gauge of the rails; how do we make sure we prevent derailments; how do we do everything we can to create a new-generation tank car that will provide some puncture resistance and avoid those kinds of results; how do we look at routing decisions; how do we look at speed decisions that will maximize safety.

But there is another role for another Federal agency in this, and that is FEMA, to look beyond just what you are hearing today from the local folks and think about kind of the consequences to the country of this product moving across the rails and how we can create a greater opportunity for training and a greater opportunity to first and foremost keep our communities safe, but also keep our first responders educated to the point where they know exactly what it is that they need to do.

And so I look forward to ongoing discussions with FEMA about resources, look forward to, I think, a lot of discussion back in North Dakota with first responders, and finding out what their needs are and reporting those back, and then taking those great products that you build on behalf of the rail industry and making sure that they are not on some shelf somewhere or just not listened to, that we are getting those out in a very systematic and planned way so that we can broaden the safety quotient.

And so thanks so much. You guys have been a great panel. Like I said, I think this is the third leg of the stool as we go forward, and I am putting as much attention on this as I am on any tank car, so just know that I might be a pain in your side for a while,

but I want to make sure that our first responders have the tools that they need.

The Chairman left me in charge, it does not happen very often for someone who has only been here for a couple months. So the hearing record will remain open for 15 days for Members to submit statements or additional questions. We ask that the witnesses respond to these questions in a timely manner.

This concludes our hearing, and I want to thank you for your participation today. This Subcommittee is adjourned. Thank you.

[Whereupon, at 3:41 p.m., the Subcommittee was adjourned.]



# A P P E N D I X

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STATEMENT

OF

MIKE KING  
ACTING DIRECTOR OF NATIONAL TRAINING AND EDUCATION  
SUPERINTENDENT OF THE CENTER FOR DOMESTIC PREPAREDNESS

FEDERAL EMERGENCY MANAGEMENT AGENCY  
U.S. DEPARTMENT OF HOMELAND SECURITY

BEFORE  
THE

COMMITTEE ON HOMELAND SECURITY AND GOVERNMENTAL AFFAIRS  
SUBCOMMITTEE ON EMERGENCY MANAGEMENT, INTERGOVERNMENTAL  
RELATIONS, AND THE DISTRICT OF COLUMBIA  
U.S. SENATE  
WASHINGTON, D.C.

**“TRANSPARENCY AND TRAINING: PREPARING OUR FIRST RESPONDERS FOR  
EMERGING THREATS AND HAZARDS”**

Submitted  
By

Federal Emergency Management Agency  
500 C Street, S.W.  
Washington, D.C. 20472

March 25, 2014

## Introduction

Chairman Begich, Ranking Member Paul, and members of the Subcommittee: Good Afternoon. I am Mike King, the Federal Emergency Management Agency's (FEMA) Acting Director of National Training and Education and Superintendent of FEMA's Center for Domestic Preparedness. On behalf of Secretary Johnson and Administrator Fugate, thank you for the opportunity to appear today.

As you know, FEMA's preparedness grant programs have contributed significantly to the overall security and preparedness of the Nation. We are more secure and better prepared to prevent, protect against, mitigate, respond to, and recover from the full range of threats and hazards the Nation faces than we have been at any time in our history. This enhanced national preparedness is a direct reflection of our ability to plan, organize, equip, train, and exercise better at all levels of government.

Much of this progress has come from leadership at the State, local, and tribal levels, fueled by FEMA's grant programs. Over the past ten years, Congress, through the Department of Homeland Security (DHS), has provided State, territorial, local, and tribal governments with more than \$37.6 billion. In March 2011, President Obama signed Presidential Policy Directive (PPD) 8 on National Preparedness, directing the development of a National Preparedness Goal. Plainly stated, the National Preparedness Goal envisions a secure and resilient Nation with the capabilities required across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk. The National Preparedness System (NPS) is the instrument that the Nation employs to build, sustain, and deliver the core capabilities in order to achieve the National Preparedness Goal.

We have built and enhanced these capabilities by acquiring needed equipment, funding training opportunities, developing preparedness and response plans, exercising, and building relationships across city, county, reservation, and State lines. Although federal funds represent just a fraction of what has been spent on homeland security across the Nation overall, these funds have changed the culture of preparedness in the United States.

Congress has recognized that training and education is a critical component of the preparedness cycle and has helped FEMA build a world class training and education system. FEMA has a long history of working closely with State, territorial, local, and tribal partners to formalize training and education partnerships based on mutual understanding, clearly defined roles, and targeted outcomes that will directly support the emergency management and response professionals of this Nation. This collaborative approach aids in the validation of doctrine; the establishment of universal planning practices; the promotion of nationally recognized techniques and tactics; and the introduction and application of cutting edge technology directly related to emergency management and response operations. More importantly, FEMA's training and education programs supplement the training capabilities of the States.

Regarding Hazardous Materials (HazMat) training, FEMA has 290 instructor-led, and 14 web-based training programs that educate State, territorial, local and tribal emergency management and response professionals on HazMat response operations, incident management and planning,

healthcare, public health, environmental health, and emergency medical response to mass casualty incidents. This training is aimed at local responders, and is intended to provide greater depth to response capability across all levels of government. The federally-led response capability carried out under the National Contingency Plan (NCP) is led by Federal On-Scene Coordinators, typically from the Coast Guard or the Environmental Protection Agency (EPA). Those personnel are trained by their respective agencies.

The United States Department of Transportation defines HazMat as, “Any substance which may pose an unreasonable risk to health and safety of operating or emergency personnel, the public, and/or the environment if not properly controlled during handling, storage, manufacture, processing, packaging, use, disposal, or transportation.” With all these factors in mind, FEMA training is designed and delivered to help prepare the State, territorial, local, and tribal governments to carry out their responsibilities across the full range of potential hazardous materials incidents.

#### **Role of Threat and Hazard Identification and Risk Assessment**

Deputy Administrator for Protection and National Preparedness Timothy Manning provided written testimony to this Subcommittee on June 25, 2013 that outlined FEMA’s 2012 release of a consistent methodology for determining risks through its *Comprehensive Preparedness Guide 201: Threat and Hazard Identification and Risk Assessment (THIRA) guide*. This guide described a standard process for identifying community-specific threats and hazards and setting capability targets for each core capability identified in the National Preparedness Goal (NPG). In August 2013, FEMA refined the THIRA methodology through the release of a Second Edition of the guide. This Second Edition expands the THIRA process to include an estimation of resources needed to meet the capability targets. The THIRA process now assists communities to answer questions such as, “What are my current and future risks?” and, “What level of service do I need to address my risks?”, and addresses what specific capabilities are needed, such as teams of specialized resources. For the first time, this guidance has allowed a jurisdiction to establish its own capability targets based on the risks it faces. Once each jurisdiction has determined capability targets through the THIRA process, the jurisdiction assesses its current capability levels in its State Preparedness Report (SPR).

Taken together, the THIRA and SPR results highlight jurisdictions’ capability gaps, which gives grantees and FEMA information to evaluate progress in closing those gaps over time. The summary results are published in the National Preparedness Report, which addresses training gaps by core capability. FEMA prioritizes training efforts to address these gaps in order to increase jurisdictional training capabilities and reduce risk.

#### **FEMA Training**

FEMA’s training and education portfolio includes HazMat training programs that range from basic to advanced and incorporates an all-hazards approach to terrorist acts, and natural disasters. Over the past five years (FY 09 – FY 13) FEMA all-hazards HazMat training has been delivered to more than 725,000 emergency management and response professionals from all 50 States, the

six territories, and the District of Columbia. An additional six million students have taken web-based training through FEMA's Independent Study programs.

