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PUBLISHER'S MESSAGE

By Martin Masiuk, Publisher



Two interviews. Also: a Navy/Coast Guard collaborative effort to protect ships in port; an expert's report on forensic epidemiology and how it is being used to counter bioterrorism; the increased workload and operational successes of FBI's Hostage Rescue Team (HRT); a well substantiated recommendation that the legal ground rules governing counterterrorism surveillance be made more "reasonable"; the need for expanding the DHS (Department of Homeland Security) acquisition workforce; an analysis of the SBInet contract award and the likely short- and long-term political implications; and the case for more "objective" standards for criminal charges than are possible under "probable cause."

All that, plus individual state reports on a simulated nuclear attack in California, the high-tech cargo screening systems being evaluated in New Jersey's Port Newark, potential TWIC (Transportation Worker Identification Credentials) problems in Delaware's Port of Wilmington, an airport security exercise in Arkansas, the release of a long-awaited strategic preparedness plan for the National Capital Region, a big Texas welcome for the much-needed increase in the number of CBP (Customs and Border Patrol) inspectors in Houston, a major upgrade of Oregon's law-enforcement communications systems, and high praise from DHS Secretary Michael Chertoff for the security improvements throughout Virginia's Hampton Roads port complex.

That is a quick summary of the feature articles, augmented by somewhat shorter "States of Preparedness" reports (by Adam McLaughlin), included in this month's "omnibus" issue of DomPrep Journal, which also includes a brief review of the major government reports, industry press releases, and trade show announcements issued during the past four weeks that would be of special interest to first-responder professionals in particular and the U.S. domestic-preparedness community in general.

Most but not all of DPJ's weekly issues focus on a particular theme – health care, for example, or law enforcement, airport and seaport security, the local/state/federal interface, and similar "umbrella" topics. The monthly omnibus issues are necessarily more eclectic and give readers not only a second look at articles they may previously have missed but also the opportunity to develop a better understanding of the difficulties and complexities facing their fellow professionals in other but closely related domestic-preparedness fields.

For more than a century and a half the U.S. Army and U.S. Navy went their separate ways in both peace and war. Cooperation was a sometime thing, and the coordination of operations – in peace or war – was almost impossible. World War II changed all that – but not totally, and only for a short period of time. The establishment of the Air Force as a separate service helped to some extent, but it added further complications. Eventually, and thanks mostly to Congress rather than the Department of Defense and/or the armed services themselves, jointness – in planning, in operations, and even in the promotion process – became mandatory.

The nation's law-enforcement, first-responder, and other domestic-preparedness communities are now going through the same process. But with less trauma and turmoil. DPJ's position is that the more that America's policemen, firemen, EMS technicians and other homeland-defense professionals know about one another's jobs, the better they will be at their own jobs. Our own mission is to help the process along, as much as we can, and in any way that we can. ▼

About the Cover: Staff Sgt. Jason Arnold of the U.S. Air Force's 100th Communications Squadron refers to his Ability to Operate and Survive Handbook during a simulated chemical attack earlier this year at RAF Mildenhall, England. The combined USAF/RAF exercise was designed to train the personnel participating in operations carried out under "extreme threat" conditions. (USAF photo by Staff Sgt. Jeannette Copeland)

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Diver Detection and Deterrence

Navy, Coast Guard Collaborate To Defeat the Underwater Threat

By Joseph DiRenzo III and Christopher Doane, Coast Gaurd



Even before the disruption this summer of a major terrorist plot to use in-flight mixtures of liquid explosives to destroy 10 or more passenger aircraft en route from London's Heathrow

Airport to various U.S. destinations, American and allied law-enforcement officials and first responders were analyzing a broad spectrum of other hazards and threats to economic and population centers around the world. One area of renewed interest – which received a splash of publicity a few years ago in various newspapers and magazines but has been largely ignored since – is what officials describe as “the underwater battle space.”

