



**Streamlining Emergency Management:  
Improving Preparedness, Response and  
Cutting Costs**

**Statement of**

**Chief William R. Metcalf, EFO, CFO, MIFireE  
Second Vice President**

*presented to the*

**SUBCOMMITTEE ON  
ECONOMIC DEVELOPMENT, PUBLIC  
BUILDINGS, AND EMERGENCY MANAGEMENT**

**OF THE**

**COMMITTEE ON TRANSPORTATION AND  
INFRASTRUCTURE**

**U.S. House of Representatives**

October 13, 2011

INTERNATIONAL ASSOCIATION OF FIRE CHIEFS  
4025 FAIR RIDGE DRIVE • FAIRFAX, VA 22033-2868

Good morning, Chairman Denham, Ranking Member Norton, and members of the committee. I am Chief William Metcalf, of the North County Fire Protection District located in the San Diego suburb of Fallbrook, California and the 2<sup>nd</sup> Vice President of the International Association of Fire Chiefs. The International Association of Fire Chiefs represents the leaders of the nation's fire, rescue, and emergency medical services including rural volunteer fire departments, suburban combination departments, and metropolitan career departments. I thank the committee for the opportunity today to represent the views of local first responders in the discussion about streamlining emergency management and improving preparedness, response and cutting costs.

### **The Importance of an Effective Mutual Aid System**

In the past decade, the nation has witnessed a number of tremendous disasters. In 2005, I was in Baton Rouge coordinating assistance to fire departments that were impacted by Hurricane Katrina, and in 2007, I was in charge of the mutual aid response to the California wildland fires, where my community lost 250 homes. From these experiences, I am a firm believer that an effective national mutual aid system is the key to an efficient response system.

While emergency response is primarily a local responsibility, numerous natural disasters this year have demonstrated that no one jurisdiction can handle a major event on its own. The nation needs the ability to share resources: local-to-local; state-to-state; and nationwide. Mutual aid systems are based on the American principle of "neighbor helping neighbor." There will be emergencies where a local jurisdiction cannot respond to an incident by itself and there should be no expectation of federal assistance for the first 24 – 72 hours. An effective mutual aid system is critical in these situations. The key factor is the timeliness in which resources can be delivered to save lives. An effective mutual aid response can limit the damage done by an incident, which reduces the overall cost to the local, state, and federal taxpayer.

There are ten components to an effective mutual aid system:

- 1) A scalable system that allows a tiered response
- 2) Implementation of the National Incident Management System and the Incident Command System
- 3) A single list of resources categorized by type
- 4) A system for ordering resources so that the closest assets are deployed first
- 5) The ability to track resources and personnel
- 6) An interoperable communications system or plan
- 7) A credentialing standard that is simple to understand and manage
- 8) A compensation/reimbursement plan to identify pay rates for potential responders and deal with issues such as volunteer firefighters and backfilling unstaffed fire departments
- 9) Articles of agreement to deal with issues such as liability and workers' compensation
- 10) A logistical support system to maintain equipment and provide for responders

I would like to highlight some of these important concepts for the committee's consideration.

### **A Scalable Mutual Aid System**

One important component for an effective mutual aid system is that it is scalable. Every day, local communities use mutual aid agreements between neighboring communities to respond to incidents. These incidents can be large fires, hazardous materials spills, or major traffic accidents. Because of the economic downturn, local communities have less funding for basic fire and emergency medical services response. As fire and rescue departments' budgets decrease, they rely even more on their neighbors to assist their continuous efforts to protect their communities.

There are incidents when a local community and its neighbors will be overwhelmed. In these cases, the region relies upon the activation of its regional or statewide mutual aid system. Working with the Federal Emergency Management Agency (FEMA), the IAFC began the Intrastate Mutual Aid System (IMAS) program to build statewide mutual aid systems.