FEMA's HazMat training and education programs are delivered by the National Fire Academy; the Emergency Management Institute in Emmitsburg, Maryland; the Center for Domestic Preparedness in Anniston, Alabama; and the National Training and Education Division (NTED) in Washington, D.C. The NTED manages the provision of funding to a coalition of over 30 training providers that includes the National Domestic Preparedness Consortium, the Rural Domestic Preparedness Consortium, the Naval Postgraduate School, and FEMA's Continuing Training Grant program.

In addition to the annual reoccurring programmed training conducted by the FEMA enterprise, the fiscal year (FY) 13 Continuing Training Grants included a \$1 million grant directly related to HazMat training for first responders and anticipates funding an additional \$2 million through the same competitive process in FY 14. FEMA's training enterprise incorporates an all-hazards approach to incident response, which includes a Weapons of Mass Destruction approach to HazMat that significantly broadens the potential impact and the number of emergency responders that require training.

FEMA's training and education programs include response competencies at the awareness, operations, technician, incident command, and specialist levels. These competencies cover the actions taken by the first arriving emergency responder and those required of the more advanced technicians and specialists.

The learning objectives of these FEMA programs include:

- Pre-incident planning activities
- Effective communications
- Individual and team tasks
- Scene size-up, security, and safety
- Patient treatment, transport, and care
- Incident management.

In addition to hazardous materials personnel, these programs are available to a host of disciplines who may respond, including: agricultural safety, animal emergency services, citizens/community volunteers, education, emergency management, emergency medical services, fire service, government administrative, healthcare, information technology, law enforcement, private sector security and safety, hazard identification; decontamination protocols; public health, public safety communications, public works, transportation security, search and rescue, and volunteer agencies.

FEMA's HazMat training programs are designed to complement the programs within the State, local, tribal, and private sector, while maximizing training resources and facilities owned by FEMA or operated by FEMA's partners, ultimately yielding synergy in national training. These programs maximize the use of world class training facilities capable of recreating simulated tanker car incidents; detection, monitoring and sampling of toxic chemical agents, biological

materials, radiation sources, and explosive materials; medical treatment and patient management in a fully operational hospital; and functional emergency operations centers supported by state-of-the-art simulations and robust communications platforms. These institutions include faculty from the emergency response community that serve as nationally recognized subject matter experts who hail from the community of practice at the State, tribal, local, and territorial levels of government.

Each of FEMA's training and education institutions works closely with industry to keep pace with the advancement of technological solutions and offer the most current state-of-the-art equipment to include: hazardous materials detection equipment, personal protective equipment, plume modeling software, and human patient simulators; all of which are critical to all-hazards HazMat preparedness training and are not uniformly available through State, local, and tribal resources.

#### **Access to FEMA Training**

Federal, state, territorial, local and tribal emergency management and response professionals are eligible to participate in the full range of training opportunities offered by the FEMA training and education enterprise. Direct application to FEMA's resident training programs or requests for FEMA's mobile training delivery teams are facilitated by the States. Each State, territory, or tribe appoints a training point of contact through the State Administrative Agency, State Emergency Management Agency, or appropriate tribal agency. This representative is responsible for prioritizing their requests for training, and ensuring those requests align with the State strategy and the capability gaps identified in their Threat and Hazard Identification and Risk Assessment (THIRA) and State Preparedness Report (SPR). Once the application is approved by the State or tribal training point of contact, the application is submitted to the training provider who schedules the resident seat or mobile training team. Training provided at resident facilities or through mobile training teams are fully or partially funded by FEMA.

Private citizens and the private sector are able to take full advantage of FEMA's Independent Study programs which are provided through web-based learning solutions. Private sector and federal emergency response providers are permitted to attend resident and mobile training programs based on the authorizing language of the individual providers. In certain circumstances, these response professionals are required to pay tuition or other training costs through formal programs like NTED's Excess Delivery Acquisition Program.

#### **Multi-Year Training and Exercise Plans**

As part of the DHS grant process States are required to develop a Multi-Year Training and Exercise Plan. This process is accomplished by the States, territories, and urban areas during an annual Training and Exercise Plan Workshop. The participants in this workshop are familiar with the State's Homeland Security Strategy and typically represent the emergency management and response community, the private sector, and supporting non-governmental organizations. Each State or tribe may take a slightly different approach, but the core of the process is supported by documentation from prior exercises or real world events to include formal after-action reports and improvement plans. Considerations are given to the core capabilities and the outcomes of

the State's most recent THIRA. The identification of training and exercises to validate desired capabilities is the ultimate end State, which includes the selection of training programs designed to meet gaps in planning, response, management, mitigation, and recovery to incidents which may include hazardous materials.

**Conclusion**

FEMA works to complement State, territorial, local and tribal efforts to be prepared for HazMat incidents by providing world-class, state-of-the-art, doctrinally sound training and education. Ultimately, these efforts help our partners identify and address their capability gaps before an incident occurs – making them better prepared for potential hazards such as hazardous materials incidents.

Thank you for the opportunity to discuss these important programs.

I am happy to answer any questions you may have.

**Testimony of Tim McLean, Fire Chief of the Casselton (North Dakota) Volunteer Fire Department  
Before the Senate Homeland Security and Government Affairs Committee - Subcommittee on  
Emergency Management, Intergovernmental Relations, and the District of Columbia (EMDC)  
Transparency and Training: Preparing our First Responders for Emerging Threats and Hazards  
March 25, 2014**

Good afternoon, Chairman Begich and senators of the committee:

I am Tim McLean, fire chief in Casselton, North Dakota. I was asked to appear before you today by Senator Heitkamp to highlight the importance of federal grant dollars that support local emergency responders.

I have been with the department for 29 years and have been the chief since 2006. We are a small department with 28 volunteer members. On average, we receive 100 calls for service per year and operate on a yearly budget of \$89,000. The Casselton Fire Department covers 378 square miles of Cass County, North Dakota which includes all or part of 12 townships, the City of Casselton and various small towns with a combined population of 3,680. We have approximately 50 miles of railroad tracks in our territory.

On December 30, 2013, a train derailed just west of Casselton, North Dakota. Cars from the derailment came to rest on a parallel track. A tanker train, carrying crude oil, which was traveling on that parallel track collided with those cars and the result was a large explosion and fire, the largest my department has ever encountered.

With exception to the initial derailment, about everything went right that afternoon. Our local response was nearly flawless. From the outset, proper procedures were followed and good judgment was used. We had the foresight to secure the perimeter and not rush in and to realize early we needed our regional response haz-mat team. The team was dispatched within 10 minutes of the start of the incident. From the beginning, the Incident Command System was used and we formed a unified command with the sheriff and we opened an emergency operations center.

All of the steps we took resulted in a high quality and efficient response to what could have been a catastrophic and deadly incident. The relationships that were in place among the responders and the relationship that we have to our state Department of Emergency Services contributed to our success. This efficiency allowed a great deal of planning to be completed which resulted in the early assessment about whether or not evacuations would be needed. As a result of the planning, the evacuations were planned, orderly, and executed perfectly.

You might think we were just lucky. Even the mayor of Casselton said we dodged a bullet, but in reality the success of this entire incident is that everyone did their jobs, stayed in their lanes, relied on their training, and got the job done and we did it well. We had no injuries or fatalities and that is what it is all about.