In his book, *A Time Bomb for Global Trade*, Michael Richardson gave special attention to the subject, which usually has a relatively low budget priority. “Anti-Terrorism investigators worry that divers trained by Al-Qaeda or its affiliates,” Richardson pointed out, “could plant explosives on the hulls of ships, act as seagoing suicide bombers, or sneak aboard vessels and commandeer them for attacks.” His comments were reinforced by former CIA Director George Tenet. In February 2003, testifying before the U.S. Senate Committee on Intelligence, Tenet noted that one area of major concern to U.S. security experts is the potential use of “underwater methods” to attack maritime targets.

Despite the almost annual shortages of the funds needed to combat the underwater threat, no one in any position of authority questions the legitimacy of that threat. In fact, there are hundreds of possible underwater “disaster” scenarios that have been discussed by academics and publicized by the media, several imaginative novels have been written on the subject, and even a few movies have been produced focusing on the spectacular scenic and special-effects possibilities.

Both Military and Civilian Targets

One of the favorite scenario topics involves an attack – at sea or, preferably (from the

terrorists' point of view), in port – on cruise ships. Following is a typical setting: A cruise ship sitting peacefully in an Italian harbor presents a glamorous picture of bright lights and happy passengers enjoying the evening's entertainment. However, the ship also represents an important economic asset and is therefore an extremely tempting target for terrorists. A successful attack on the ship not only could cause a huge loss of life but also have a significant impact on the multi-billion dollar cruise-ship industry.

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Such fictional scenarios notwithstanding, the “diver threat” represents a real and present danger to the United States, which is by far the biggest and wealthiest trading nation in world history. Moreover, it is not only cruise ships that are threatened. John Mintz of the Washington Post reported – in a 31 December 2002 article (*U.S. Fears Terrorists at Sea: Tracking Ships Is Difficult*) – that Omar Al-Faruq, who was identified in the media as a key Al-Qaeda operative, said after his arrest that he had planned to use divers to attack U.S. warships in Surabaya, Indonesia.

A number of U.S. Coast Guard and U.S. Navy offices and agencies, especially the Naval Submarine Research Laboratory and the Coast Guard Research and Development Center (both of which are headquartered in Groton, Connecticut), have been collaborating

to address the potential threat posed by terrorist divers. To meet and defeat that threat they have developed what is generically called an anti-swimmer system, which typically consists of three major components—detection, warning, and deterrence. The system is operated by specially trained personnel, who work the system components, while Navy and Coast Guard divers handle system setup and other underwater tasks.

Current and Continuing Collaboration Needed

The system's principal detection component

is an advanced sonar system that, coupled with special processing subsystems designed to detect approaching divers, is able to distinguish the humans from the fish and other marine mammals detected by the sonar.

The warning component of the system, which is called an underwater loudhailer, was developed under a Coast Guard contract and tested by the Navy, and is specially designed to overcome the limitations caused by underwater speech distortion – and therefore can reliably communicate with divers.

The loudhailer gives the swimmer defense team the ability to assess the diver's intent – and then to react in a timely fashion if the diver does not respond to any warning that might be issued. This component of the system is intended to ensure there is enough time to dispatch a response boat to investigate the contact in greater detail and at closer range. This is done by approaching the contact very carefully and using imaging sonar to “see” the contact. After verifying that the contact is, in fact, a diver who is not responding to the warning that has been issued, the deterrence component of the system comes into play.

The specific tactics are classified, but it is known that at least one deterrence component currently used compels the diver to surface. There are two key advantages of using this component. The first is that the intensity of the impulse transmitted to the diver can be scaled up or down to permit a range of non-lethal responses. The second is that the overall system itself is compact enough to be carried on a relatively small law-enforcement response boat.

The multi-layer approach described above is considered by defense officials to be a major step forward in addressing the critical issues facing U.S. swimmer defense teams operating in harbor environments. It allows detection of the threat, a determination of intent, and a method of responding to the threat in a non-lethal manner. In the long term, of course, those capabilities still might not be enough to detect, deter, and/or defend against a large-scale underwater attack against a major U.S. seaport. Which is why the current collaboration between the Coast Guard and the Navy undoubtedly will continue for the foreseeable future – and, assuming that the additional funding needed is provided by Congress, probably expand in both scope and capabilities.