The IMAS program provides states, U.S. territories and tribal nations with technical support in the creation of intrastate mutual aid plans and the systems that are required for them to function effectively and efficiently. For example, the IAFC developed mutual aid resource data systems to help states account for the units within a state. In addition, the IMAS program provides tabletop and functional exercises to test plans; designs mobilization drills; and facilitates after-action critiques. The program also supports the creation of multi-state mutual aid plans and compacts. Using the "anchor states" of California, Illinois, Ohio and Florida as models, the IAFC worked with 30 states to develop statewide mutual aid systems that are capable of mobilizing resources without assistance. Another eight states completed exercises and are in the process of being able to mobilize resources without assistance. The states that completed the IMAS process are participants in the Emergency Management Assistance Compact (EMAC) system.

When a state requires out-of-state assistance, it uses the Emergency Management Assistance Compact (EMAC) system to request mutual aid from other states. The EMAC was originally established in 1993 and ratified by Congress in 1996. It is composed of all 50 states and administered by the National Emergency Management Association. The EMAC system has a number of benefits, including liability protections for the out-of-state responders and recognition of their professional licenses and certifications.

### **Interoperable Communications**

From the events of 9/11 through Hurricane Katrina to the recent tornado in Joplin, Missouri, emergency responders still face problems with communications interoperability. Currently, 55,000 public safety agencies operate mission critical radio

systems – each with their own license from the Federal Communications Commission – over 6 or more different bands. This situation requires incident commanders to use “workarounds,” such as the ancient method of runners, to communicate between units.

The broadband revolution offers an opportunity for public safety to begin to resolve this problem. First, it is important to point out the capabilities that public safety can access with a nationwide wireless broadband network. For example, wireless broadband access will enable the development and widespread adoption of devices to track firefighters inside burning buildings; allow smart buildings to broadcast information about a fire to a fire chief’s cell phone; and permit paramedics to share a patient’s vitals remotely with medical staff at a hospital.

If Congress acts this year, public safety will be able to construct a nationwide, wireless broadband network that will ensure that first responders around the nation can communicate with each other. Currently, public safety has been licensed 10 MHz of spectrum in the 700 MHz band to develop a nationwide public safety wireless broadband network. Unfortunately, a truly effective and resilient network will require at least 20 MHz.

There is another block of 10 MHz of spectrum (the “D Block”) adjacent to public safety’s broadband spectrum. Public safety could build a nationwide wireless broadband network by combining the 10 MHz of the D Block with the already licensed 10 MHz of spectrum. There is bipartisan legislation in the House and Senate to achieve this goal.

S. 911, the Strengthening Public-safety and Enhancing Communications Through Reform, Utilization, and Modernization Act (SPECTRUM) Act, would allocate the D Block to public safety; allocate \$11 billion for the construction, operation, and maintenance of the network; and provide for the governance of the effort. Senators John D. Rockefeller, IV (D-WV) and Kay Bailey Hutchison (R-TX), the chairman and ranking member of the Senate Committee on Commerce, Science, and Transportation, introduced this legislation, which passed the committee by a bipartisan vote of 21 to 4. S. 911 is now pending consideration on the Senate Floor.

In the House, Representatives Peter King (R-NY) and Bennie Thompson (D-MS), the chairman and ranking member of the House Homeland Security Committee, have introduced similar bipartisan legislation, H.R. 607. The establishment of a nationwide public safety wireless broadband network has been endorsed by public safety leadership organizations; the “Big 7” organizations representing the nation’s state and local governments; Tom Ridge, the nation’s first Secretary of Homeland Security; and Governor Thomas Kean and Representative Lee Hamilton, the chair and vice chair of the 9/11 Commission, as a vital solution to public safety’s interoperability problem. We urge the House to consider legislation this year to allocate the D Block to public safety and establish governance and funding mechanisms to deploy the network.