We would all like to pat ourselves on the back and tell ourselves how great we are; however, the reality is that we couldn't have been successful without federal homeland security grant dollars. Without this financial commitment and support, we would not have had the training or the equipment to properly respond to this fire. The regional haz-mat team's equipment was purchased with federal grant dollars and the advanced training we have in ICS and the National Incident Management System is all made possible by these federal grants.

These grant dollars keep us current in our haz-mat operations training and allows us to hold mock county disaster drills. And, we have been able to update a lot of our equipment. The training that I have received through DHS/FEMA grants has taught me how to react to a disaster and what steps to take in the first minutes on an incident. I know I used my training during the train derailment which in turn helped in our smooth response.

I think this incident should put all of us on notice. Because of the growing oil industry and the likelihood that oil will continue to be shipped via rail, we must continue to train and plan for these types of incidents. Yes...the tanker cars will likely be improved and pipelines may be used more extensively, but that does not erase the fact that crude and other hazardous materials will continue to be shipped through our communities. Our responder community must be ready for that. And federal grant dollars will greatly increase the likelihood that we will be ready.



**TESTIMONY OF**

**LISA A. STABLER**

**PRESIDENT – TRANSPORTATION TECHNOLOGY CENTER, INC.**



**BEFORE THE**

**UNITED STATES SENATE**

**COMMITTEE ON HOMELAND SECURITY AND GOVERNMENTAL AFFAIRS**

**SUBCOMMITTEE ON EMERGENCY MANAGEMENT,  
INTERGOVERNMENTAL RELATIONS, AND THE DISTRICT OF COLUMBIA**

**HEARING ON "TRANSPARENCY AND TRAINING: PREPARING OUR FIRST  
RESPONDERS FOR EMERGING THREATS AND HAZARDS"**

**MARCH 25, 2014**

On behalf of the members of the Association of American Railroads and the 270 dedicated professionals at the Transportation Technology Center, Inc. (TTCI) whom I am honored and privileged to lead, thank you for the opportunity to be here today to discuss issues related to railroad emergency response efforts.

TTCI is a wholly owned subsidiary of the Association of American Railroads, and I'm proud to say that we are the world's foremost rail-related research, testing, and training organization. Headquartered in Pueblo, Colorado, TTCI operates a secure 52-square mile facility with 48 miles of test track, state-of-the-art laboratory and training facilities, and a highly talented engineering and support staff. We provide our customers — which include freight and passenger railroads, freight and passenger rail suppliers, and government agencies from throughout North America and the world — with railway research, consulting, testing, system engineering, inspections, training, and technical support.

TTCI is operated under a contract with the Federal Railroad Administration (FRA). TTCI receives no funding from the FRA or other government agencies to run the site, although we do perform work under contract for the FRA and other agencies on a cost recovery basis. We are required by our contract with the FRA to invest significant amounts of money for site maintenance and capital improvements each year, which requires us to seek other business to generate the revenue needed for this purpose.

TTCI is just one part of an enormous rail industry effort geared toward advancing safety, but we're an important part. In fact, a great deal of the work we do at TTCI includes, as its primary goal, applying advanced technologies and best-in-class training and operations research to improve rail safety.

In my testimony below, I will touch on rail industry emergency response efforts generally but will focus on TTCI's important role in those efforts.

### Overview of Railroads and Hazmat Safety Efforts

Each year, U.S. railroads transport around 2 million carloads of hazardous materials, including several hundred thousand carloads of crude oil and ethanol and smaller amounts of a wide variety of other hazardous materials.<sup>1</sup> Railroads know that, when it comes to hazardous materials transportation, safety is a team effort involving shared responsibility among everyone involved in hazmat production, transportation, and consumption.

For their part, railroads devote enormous resources towards enhancing safety. Indeed, railroads are committed to demonstrating that nothing is more important than the safety of their employees, their customers, and the communities they serve. At TTCI, we share that commitment.

Railroad efforts to enhance hazmat safety fall into three broad categories. The first is accident prevention — taking steps to reduce the chance that an accident will occur. The second is mitigation — taking steps to limit the amount of hazardous materials released if an accident occurs. A detailed explanation of the many actions that railroads take in the areas of prevention and mitigation is beyond the scope of this testimony, but the AAR would be happy to provide further information to this Committee upon request.<sup>2</sup> My focus today will be on the third broad category of railroad efforts to enhance hazmat safety — emergency response — and, in particular, TTCI's role in that.

### Railroads Have Comprehensive Emergency Planning and Response Programs

Railroads' emergency response efforts begin internally. All the major railroads have teams of full-time personnel whose primary focus is hazmat safety and emergency response.

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<sup>1</sup> Under the railroads' current common carrier obligation, they are required by the federal government to transport hazardous materials upon reasonable request.

<sup>2</sup> See, for example, the testimony of Edward Hamberger, President and CEO of the AAR, to the Senate Commerce Committee on March 6, 2014, for more detailed information on steps railroads are taking to prevent and mitigate accidents involving crude oil.

Railroads also have teams of environmental, industrial hygiene, and medical professionals available 24 hours a day, seven days a week, 365 days a year to provide assistance during hazmat incidents. Railroads also maintain networks of hazmat response contractors and environmental consultants, strategically located throughout their service areas, who can handle virtually any air, water, waste or public health issue. These contractors, who are on call at all times of the day and night, have multiple offices and equipment storage locations and a vast array of monitoring equipment, containment booms, industrial pumps, and other spill response and heavy equipment. Finally, railroads have comprehensive “standard of care” protocols that ensure that impacts to the community — such as evacuations — are addressed promptly and professionally.

In addition to relying on their own personnel, railroads have a long history of working closely with state and local emergency first responders and emergency planners in many different ways.

For example, major U.S. railroads distribute community awareness and emergency planning guides to fire departments and other emergency services providers in communities they serve. These guides provide information on ways to prepare for rail-related emergencies.

In addition, each year, railroads actively train well over 20,000 emergency responders throughout the country. This training ranges from general awareness training to much more in-depth offerings. The precise parameters of these emergency response training programs vary from railroad to railroad, but in general they consist of a combination of some or all of the following aspects:

- Safety Trains. Several railroads utilize “hazmat safety trains” and other training equipment that travel from community to community to allow for hands-on training for local first responders.
- Training Centers. Several railroads operate centralized hazmat training sites where they train employees, first responders, customers, and other railroad industry personnel in all aspects of dealing with hazmat incidents.

- Local Firehouse Visits. In aggregate, railroads visit hundreds of local firehouses each year to provide classroom and face-to-face hazmat training.
- Table Top Drills. Railroads regularly partner with local emergency responders to conduct simulations of emergency situations in which general problems and procedures in the context of an emergency scenario are discussed. The focus is on training and familiarization with roles, procedures, and responsibilities.
- Self-Study Training Courses. Railroads make available self-study programs for emergency responders that allow students to learn proper procedures at their own pace. Some railroads also provide related web-based training on hazmat and general rail safety issues.
- Railroads also regularly provide hazardous materials training to their customers and short line railroad partners.

These comprehensive rail industry efforts point to the seriousness with which railroads take their responsibilities regarding the safety of the communities they serve.