DomPrep Journal

Authoritative Timely Searchable

R. James Woolsey, Vice President, Booz Allen Hamilton Podcast Interview



The former Director of Central Intelligence (DCI) provides his insights on the long-term threat posed by Hezbollah. He emphasizes, among other things, that Iran's increased oil revenues mean that Hezbollah can operate more covertly because it will no longer have to use U.S. cells to raise funds for its international operations.

R. James Woolsey, a vice president of Booz Allen Hamilton in the firm's Global Assurance practice, received presidential appointments in two Democratic and two Republican administrations, and served for twelve years in the federal government. He was director of central intelligence in 1993-95, under secretary of the Navy 1977-79, and general counsel to the U.S. Senate Committee on Armed Services 1970-73, and also served in several other high-level government positions.

To listen to or download entire audio interview,
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Christopher Doane and Joseph DiRenzo III (pictured on previous page) are retired Coast Guard officers now serving as Coast Guard civilian employees; both also are Visiting Fellows at the Joint Forces Staff College. Although management experts in and out of government were consulted in the preparation of this article, the opinions expressed in the article are their own.

Forensic Epidemiology: On the Threshold of Change

By Michael Allswede, Public Health



"What we need to build on is the ability to integrate and to share information. ... We've gone from 'need to know' to 'need to share.'"

Former CIA and FBI Director William Webster,
15 April 2004.

Judge Webster's thoughtful observation highlights the need to change how U.S. officials use information to improve homeland security in an age of terrorism. The Federal Bureau of Investigation (FBI) defines terrorism as "the unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives [emphasis added]." However, the political and social objectives of terrorist groups are as diverse as the groups themselves, and their individual members.

There are an estimated 17 active Islamic terrorist groups now operating in the United States, according to Steve Emerson at the Investigative Project. But according to the Southern Poverty Law Center there are more than 750 active domestic "hate groups" throughout the country. Each of these groups has its own agenda, and uses its own methods of attack – some of which include bioterrorism.

Experts in this field agree that, to recognize a bioterrorism event early enough to take meaningful action (either to prevent it or to deal effectively with the aftermath), medical, public-health, and law-enforcement information must be shared more efficiently than has been the case in the past – which is where forensic epidemiology comes in.

Accuracy and Speed Both Needed

Forensic epidemiology is a relatively new discipline that combines medical information, public-health information, and law-enforcement information to develop greater, and more accurate, situational awareness of illnesses that could indicate whether a specific illness is the result of a natural event, an accident, or a crime – in the latter case, it could be caused by

terrorists, and that would make it a national-security matter. The threat posed by biological terrorism is so enormous in scope that recognition that a biological incident has occurred and an appropriate response to it must happen almost simultaneously. Information collection and analysis, distribution of the medications needed, and a rapid surge capacity all are required for a bioterrorism event to be fully and accurately identified and as many victims saved as possible.

is provided by private businesses – many, probably most, of which are financially stressed, and whose professionals usually are not too well informed about the indications of biological terrorism.

Overseeing this system of variable healthcare providers and businesses is a highly complex system of municipal, county, state, and federal public-health agencies, each with different capabilities and responsibilities, and frequently with

The political and social objectives of terrorist groups are as diverse as the groups themselves, and their individual members.

Forensic epidemiology differs from standard epidemiology in that, in its analysis of illness patterns, it includes consideration of law-enforcement information on terrorist subjects, goals, capabilities, and likely venues of attack. That analysis may lead to law-enforcement actions, including investigations, and/or result in criminal charges. But that step comes later. The most important initial priority is that the analysis be completed both quickly and accurately to serve the needs of U.S. national-security organizations.

EMS (emergency medical services) personnel and hospital or clinic emergency rooms usually will be the first to see the victims of a bioterrorism attack, and therefore will have the first opportunity to detect the disease patterns that correspond to such attacks. For that reason alone they must be considered vital components of the national strategy to combat biological terrorism.