## **Credentialing**

Another continued challenge to an effective mutual aid system is a nationwide credentialing system for first responders. As 9/11, Hurricane Katrina, and even the recent Texas wildland fires demonstrated, incident commanders need to know the qualifications of the responders on scene. In the Post-Katrina Emergency Management Reform Act (P.L. 109-295) and Implementing Recommendations of the 9/11 Commission Act of 2007 (P.L. 110-53), Congress attempted to address this issue.

In July, FEMA released its "NIMS Guideline for the Credentialing of Personnel." This guideline describes national credentialing standards and provides written guidance regarding their use. While this guidance does not require local governments to credential their first responders using these guidelines, the "DHS/FEMA strongly encourages them to do so, in order to leverage the federal investment in the FIPS 201 infrastructure and facilitating (sic) interoperability for personnel deployed outside their home jurisdiction."

The IAFC is supportive of the new guidance on credentialing, because it will begin to help incident commanders better manage the incident scene. We ask that FEMA be mindful of the cost of compliance with the FIPS 201 standard, even though DHS grant funds could be used to fund a state or local credentialing system built to that standard. The IAFC recommends that FEMA work with the state and local stakeholders to develop less expensive and more user-friendly methods of complying with this standard.

## **Reimbursement**

The timely reimbursement of resources is an important component of any effective mutual aid system. As local fire and emergency services' budgets are cut, chiefs are no longer able to send vital resources on a national deployment and then wait two or three years to be repaid. An effective mutual aid system should ensure that the responding local agencies are reimbursed in a timely manner.

The IAFC currently is working with other stakeholders to address this issue. We recommend the creation of a transparent system to allow local public safety agencies to track their reimbursement requests as they navigate through the interstate and federal processes. A transparent reimbursement system would ensure accountability, reduce some of the current delay, and strengthen the overall national mutual aid system.

## **Grant Funding**

For an effective mutual aid system, it is important that the local public safety agencies be adequately equipped and staffed. This fact is especially vital for a national disaster on the scale of Hurricane Katrina, which can overwhelm the resources of several states. To respond to a disaster of this scale, there are few federal civilian resources, so local fire, law enforcement, and EMS agencies from around the nation must respond to the incident. The economic downturn has forced many jurisdictions to cut their budgets, which has reduced their capability to respond to local disasters, much less national ones.

The U.S. Department of Homeland Security has grant programs that are designed to build capability for local first responders, while not supplanting local funds. For example, the Assistance to Firefighters Grant program, including the SAFER grant program, uses a merit-based, peer review system to provide matching grants to local fire departments to fund equipment, training and staffing for all-hazards. In addition, the Urban Areas Security Initiative (UASI), State Homeland Security Program (SHSP), and the Metropolitan Medical Response System (MMRS) all provide funding for programs to improve the nation's response to a terrorist attack. It is important to point out that UASI, SHSP, and MMRS all provide incentives for regions to work together to plan, train, and exercise to prepare for a terrorist attack. The same capabilities developed in these terrorism-oriented programs are also perfectly applicable in an all-hazards response to any other large-scale incident. Since UASI, SHSP and MMRS can all play an important role in supporting statewide mutual aid programs, the IAFC urges the states to consider using funds from these programs to develop statewide mutual aid programs.

### **Urban Search and Rescue**

I would like to thank the subcommittee for its provisions in H.R. 2903, the FEMA Reauthorization Act of 2011, which would reauthorize the Urban Search and Rescue (US&R) System. This is an excellent example of how federal and local resources can collaborate to build the nation's emergency response capability. The US&R teams are organized regionally and use local personnel and equipment. However, they are federalized when they are mobilized for both international and domestic missions.

The IAFC would urge the subcommittee and FEMA to examine whether the US&R teams are adequately staffed and resourced. We should examine if the nation has adequate US&R capability to respond to a major incident, like a potential earthquake along the New Madrid fault, or multiple simultaneous incidents, such as a major hurricane in the southeast and a major earthquake on the West Coast. Congress should use such a study to adequately fund the US&R system.