In addition to the individual railroad activities, some of the railroad hazmat training efforts fall under the auspices of the Transportation Community Awareness and Emergency Response Program (TRANSCAER). TRANSCAER is a national inter-industry partnership focused on assisting communities to prepare for, and to respond to, hazmat incidents. Founded in 1986 by the Union Pacific Railroad Company and the Dow Chemical Company and now supported by all the Class I railroads, as well as some trade associations and chemical and petroleum firms, TRANSCAER offers classroom and hands-on training; emergency planning assistance; support for community drills and exercises; technical information, reference, and training materials; and national conferences and workshops for sharing best practices. TRANSCAER provides this training at no cost to emergency responders and has developed a well-earned reputation for quality and effectiveness.

#### The Security and Emergency Response Training Center (SERTC)

In addition to the efforts described above, the rail industry is deeply involved in improving our nation's emergency response capability through its support of the Security and

Emergency Response Training Center (SERTC), a world-class training facility that is part of TTCI in Pueblo, Colorado. The AAR established SERTC in 1985. Its original mission was to train railroad personnel to safely handle accidents involving tank cars carrying hazardous materials. Over time, though, we've broadened our scope to also serve the public sector emergency response community, other industries, government agencies, and emergency response contractors from all over the world.

SERTC's primary focus is still freight rail safety, but we also offer training covering other surface transportation modes. We recently implemented emergency response and planning programs related to passenger rail and mass transit. The Transportation Security Administration (TSA) has been using SERTC for employee training since 2006. In fact, more than 2,100 TSA participants have trained at SERTC to date in such areas as "Railroad 101," hazmat transportation, and safety compliance. FBI and National Guard personnel have also been trained at SERTC.

Over the years, SERTC has provided in-depth, realistic, hands-on hazmat emergency response training to more than 50,000 local, state, and tribal emergency responders and railroad, chemical, and petroleum industry employees. Many railroads regularly provide financial assistance to emergency responders in their service areas to attend SERTC. Instructors at SERTC average more than 30 years of emergency response.

In terms of emergency response training, there are four successively in-depth levels — "awareness," "operations," "technician," and "specialist." Think of it as being roughly equivalent to "high school," "college," "graduate school," and "doctorate studies" for emergency responders. SERTC concentrates on "graduate school" level training ("technician" and "specialist"), although our planned crude oil by rail training (discussed below) will be at the "operations" level.

SERTC uses realistic training props and scenarios, including live explosives, pressurized air and water, and nitrogen. The hands-on response yards at SERTC include more than 70 railroad freight cars, including a 43-car derailment setting; 7 passenger rail cars; 7 simulated highway emergency settings; and 25 highway cargo tanks, truck trailers, and intermodal containers on a 600-acre training campus. Students have unlimited access to the valves, fittings, and containers commonly encountered in surface transportation emergency response. The facility utilizes “4-Phased Approach” training that ensures that students spend at least 50 percent of their training time in a hands-on environment featuring full-scale scenarios with real life equipment, including a multiple-car derailment that the students must successfully manage. I am aware of no other training facility anywhere that possesses the infrastructure necessary to deliver surface transportation tactical intervention training with such a degree of realism. SERTC also teaches methods on enhancing communication and collaboration between railroads, emergency responders, and local communities.

Due to technological advances in the extraction of “shale” oil, U.S. crude oil production has grown sharply in recent years. The development of new crude oil resources represents a tremendous opportunity for our nation to move toward energy independence. The widespread benefits this would foster include reduced reliance on oil imports from unstable countries whose interests do not necessarily match up well with our own; increased economic development all over the country; thousands of new well-paying jobs; tens of billions in savings in our nation’s trade deficit every year; and substantial amounts of new tax revenue for governments at all levels.

Rail is playing a critical role in delivering these crucial benefits to our country. The amount of crude oil carried by railroads has increased from fewer than 10,000 carloads per year just a few years ago to more than 400,000 carloads in 2013.

Railroads share the deep concern of members of this committee and the public at large regarding the safe transport of crude oil. From 2000 through 2013, a period during which U.S. railroads originated approximately 832,000 carloads of crude oil, more than 99.98 percent of those carloads arrived at their destination without a release caused by an accident. That said, railroads continue to look for ways to be safer. As the tragic accident last year in Lac-Mégantic, Quebec showed, and as reinforced by recent oil spills in North Dakota and Alabama, more work must be done to ensure public confidence in crude oil by rail.

In addition to prevention and mitigation efforts (for example, more robust standards for tank cars carrying crude oil) that are key parts of the rail industry's crude oil safety effort, SERTC is enhancing its emergency response training offerings devoted to crude oil emergency response in three major ways.

First, we have developed a four-hour general awareness crude oil training module that, as of March 1, 2014, has been added to all of our existing courses with a rail nexus.

Second, we are developing a new, much more comprehensive three-day training module specifically devoted to crude oil derailments. Using a combination of classroom and field exercises, this class will cover topics such as current crude oil shipping trends, the different types of crude oil and their characteristics, the different types of railroad tank cars used in crude oil transportation, and strategies, tactics, and equipment to use when fighting fires resulting from crude oil accidents. To take this class, students must be certified as Fire Fighter Level 1 or have successfully completed Essentials of Fire Fighting or other equivalent training.

This class will become operational by July 1 of this year. It's a key part of a recently announced \$5 million effort by freight railroads to improve crude oil-related emergency response. The funds will be applied to the development of the program at SERTC, as well as to tuition assistance for an estimated 1,500 first responders to take the new course at SERTC this



year. We are confident that this new training module at SERTC will provide first responders from throughout the country who have crude oil trains traveling through their communities with world-class knowledge and awareness.

Third, SERTC is developing a new crude oil emergency response training video for stand-alone or web-based training. We hope to have this completed in the second half of 2014.

Railroads are also developing an inventory of resources for emergency responders along routes over which trains with 20 or more carloads of crude oil operate. This inventory will include locations for the staging of emergency response equipment and, where appropriate, contacts for the notification of communities. When the inventory is completed, railroads will provide the U.S. Department of Transportation with access to the information on the deployment of the resources and will also make the relevant information available upon request to appropriate emergency responders.

It is sometimes claimed that railroads bear no costs for cleanup of hazmat spills and that the entire response burden falls on local responders. That's not true. Emergency responders have control of railroad accidents in which hazardous materials are spilled, but railroads provide the resources for mitigating the accident. Railroads also reimburse local emergency agencies for the costs of materials the agencies expend in their response efforts.

#### The National Domestic Preparedness Consortium

As members of this Committee are aware, in 2007, Congress authorized the National Domestic Preparedness Consortium (NDPC), a consortium within the Department of Homeland Security and funded by the Federal Emergency Management Agency (FEMA). The purpose of the NDPC is to identify, develop, test, and deliver training to the nation's emergency first responder community. Of the NDPC's seven members, only one — TTCI/SERTC — is

specifically designed to provide first responder training for rail and other surface transportation accidents. As I described earlier, no other training center in the country possesses comparable infrastructure, including dozens of freight and passenger railcars, highway cargo tanks, intermodal containers, van trailers, and even a barge. At SERTC, live simulations deliver tactical intervention training with unsurpassed realism.

Unfortunately, since it was added to the NDPC in 2007, SERTC has received only \$10 million from FEMA for surface transportation first responder training — \$5 million in 2009 and \$5 million in 2010. We understand that budgets throughout the federal government have been challenged in recent years. That said, with the FY 2014 omnibus appropriations act, Congress provided an additional \$5 million to the NDPC, increasing its funding from \$93 million to \$98 million. FEMA has yet to allocate those dollars among the NDPC members. We hope this Committee would agree that allocating these funds to enhance the capabilities of first responders to respond to incidents involving hazardous materials, especially crude oil incidents, through focused training programs would be a sensible step for FEMA to take.