Structural and Operational Challenges Expected

There are several unique challenges – some of them structural and some of them operational – to carrying out an accurate forensic-epidemiology analysis. The structural challenges include the fact that over 90 percent of healthcare in the United States

little experience in the investigation of bioterrorism incidents. Federal, state, and local law-enforcement authorities all possess varying amounts of information on terrorist-group characteristics, and varying degrees of experience and capabilities as well. But the legal statutes in this complex field are not always uniform at all levels of government, and some are very much out of date as well. Moreover, there are very few guidelines to regulate the combined analysis and processing of the health and law-enforcement information already available.

In addition to these structural challenges, there are several operational challenges in combining health-care and law-enforcement information to develop an accurate and actionable forensic epidemiological analysis. Most of these challenges can be categorized either as issues of "threshold" or as issues of "responsibility and authority." Problems of the threshold variety include but are not necessarily limited to the educational and awareness limitations of individual practitioners. In the absence of an overt threat such as white powder and/or a threatening letter, most medical, public-health, and law-enforcement personnel will be uncertain about what illness patterns constitute a "biological attack."

Time-Consuming Complexities

Illness of any type is expected to wax and wane in the United States, but the recognition of biological terrorism is a relatively rare skill. Dealing effectively with a bioterrorism incident, though, is largely dependent on health professionals first overcoming a threshold of recognition before reporting to higher authorities who have been assigned the responsibility for establishing the rules under which an investigation may be conducted.

Historical experience shows that this process will take several weeks, and perhaps months – which is far too long for operational purposes. Some progress is being made to streamline the process, but public-health and law-enforcement authorities are at only the initial stages of being able to rapidly, cooperatively, and accurately assess the biological terrorism threat. Because there are so many structural differences between jurisdictions at various levels of government, it often is not clear who is responsible for, and has the authority to conduct, a forensic epidemiology investigation. The fact that the legal statutes governing such investigations also vary from one level of government to another causes additional complications.

In short, medical and legal ambiguities are the norm, rather than the exception, in the field of biological terrorism. But there is at least one thing that *is* clear – namely, that the methodologies by which the problems caused by and/or related to bioterrorism incidents must be locally flexible, legally supported, and implemented in an ethically responsible manner.

Fortunately, a major first step was taken when the CDC (Centers for Disease Control and Prevention) and FBI cooperatively produced a course and reference material on the subject. That course, which is available on the Internet at <http://www2.cdc.gov/phlp/ForensicEpi/Background.asp>, will clear away some of the confusion that now exists and, it is hoped, lead to additional changes and improvements within the foreseeable future.

Dr. Michael Allswede is the Director of the Strategic Medical Intelligence Project on forensic epidemiology. He is the creator of the RaPiD-T Program and of the Pittsburgh Matrix Program for hospital training and preparedness. He has served on a number of expert national and international groups on preparedness.

The HRT: A Small Unit With Large Responsibilities

By Franklin Kirby, Law Enforcement

The destruction and chaos left in the wake of Hurricanes Rita and Katrina last year overwhelmed the ability of state and local law-enforcement agencies to perform their duties. Fortunately, law-enforcement teams from other states, and from some federal agencies – including the Federal Bureau of Investigation (FBI), which sent its Hostage Rescue Team (HRT) – were deployed to the Gulf Coast to help restore order.

The HRT has been the topic of political and operational debate since it was founded in 1982 in preparation for the Los Angeles Olympic Games. The idea of creating a federal tactical operations unit immediately came under fire from the Los Angeles Police Department (LAPD), which did not see the need for a federal agency providing security and responding to incidents in the department's own backyard, particularly when the LAPD's own SWAT (Special Weapons And Tactics) team was one of the largest and most capable, as well as most experienced, in the nation.

The U.S. Department of Justice (DOJ) disagreed and successfully defended creation of the HRT on the grounds that the availability of a unit with its special capabilities was essential to respond to hostage situations such as those that had occurred at the Munich Olympic Games. Moreover, as DOJ also pointed out, the legal restrictions of *Posse Comitatus* prevented the use of military units such as Delta Force from participating in domestic law-enforcement operations.