### **Conclusion**

On behalf of America's fire and EMS chiefs, I would like to thank you for the opportunity to address this subcommittee. The IAFC appreciates your focus on improving the nation's preparedness and response efforts. Response to a disaster is primarily a local response. However, it can quickly escalate to a state or federal response, depending on the magnitude of the incident. Effective and well-resourced state and local mutual aid systems will reduce the dependency on federal resources and reduce the overall cost of disaster response and recovery.

# William R. Metcalf

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## PROFILE

Experienced fire chief and chief executive officer. Demonstrated ability to lead a contemporary fire department in the suburbs of a major metropolitan region. More than thirty years of experience in emergency services - twenty years of the experience at the senior management level. Accomplished in strategic planning, organizational leadership, fiscal planning/management, and the development and maintenance of positive and collaborative labor relations. Excellent team player. An engaged leader in the community, both in the work environment and outside activities. Nationally recognized for financial expertise, large-scale emergency management experience, innovation, and emergency services leadership, recognized through a variety of awards. Significant experience in emergency services leadership roles at the local, regional, state, and national levels.

## EXPERIENCE (WITH EMPHASIS ON FIRE/EMS)

### **FIRE CHIEF/CHIEF EXECUTIVE OFFICER**

**NORTH COUNTY FIRE PROTECTION DISTRICT**  
FALLBROOK, CA  
2003 – PRESENT

The North County Fire Protection District (NCFPD) is a full service emergency services organization providing fire protection and emergency medical services to the communities of Fallbrook, Bonsall, and Rainbow in northern San Diego County, California. The District encompasses approximately 92 square miles with a population of 50,000. There are six fire stations and approximately 90 staff. The services provided include fire suppression, fire prevention, advanced life support ambulance, and a full range of ancillary support services.

The Fire Chief serves as the chief executive officer for the organization providing overall leadership including management of the annual budget. The fire chief serves at the pleasure of a five member elected Board of Directors. Significant accomplishments include:

- Leading the organization through a period of significant revenue reductions. Annual revenue has declined from a peak of \$16 million to the current level of \$14.5 million. Revenue reduction has been managed with a combination of revenue enhancement and cost reduction without any impact in delivery of emergency services in the field.
- Development and implementation of an ongoing strategic planning process
- Development and implementation of long-term facilities and apparatus acquisition and replacement plans, with ongoing financial support
- Reorganization of the organizational structure at the senior management level
- Implementation of an interest-based approach to labor relations that has assisted in the negotiation of multiple long-term contracts with all three labor organizations
- Active leadership in regional efforts to consolidate fire protection in San Diego County
- Served as Operational Area Coordinator for San Diego County for two years, including the 2007 Southern California Firestorms. Responsible for overall coordination of mutual aid and firefighting efforts.
- Led the department through the Rice Fire (2007) that burned 10,000 acres, destroyed 240 homes, and resulted in the evacuation of 50,000 residents
- Led a team of fire chiefs from throughout the country to Louisiana during Hurricane Katrina. Organized and coordinated efforts to restore emergency services in devastated areas of Louisiana.

**ASSISTANT FIRE CHIEF**

NORTH LAKE TAHOE FIRE PROTECTION DISTRICT  
INCLINE VILLAGE, NEVADA  
1999 – 2003

The North Lake Tahoe Fire Protection District (NLTFPD) is a full service emergency services organization providing fire protection and emergency medical services to the communities of Crystal Bay and Incline Village on the north shore of Lake Tahoe, approximately 35 miles from Reno, Nevada. The NLTFPD is composed of approximately 60 employees staffing three stations providing emergency services to the northeast shore of Lake Tahoe, Nevada.

Reporting directly to the Fire Chief, provided overall leadership and direction to a variety of District programs including Emergency Medical Services (15 paramedics operating 3 ALS ambulances and 3 medic engines), Dispatch/Communications, Rescue (vehicle extrication, technical, HAZMAT, and back country/wilderness), Fuels Management, and Training (coordination and record keeping). Also served as the Fire Marshal, supervising two fire inspectors. As the senior business manager, responsible for human resource, finance, information technology, and fleet management. Command officer in the daily fire operations for the District. Served as member of the Sierra Front Type 2 Incident Management Team. For a period of one year, was acting Fire Chief while the Fire Chief was on personal leave.