We also respectfully suggest that this Committee make clear to FEMA that SERTC should be eligible to receive FEMA allocations, even though SERTC is part of TTCI. As I mentioned earlier, no other training center in the country possesses comparable infrastructure for first responder training for rail and other surface transportation accidents. While TTCI is a corporation, it is wholly owned by the AAR — a nonprofit organization — and has no other shareholders. The work TTCI performs for the FRA and other federal agencies is only on a cost recovery basis. TTCI's earnings from other customers do not go to dividends to public shareholders, but instead support more rail research, testing, and training. A FEMA-SERTC partnership, in these circumstances, is a textbook example of where a public-private partnership makes sense for the taxpayer.

Over the years, we've had the pleasure at TTCI to host numerous members of Congress and staffers. I offer all of you a standing invitation to come visit us at TTCI so you can see for yourself the ways that we are helping improve transportation safety.

#### Enhancing Information Availability

Railroads know that, in the event of rail incident, it is crucial that emergency responders be able to obtain accurate and timely information concerning the commodities involved so that they can execute the appropriate response.

At the most fundamental level, railroad personnel have information with them in the locomotive cab that includes what that train is carrying and basic emergency response information about hazardous materials, if any, on that train. They are trained to share this information immediately with local emergency responders as required by federal regulations. If the train crew is not available, railroads can and do provide the same information through their operations control centers. That data can be shared either by fax or by email.

In addition, by the end of this year, railroads hope to have in place an operational web-based system covering all the major freight railroads that will allow emergency responders to input the identification number of a particular rail car and immediately be able to determine the commodity contained in that car, its hazard class, its four-digit UN identification number, whether the car is loaded or empty, the handling railroad, the handling railroad's emergency contact phone number, and emergency response information associated with the commodity.

Railroads also work closely with chemical manufacturers through the Chemical Transportation Emergency Center (Chemtrec). Founded in 1971, Chemtrec offers a round-the-clock, state-of-the-art communications center staffed by trained and experienced emergency service specialists. Chemtrec seamlessly and immediately links on-scene emergency responders

with a network of thousands of chemical experts, transportation companies, and medical experts. A call to Chemtrec is often the first call for help during hazmat incidents. Chemtrec is available to help in any type of hazmat-related incident, not just rail-related incidents. In the event of a major rail hazmat incident, railroads often provide Chemtrec with train commodity data (including shipper, consignee, and descriptions of any hazardous materials on the train) so that that information can be shared quickly with emergency responders.

Finally, all of the major U.S. railroads provide information, upon request, to local fire and emergency planning officials on the specific types and amount of hazardous materials that move through their community in rank order by volume. This information is used by local communities to prioritize the training their personnel receive based on the likelihood of those materials being transported through their community.

#### Conclusion

Railroads take very seriously their responsibility to operate safely, and they devote enormous resources toward this goal. They are committed to continually searching for ways to make rail operations safer, and our efforts at TTCI will also remain focused on that goal. Railroads will also continue to work closely with emergency responders throughout the country to make emergency response as effective as possible.

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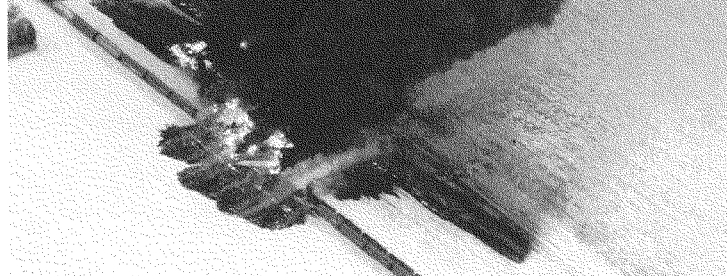
LATE EDITION

TUESDAY, DECEMBER 31, 2013

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## TRAINS COLLIDE

Casselton, N.D., residents asked to evacuate  
after oil cars explode; fire continues to burn



By Erik Burgess and Kyle Potter  
Forum staff writers

**Casselton, N.D.**

Cass County officials urged the people of Casselton and the surrounding area to evacuate their homes as they dealt with the fallout from a massive fire caused by a train derailment and collision here Monday afternoon.

The fire started about 2:10 p.m. when a westbound grain train derailed about a half mile west of Casselton and slammed into an eastbound 116-car train carrying crude oil. Ten-plus oil cars caught fire and eventually exploded, pumping a thick stream of black smoke into the air that blocked out the sun and cast a long shadow over the town.

The fiery blast blocked off nearby traffic, and grabbed national headlines.

Fire officials expected the flames to rage overnight in the oil cars that had not yet been disconnected. BNSF Railway believes about 21 of its cars caught fire. The cause of the crash is under investigation.

For hours, the Cass County Sheriff's Office told the roughly 2,400 residents of Casselton to stay indoors, eventually asking the southwest corner of town to evacuate.

But as the forecast called for shifting winds that could push the billowing smoke east over the city, Sheriff Paul Loney and other officials agreed Monday night to ask the entire town to clear out as a precautionary measure.

"This is nothing to play with," Loney said, adding that the smoke would be most harmful to those with respiratory illnesses. "We're going to err on the side of caution."

A fire from the derailment of two trains and subsequent oil spill burning Monday west of Casselton is seen in this aerial photo.



Michael Weisberg / Forum Photo Editor

An exploding oil tanker creates a fireball after a train derailment Monday outside of Casselton.

### INSIDE TODAY'S FORUM

**METRO:** Woman in need receives gift of a car from anonymous family.  
**PAGE A5**

**SHE SAYS:** For some families, an au pair is the best choice for child care.  
**PAGE B1**

**SPORTS:** Trips to Frisco, Texas, now have hint of familiarity for NDSU.  
**PAGE D1**

## ND fastest-growing state, census shows

Oil boom drives much of population growth

By Mike Nowatzki  
and Amy Dalrymple  
Forum News Service

**BISMARCK** An influx of new residents, fueled in part by the state's booming energy industry, catapulted North Dakota to a recent high population of 720,385 on July 1, making it the fastest-

growing state in the nation, according to U.S. Census Bureau estimates released Monday.

The increase of 22,048 people over the revised July 2012 estimate represented a 3.14 percent population increase.

**POPULATION:** Page A3



\$1.50  
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### Today's weather

Partly sunny  
-7° to -16°  
Details, D6

Births ..... A9  
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**Post-Hearing Questions for the Record  
Submitted to Mr. Mike King  
From Senator Rob Portman**

***“Transparency and Training: Preparing Our First Responders for Emerging Threats and Hazards”*  
Tuesday, March 25, 2014**

1. The Rural Domestic Preparedness Consortium (RDPC) was created to address the training needs of rural first responders. As you know, DHS has chosen to fund RDPC at a reduced amount thereby reducing the number of deliveries of existing RDPC courses that DHS paid to develop. I understand that there are now over 580 requests on the backlog/wait list, representing over 16,000 first responders in 46 states and 2 territories. The marketing of the available courses has been curtailed due to the funding limitations, yet course requests are still received. Why has the funding been limited for RDPC given the overwhelming demand for their courses?

**Response:** There is significant demand for FEMA training from all of our training partners. Funding for individual members of the NDPC is determined in accordance with the intent of the congressional appropriations and by implementing a training and education requirements based analysis. FEMA identifies and manages flexible training programs that meet requirements-driven training needs of the first responder community, via the National Training and Education System. The National Training and Education System is driven by the capability-specific training and education requirements of the whole community. These requirements are determined on an annual basis by analyzing existing indicators, including Threat and Hazard Identification and Risk Assessments, State Preparedness Report results, the National Preparedness Report, after-action reports, and other appropriate resources. Through this analysis, FEMA identifies those capabilities for which training and education resources can be better targeted to meet stakeholder needs.

The FEMA State and Local Programs section of the Department of Homeland Security Appropriations Act, “The explanatory statement to accompany H.R. 933 which was enacted as Public Law 113-6....” directed FEMA to provide \$3,000,000 for developing and delivering FEMA-certified courses to rural communities across the nation. The focus areas for this training included Environmental Health and Isolation and Quarantine. These focus areas were determined using the most recent National Training Needs Survey conducted by the Rural Domestic Preparedness Consortium (RDPC). The RDPC competed with other qualified applicants for funding in FY13 and received awards in both focus areas. After the awards were made and at the request of the RDPC, consideration was given to allow the inclusion of courses on the waiting list identified as having an environmental health or isolation and quarantine nexus. FEMA is aware of the significant demand for FEMA certified courses. As a result, the RDPC were approved to include 172 deliveries of these existing courses, in addition to the development and delivery of courses.

2. There have been several national incidents that have garnered media attention, such as rail car derailments involving hazardous materials, school shootings, and public event security breaches. RDPC currently has courses that deal directly with these topics to try and prepare first responders to prevent, respond to, mitigate, and recover from such incidents. What steps does DHS/FEMA/NTED take to communicate the availability of these types of courses, nationwide? Do you believe it is beneficial to inform the public that DHS has training available that targets preparation for these types of incidents?

**Response:** On its website (available to the public) (<https://www.firstrespondertraining.gov>), DHS/FEMA/NTED provides a link to the *National Training and Education Division Course Catalog*. The catalog features more than 200 courses to help build skills that prepare first responders to prevent, respond to, mitigate, and recover effectively in mass consequence events. NTED primarily serves state, local, tribal and territorial entities in 10 professional disciplines, but has expanded to include private sector and citizens in recognition of their critical role in domestic preparedness. Additional links are provided to the *State and Federal Sponsored Course Catalog*, the Center for Domestic Preparedness, the Emergency Management Institute, and the National Fire Academy.

All RDPC certified courses are listed in the *National Training and Education Division Course Catalog* and can be accessed from a keyword or topic search. The catalog provides a description of the course and its objectives, the target audience, and the delivery method(s).

Each training partner provides further outreach through their individual websites, newsletters, and interaction with professional organizations.

Enhanced public awareness is essential to DHS's efforts to prepare first responders to prevent, respond to, mitigate, and recover effectively in mass consequence events.

3. In the proposed FY15 budget, FEMA has recommended a new training paradigm which would direct all FEMA training partners to sustain their courses by utilizing funding they collect from attendees. What impact do you foresee this change having on course attendance and the training given to first responders?

**Response:** In the Fiscal Year 2015 President's Budget request, the National Domestic Preparedness Consortium and Continuing Training Grants are consolidated within the proposed Training Partnership Grants Program, which is requested at \$60,000,000. Less funding is requested for the Training Partnership Grants in Fiscal Year 2015 because States are assuming increased responsibility for awareness level, refresher, and sustainment training that will allow institutional partners to focus resources on more advanced, specialized training consistent with their respective expertise. With each training partner becoming self-sustained, more courses are able to be offered at a reduced outlay.

Under the proposed Training Partnership Grants, funding would be awarded competitively to entities (e.g., state, local, tribal, and territorial governments; universities and higher education institutions; and nonprofits) that have demonstrable expertise and can develop/deliver training

and education curriculum relevant to the core capabilities in the National Preparedness Goal. Recipients of previous training grant programs, including the National Domestic Preparedness Consortium and the Continuing Training Grants, will be eligible to compete for the Training Partnership Grants. Awards to first-time grant recipients that are facility-based training and education centers will be for the development of curricula and to assist with other programmatic start-up costs as they establish a reimbursable training program or course. The grant funding for these recipients will be phased out over several years, as the grantee builds a customer base to reimburse the grantee for the training they receive. Established grant recipients (including former recipients under the NDPC and CTG) will compete for funding based on the merit of their respective proposals. All grant recipients will be required to sustain the programs and courses developed utilizing funding they collect from attendees. This competitive approach will enable FEMA to develop new venues and vehicles to train and educate the state and local first responder community.



**Questions for the Record**  
**Senator Heidi Heitkamp (ND)**  
**Senate Homeland Security and Government Affairs Committee**  
**Subcommittee on Emergency Management, Intergovernmental Relations and the District of Columbia**  
**“Transparency and Training: Preparing our First Responders for Emerging Threats and Hazards”**  
**April 9, 2014**

**Submitted to the Federal Emergency Management Agency, Department of Homeland Security**

The recent train derailment in Casselton, ND, among other events across the United States, has highlighted the increased need to examine the challenges posed to first responders by the transportation of hazardous materials. Given the dramatic increase in the transportation of a wide range of hazardous substances, preparedness, training and transparency is critical for first responders. Integration of emerging threats into emergency response planning and opportunities for critical data to be shared during the planning process is a growing concern for the State of North Dakota. Not only North Dakota, but all the small and large communities across the rail transportation corridors are affected given the exponential increase in the shipments of crude oil by rail in the past 5 years.

**Question:** The National Domestic Preparedness Consortium received an additional \$5 million in the FY14 Omnibus Appropriations bill over the previous year’s funding. The Senate made it clear that FEMA has broad latitude to spend the \$98 million for emergency response training through any of its NDPC members.

- What percentage of FEMA’s training is focused on surface transportation by rail hazmat incidents?
- Will FEMA spend additional funds on emergency response training for surface transportation incidents by rail given recent trends?
- Do you agree that given the nation’s energy renaissance, now is the time to reexamine NDPC priorities toward preparedness for surface transportation incidents, especially those related to crude oil by rail?
- You stated at the hearing that “anytime there are more incidents, that carries into the assessment of the core capabilities within that jurisdiction.” If you see a national trend that is not being reflected in a State’s requests or does not rank as a high enough priority, such as the emergence of the need for training of first responders to crude oil by rail incidents, do you work with States to adjust the allocation of the types of training?
- Rather than waiting on a certain number or size of a new type of incident to occur, does FEMA ever consider addressing preparedness preemptively as is the case in this recent exponential growth in crude oil delivery by rail?

**Response:** Per Presidential Policy Directive 8—National Preparedness, the national preparedness goal defines the core capabilities necessary to prepare for the specific types of incidents that pose the greatest risk to the security of the Nation, and emphasizes actions aimed at achieving an integrated, layered, and all-of-Nation preparedness approach that optimizes the use of available resources. The fundamental premise of all hazards capability-based planning is to build capabilities that have the versatility to account for foreseen and unforeseen scenarios. FEMA’s training addresses the all-hazards approach by targeting training across the 31 core

capabilities, led by the nation's greatest risks, as informed by the Threat, Hazard Identification and Risk Assessment (THIRA) results. The 2013 THIRA results reflected that a hazardous chemical release (technological hazard) was one of the top five reported Threats/Hazards of concern by jurisdictions.

FEMA training providers design, develop, and deliver HazMat training that is adaptable to multiple scenarios across various types of incidents, to include surface transportation by rail HazMat incidents. FEMA's National Training and Education Division provides for 49 of the total 290 FEMA courses in the area of HazMat training.