**Publisher and General Manager, JEMS Communications, Carlsbad, CA 1997-1999**

**Director, New Business Development, Mosby-Lifeline, Hanover, MD 1996-1997**

**EMS EXECUTIVE OFFICER**

NORTH LAKE TAHOE FIRE PROTECTION DISTRICT  
1995-1996

Recruited to assist with implementation of management reorganization. Reported directly to fire chief with full responsibility for administration of the EMS component of the fire department. See additional information about NLTFPD above.

**Associate Executive Director, Policy, American College of Emergency Physicians, 1989-1995**

**DIRECTOR, EMERGENCY MEDICAL SERVICES**

COLORADO DEPARTMENT OF PUBLIC HEALTH  
DENVER, COLORADO  
1985-1989

This position served as the State EMS Director for Colorado and was responsible for overall management and leadership for statewide EMS activities. Specific program responsibilities included training and certification of prehospital providers, regulation of training institutions and EMS agencies, legislative and regulatory affairs, and interaction with other health and public safety activities within the state. While in this position, wrote and lobbied for the eventual passage of EMS funding legislation that moved Colorado from 49<sup>th</sup> to 10<sup>th</sup> in per capita funding for EMS (\$3.5 million). Planned and began implementation of a statewide computerized EMS data system. Performed a complete revision of the EMT and paramedic testing and certification program including initiatives to improve text access through decentralization of testing and a shift to computerized test scoring that reduced delays in reporting testing results by two months.

**FIREFIGHTER, PARAMEDIC, LIEUTENANT**

ANNE ARUNDEL COUNTY FIRE DEPARTMENT  
MILLERSVILLE, MARYLAND  
1974 - 1984

Served in a number of capacities including firefighter, paramedic, and lieutenant in this combination paid (400)/volunteer county-wide fire department. In addition to assignments as firefighter and "street" paramedic, also served as department's first EMS officer (Lieutenant). In that capacity, developed EMS policies, procedures, and training programs that are still in place today. The rank of Lieutenant is a company officer-level position, although in this position provided county-wide response to major incidents in a command/supervisory capacity.

Additional work history available upon request.

## EDUCATION

### ASSOCIATE IN ARTS, PARAMEDIC SCIENCES (1985)

Anne Arundel Community College  
Arnold, Maryland

### BACHELOR OF SCIENCE, MANAGEMENT STUDIES (2001)

University of Maryland - University College  
College Park, Maryland

### EXECUTIVE FIRE OFFICER (2006)

National Fire Academy  
US Fire Administration  
Emmitsburg, Maryland

### MASTER OF ARTS, ORGANIZATIONAL LEADERSHIP (2008)

Crown College  
Minneapolis, MN

### CHIEF FIRE OFFICER DESIGNATION (CFOD) (2008)

Center for Public Safety Excellence

## PROFESSIONAL RECOGNITION AND MEMBERSHIPS

### International Association of Fire Chiefs

Board of Directors – Treasurer (2007-Present)  
Member, Economic Challenge Task Force (2008 – Present)  
Chair, Emergency Management Committee (2006-2007)  
Vice-Chair, National Fire Service Policy Center Task Force (2005-2006)  
Vice-Chair, National Fire Service Mutual Aid System Task Force (2005-2006)  
Technical Expert, Intrastate Mutual Aid System Grant Project (2005-2006)  
Secretary, Executive Board, EMS Section (2001-2005)

### Institute of Fire Engineers, Member – US Branch (2009 – Present)

### International Fire Service Policy and Research Institute

Board of Directors – Treasurer (2007-2010)

### San Diego Fire Districts Association

President, 2004-2006

### San Diego County Fire Chiefs Association

Board Member (Secretary), 2004-2006

Vice-President (2006 – 2007)