Funding decisions on the distribution of FY 2014 funding for the NDPC have not been finalized. Funding for individual members of the NDPC is determined in accordance with the intent of the congressional appropriations and by implementing a training and education requirements based analysis. FEMA identifies and manages flexible training programs that meet requirements-driven training needs of the first responder community, via the National Training and Education System. The National Training and Education System is driven by the capability-specific training and education requirements of the whole community. These requirements are determined on an annual basis by analyzing existing indicators, including Threat and Hazard Identification and Risk Assessments, State Preparedness Report results, the National Preparedness Report, after-action reports, and other appropriate resources. Through this analysis, FEMA identifies those capabilities for which training and education resources can be better targeted to meet stakeholder needs.

Each state that receives funding from FEMA under the Homeland Security Grant Program is required to submit a Multi-Year Training and Exercise Plan that identifies the training priorities within the state. The Multi-Year Training and Exercise Plan is reviewed by the state representatives and the FEMA Program Analyst assigned to that state to ensure the Multi-Year Training and Exercise Plan is consistent with the state's training and strategic plans.

FEMA is committed to providing the most comprehensive, up-to-date training to the Nations' first responders to prepare them for all emergent disasters. FEMA also shares the concern of the risk posed to first responders by the transportation of hazardous materials. To meet such a challenge, FEMA has 290 instructor-led, and 14 web-based training programs that educate state, territorial, local, and tribal emergency management and response professionals on HazMat response operations, incident management and planning, healthcare, public health, environmental health, and emergency medical response to mass casualty incidents. FEMA's all-hazards HazMat training has been delivered to more than 725,000 emergency management and response professionals from all 50 states, the 6 territories, and the District of Columbia. An additional six million students have taken web-based training through FEMA's Independent Study programs.

FEMA provides funding to the Security and Emergency Response Training Center, through the Transportation Technology Center, Inc., as a member of the National Preparedness Domestic Consortium. The Transportation Technology Center, Inc. provides hands-on, realistic training for first responders to help them be better prepared for HazMat Incidents for surface transportation. FEMA also provides funding to the Rural Domestic Preparedness Consortium

(RDPC) for multiple training programs specifically designed for the unique needs of the rural emergency responder. The RDPC offers a course, Rail Car Incident Response, which is designed to increase the knowledge of the rural emergency responder on safe response to an incident involving a rail car. The Center for Domestic Preparedness offers a 40-hour hazardous materials course which meets many states' training requirements for HazMat certification.

**Question:** It is my understanding that you already provide hazmat training for emergency responders, although given the range of hazmat situations, it would be prudent to increase focus on this rapidly emerging concern about hazmat response to crude oil by rail incidents.

- How will your training module on crude oil by rail differ from other types of hazmat training?
- How many people can be trained with existing funds? How many people need this type of training?
- What kind of demand do you have for the courses offered? Is there a waiting list?
- Do all first responders need to be trained for these types of incidents? What metrics do you have to determine the right responders are receiving the right training?
- Once an emergency responder is trained, are they finished? Do people ever take classes a second time? If they do, why?

**Response:** FEMA training providers design, develop, and deliver HazMat training that is adaptable to multiple scenarios across various types of incidents, to include surface transportation by rail HazMat incidents. Awareness training for railcar hazardous materials incidents is designed to increase the knowledge of the first responders in recognizing and characterizing the different types of rail cars, potential leaks, and courses of action to be taken based on initial site assessment. Many of the initial response actions to hazardous materials incidents are the same regardless of the cause of the incident or the hazardous material involved. Beyond the awareness and performance competencies traditionally covered in most hazardous materials courses, advanced training for HazMat technicians includes surface transportation specific modules which cover competencies associated with performing offensive corrective actions, identifying safety devices, valves, and container types for rail, and a full range of mitigation options. Primary responsibility for the response lies with the local jurisdiction and that jurisdiction will determine the appropriate level of hazardous material training and equipment required for its responders.

The number of students to be trained with existing funding is determined by a number of factors that include State analysis and training requirements, the modality of training (In-residence, mobile, web-based) and the level (awareness, performance, planning, and management) of training required. The number of people to be trained will vary based on the needs of each jurisdiction.

Some courses do have waiting lists. FEMA's training providers work with the states to effectively schedule students into those courses. For high demand courses, the training providers

will increase the number of scheduled courses if possible and also collaborate to increase the number of providers offering those courses.

On June 25, 2013, written testimony was provided to this subcommittee by FEMA's Deputy Administrator for Protection and National Preparedness, the Honorable Timothy Manning. His testimony outlined FEMA's 2012 release of a consistent methodology for determining risks through its Comprehensive Preparedness Guide 201: Threat and Hazard Identification and Risk Assessment (THIRA) Guide. This guidance diverged from past efforts to establish measures and metrics for a capability that would be applied uniformly across all jurisdictions, thus allowing a jurisdiction to establish its own capability targets based on the risks it faces. Once each jurisdiction has determined capability targets through the THIRA process, the jurisdiction estimates its current capability levels against those targets in its State Preparedness Report (SPR).

The THIRA and SPR results highlight gaps in capability, which gives FEMA a basis to measure progress in closing those gaps over time. Additionally, FEMA utilizes this data to prioritize training focus areas that will directly buy down national and jurisdictional level risk identified in the SPRs as supported by the THIRAs. A comprehensive review of the SPR Data Assessment Tool analysis report serves to inform training gaps across the 31 core capabilities as documented and supported by the totality of the THIRAs and subsequent SPRs. The 2013 THIRA results reflected that a hazardous chemical release (technological hazard) was one of the top five reported Threats/Hazards of concern by jurisdictions.

States and local jurisdictions are responsible for the prioritization and determination of their training requirements and the level of preparedness of their responders. FEMA training providers work diligently with State Training Points of Contact to ensure that FEMA funded training achieves its goal of getting the right person, in the right class, for the right investment, for the right outcome.

Emergency response training is a continuous on-going process. Individuals that work in smaller departments may see a hazardous materials incident only a few times a year. In order to retain proficiency in the skillset responders must practice and reinforce what has been learned. Federal law and National Fire Protection Association standards require that after the initial hazardous materials training first responders receive annual refresher training.

**Question:** Many first responders that live in small towns and communities, some of which were created because of the existence of the national rail infrastructure, may operate in a volunteer capacity with multi-hatted professional and volunteer roles in their communities. This places significant demand on their time and resources. Every first responder would likely need training for a basic introduction to organizational structures and response techniques, but the needs of first responders will vary based on geographical and risk-based characteristics of different communities.

- How would an emergency responder hear about your courses? How would they enroll?

- Does FEMA provide targeted outreach based on the needs of the community and the State for regular first responder development? What guides your course content?
- How do you know that the course material is useful and relevant and helps an emergency responder based on the needs of their community?
- How do you augment the basic training with specialized training to meet the needs of local communities?
- What are you doing to train first responders that cannot attend training?

**Response:** The National Preparedness Directorate, National Training and Education Division's online Course Catalog provides searchable, detailed information on the courses provided by our training partners. All members of the National Domestic Preparedness Consortium, which includes the Center for Domestic Preparedness, the U.S. Department of Energy's National Nuclear Security Administration, the National Disaster Preparedness Training Center at the University of Hawaii, the Security and Emergency Response Training Center through the Transportation Technology Center, Inc., the National Emergency Response and Rescue Training Center at Texas A&M Engineering Extension Service, the Louisiana State University's National Center for Biomedical Research and Training, and FEMA's other training partners have their own online course websites and registration systems. FEMA's Emergency Management Institute and the National Fire Academy also have their own course catalog and registration system. Direct application to FEMA's resident training programs or requests for FEMA's mobile training delivery teams are facilitated by the states. Each state, territory, or tribe appoints a training point of contact through the State Administrative Agency, State Emergency Management Agency, or appropriate tribal agency. This representative is responsible for prioritizing their requests for training, and ensuring those requests align with the state strategy and the capability gaps identified in their Threat and Hazard Identification and Risk Assessment (THIRA) and State Preparedness Report (SPR). Once the application is approved by the state or tribal training point of contact, the application is submitted to the training provider who schedules the resident seat or mobile training team. Training provided at resident facilities or through mobile training teams are fully or partially funded by FEMA.

All FEMA training partners have very robust outreach and marketing programs designed to reach the individual emergency responder, their jurisdictions, and their administering agencies at the state, territorial, and tribal levels of government. The training partners routinely communicate with the State Administrative Agencies and local jurisdictions by letter, email, telephone, social media, and informational brochures to inform them of training availability, new courses, and program updates. In addition, twice a year SAA representatives from all 10 FEMA Regions are invited to attend the National Domestic Preparedness Consortium's (NDPC) quarterly meeting to receive up-to-date information on training courses and programs. At these meetings the SAA representatives actively identify training needs, issues, and recommendations to improve the management and delivery of training by all FEMA training partners. The NDPC members regularly attend and staff information booths at national and regional conferences sponsored by emergency responder professional associations.

FEMA's training partners individually work closely with the state and territories' State Administrative Agency, State Emergency Management Official, and the tribal training points of contact to identify and support the specific training needs of the state, local, tribal, and territorial

emergency responders. Training partners hold focus groups with discipline specific subject matter experts and emergency response professionals to review course content, discuss proposals for new courses, or identify new operational standards or emerging technology that may impact curriculum. The National Domestic Preparedness Consortium conducts a biennial training symposium to meet with the State Administrative Agencies and State Training Points of Contact to determine their state's training and education needs, and provide additional information on current and emerging training and education courses and programs. The Emergency Management Institute holds an annual training and exercise Symposium with state, local, tribal, and territorial representatives to present information on and discuss key emergency management subjects of interest and identify training, education, and exercise needs of the emergency management professional.

FEMA analyzes and identifies multiple data sources through the National Training and Education System to identify existing and emerging capability gaps and direct or develop the appropriate training and education programs to effectively address those gaps. The National Training and Education System is driven by the capability-specific training and education requirements of the Whole Community. These requirements are determined by analyzing existing indicators, including Threat and Hazard Identification and Risk Assessments, State Preparedness Report results, the National Preparedness Report, after-action reports, and other appropriate resources. Through this analysis, FEMA identifies those capabilities out of the 31 core capabilities for which Training and Education can be better targeted to meet stakeholder needs.

State Administrative Agencies approve any courses delivered in their jurisdiction based on their state training strategy and critical training needs. FEMA training partners evaluate the student levels of learning by using Kirkpatrick's four levels of training evaluation. The students are evaluated with written and performance instruments and observed in the classroom to validate they have gained the knowledge, skills and abilities presented in the course. The students and their supervisors are surveyed within 6-12 months after the completion of the training to measure job related behavioral changes.

FEMA training and education courses are provided through multiple modalities to meet the needs of the jurisdiction, to include web-based, in-resident and mobile training teams. FEMA works with its training providers, such as the Rural Domestic Preparedness Consortium, to develop and provide specialized curriculum that meets the unique training needs or operational limitations of rural jurisdictions. FEMA training can be delivered directly or indirectly by its certified training instructors through formal train-the-trainer programs. Training on the safe and effective response to a hazardous materials incident has been delivered to more than 725,000 emergency management and response professionals from all 50 states, the 6 territories, and the District of Columbia. An additional six million students have taken web-based hazardous materials incident response training through FEMA's Independent Study programs.

**Question:** With today's technological advancement, there is the potential to access the individual first responder with hand-held smartphones and other technologies to provide critical

and timely information during an event and training updates prior to any incidents. In addition, FEMA should have access to greater technology to provide better targeting of training for various types of incidents.

- Are you aware of any database of that tracks spills from rail transport that would help the Department of Homeland Security to target training for these types of incidents?
- Are you aware of any type of mapping capability that could give FEMA a better idea of where potential risk exists to preemptively target training based on the type of hazardous substance that travels through populated areas?
- What types of existing technological tools are you exploring to get the right information into the hands of emergency first responders to promote preparedness and effective real-time incident response?
- Is FEMA considering any public-private partnerships to increase access through individual technology for the first responder and to increase the access to information for FEMA's training development and emergency response to these types of incidents? Do other examples exist with FEMA that could be replicated here with crude oil by rail incidents?

**Response:** There are a number of internet sites that include information on HazMat incidents (rail spills included) that are available to the emergency response community. These sites are managed by the United States Department of Transportation and are accessible at <http://www.phmsa.dot.gov/>, and <https://www.fra.dot.gov/Page/P0001>. The Department of Transportation's 2012 Emergency Response Guidebook is also available for download by the public. This guidebook is a key tool for the emergency response communities' decision making process during a HazMat incident.

The Department of Homeland Security (DHS), United States Coast Guard, National Response Center (NRC) has established a number for citizens to call to report a chemical or oil release to the NRC. The NRC maintains a database for all incidents that are reported to their department. The North American Hazmat Situations and Deployments Map is a free, web-based tool (<http://hazmat.globalincidentmap.com/home.php>) which was designed by Globalincidentmap.com to give the public, law enforcement, military, and government users a new way to visualize incidents across the United States. FEMA promotes the use of tools of this nature while recommending that each jurisdiction conduct due diligence and validate credibility when using them for planning and response activities.

FEMA is committed to providing the most comprehensive, up-to-date training to the Nation's first responders to ensure that they are prepared for all emergent disasters. FEMA's training and education providers that include but are not limited to the members of the National Domestic Preparedness Consortium, the Rural Domestic Preparedness Consortium and Naval Postgraduate School, are at the forefront when it comes to providing advanced and comprehensive training to the nation's first responders. FEMA incorporates technology solutions and applications into training when appropriate to include tools like the Environmental Protection Agency's Computer-Aided Management of Emergency Operations (CAMEO) system of software applications used to plan for and respond to chemical emergencies. FEMA's training providers work closely with industry to stay aligned with current solutions and incorporate a full range of advanced technologies into their training platforms as they are being fielded by the emergency

response community. These technologies range from highly sophisticated simulations, advanced communications, software applications, and state-of-the-art chemical, biological, radiological, and explosive detection equipment.

FEMA and its training partners routinely collaborate with both DHS's Science and Technology Directorate (S&T) and industry, within procurement restrictions, to identify advanced technologies which may benefit the emergency response community or support its advanced training programs. S&T has developed several technologies that can be leveraged by first responders, such as ChemTag, a low-cost, user-friendly device that notifies a responder of a dangerous chemical environment by alarming on standard National Institute for Occupational Safety and Health Permissible Exposure Limits. Another example is the First Responder Support Tools (FiRST) application (app), which draws upon information from the Hazardous Materials Evacuation app, 2012 Emergency Response Guidebook, and online weather sources to provide standoff data for hazardous material spills, as well as reference information, guidelines, and critical contacts for Improvised Explosive Devices and hazardous materials.