### National Association of Emergency Medical Technicians

## Community Involvement

Rotary International  
    Rotary Club of Fallbrook (2003-2005)  
    Rotary Club of Bonsall (2005-Present), President, 2007-2008  
Legacy Endowment...The Community Foundation (2009 – Present)  
    Board Of Directors  
    Chair, Investment Committee  
Fallbrook Chamber of Commerce (Member)  
Bonsall Chamber of Commerce (Member)  
Fallbrook Hospital Site Selection Committee

## APPOINTMENTS

California FIREScope Board of Directors (2010-Present)  
US DHS Critical Infrastructure Protection Coordinating Council (2008-Present)  
San Diego Operational Area Fire Mutual Aid Coordinator (2006 – 2008)  
San Diego North Zone Mutual Aid Coordinator (2006 – 2007)  
San Diego LAFCO Fire & EMS Advisory Task Force (2004 – Present)  
Emergency Management Assistance Compact (EMAC) Advisory Group, National Emergency Management Association  
(2006-2007)

## AWARDS

Valor Award, North County Fire Protection District (2005)  
Presidential Award, International Association of Fire Chiefs (2005)  
Ronald D. Stewart, MD Award for National EMS Leadership, National Association of EMS Physicians  
Emergency Medical Services Award, Maryland Chapter, American College of Emergency Physicians  
Distinguished Service Award, EMT Association of Colorado (1988)  
Presidential Award, EMT Association of Colorado (1987)

**COMMITTEE ON TRANSPORTATION AND INFRASTRUCTURE**  
*Truth in Testimony Disclosure*

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Pursuant to clause 2(g)(5) of House Rule XI, in the case of a witness appearing in a nongovernmental capacity, a written statement of proposed testimony shall include: (1) a curriculum vitae; and (2) a disclosure of the amount and source (by agency and program) of each Federal grant (or subgrant thereof) or contract (or subcontract thereof) received during the current fiscal year or either of the two previous fiscal years by the witness or by an entity represented by the witness. Such statements, with appropriate redaction to protect the privacy of the witness, shall be made publicly available in electronic form not later than one day after the witness appears.

**(1) Name: Chief William R. Metcalf, EFO, CFO**

**(2) Other than yourself, name of entity you are representing:  
International Association of Fire Chiefs**

**(3) Are you testifying on behalf of an entity other than a Government (federal, state, local) entity?**

**YES**      **If yes, please provide the information requested below and attach your curriculum vitae.**

**NO**

**(4) Please list the amount and source (by agency and program) of each Federal grant (or subgrant thereof) or contract (or subcontract thereof) received during the current fiscal year or either of the two previous fiscal years by you or by the entity you are representing:**

**USDA Forest Service-Wildland Urban Interface-\$1,838,520**

**DHS/FEMA-FP&S- Near Miss \$1,692,063**

**US Dept. of Interior- RPL-\$200,000**

**DHS/FEMA- NIMS-\$3,500,000**

**DHS/FEMA- Medical Director Manual-\$150,000**

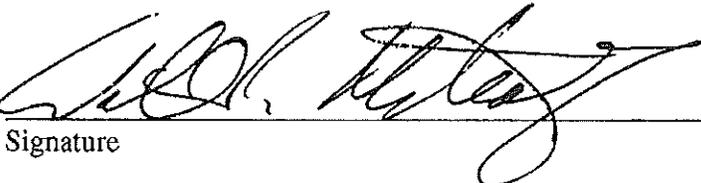
**DHS/FEMA- SAFER Criteria Development-\$138,708**

**DOT/PHMSA -Hazmat Fusion Center-\$2,375,362**

**DHS/FEMA- Hazmat-\$100,000**

**DHS/FEMA-TREC-\$2,900,000**

**Award amounts represent cumulative totals from the current and past two year(s).**

  
Signature

10-4-11  
Date