Controversy and Validation

In the almost quarter of a century since its creation, the HRT has been used a number of times to respond to domestic-hostage situations, many of which precipitated additional debate over how and when the unit should be deployed. The most publicized of these situations were the controversial events that occurred at Waco and Ruby Ridge, where the HRT carried out tactical operations

in support of various other federal agencies and of local law-enforcement units.

Those incidents led to considerable criticism and aroused considerable debate about the lawful jurisdiction of a federal paramilitary unit operating within the borders of United States itself. These criticisms were offset by some less publicized operations – the successful rescues of prison guards in Talladega, Alabama, and Martinsville, Louisiana – that helped to justify the HRT's existence.

Nonetheless, the primary focus of HRT continued to change and evolve, and the terrorist attacks of 11 September 2001 pushed the unit into more of a counter-terrorism role. Some HRT members even have been sent on missions overseas – to trouble spots in Iraq and Afghanistan, for example. In addition, HRT members now often train and operate with the U.S. military's Special Forces units, as well as with foreign counterparts such as the English and Australian Special Air Services (SAS) units and the French GIGN (National Gendarmerie Intervention Group).

Specialized Skill Sets, Pre-packaged and Ready

Organizationally, the HRT is a unit of the Tactical Support Branch of the FBI's Critical Incident Response Group headquartered in Quantico, Virginia. There currently are approximately 90 Special Agents on the team, plus a number of support personnel, all of whom can be deployed quickly – or in task force-sized teams – to carry out various law-enforcement functions usually beyond the capabilities of state or local agencies.

Those state and local agencies should take comfort in knowing that, as was seen in the aftermath of last year's Gulf Coast hurricanes, the HRT can, upon request, deploy quickly to anywhere in the country to carry out law-enforcement functions beyond the capabilities of local agencies – almost always, though, by working as part of a task force supplemented by state, local, and other federal officers. On its Gulf Coast deployment,

HLSPC: A Course of Mandatory Excellence

By Joseph DiRenzo III and Christopher Doane, Coast Guard



Immediately following the terrorist attacks of 11 September 2001, a belated but massive nationwide effort was initiated to define and examine not only the operational missions involved but also the educational and doctrinal aspects of homeland security. Critical questions focusing on basic issues – e.g., “What is Homeland Security and how should it be conducted in the United States” – were discussed in government offices, think tanks, and military commands throughout the country. The definitions of critical terms were as varied as the broad spectrum of opinions on homeland-defense strategy. U.S. academic institutions were asking the same questions at the same time.

Meanwhile, the nation’s defense industries were equally engaged, and shifted some of their top talent to develop business in the

rapidly growing homeland-defense industry. Throughout the private sector, as well as at all levels of government – state, federal, and local – numerous “directors” of building security, port security, facility security, or computer security – many of them with little or no experience in the security field – were appointed to monitor and improve internal security.

Some but not all of the basic questions have been answered. For example, the National Strategy for Homeland Security officially defined the term Homeland Security as “a concerted national effort to prevent terrorist attacks within the United States, to reduce vulnerabilities to terrorism, and to minimize the damage and recover from attacks that do occur.”

A Question from the Chairman

Almost simultaneously with the 2003 approval of this national-level definition,

the task force relied upon the HRT’s special training to patrol communities, control crowds, and rescue endangered citizens. Moreover, effective coordination of all of the agencies participating was facilitated through the use of mobile command vehicles, another tool at HRT’s disposal.

It should be noted that several other federal agencies have special teams that are available – again, upon request – to assist local law-enforcement units in various tactical situations. The U.S. Border Patrol’s BORTAC team, for example, which carries out various low-profile tactical operations along U.S. borders, also was successfully used to conduct the Elian Gonzalez rescue operation in Miami. In addition, a number of U.S. Immigration and Customs Enforcement (ICE) Special Response Teams are strategically positioned at ICE offices throughout the country and are available to state and local law-enforcement units, and to other federal agencies, for such operations as high-risk warrant service, protective-escort duties, and certain specialized marine operations. ▼

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General Richard B. Myers, USAF, then chairman of the Joint Chiefs of Staff, asked Navy Vice Admiral Paul G. Gaffney II, then president of the National Defense University (NDU), what could and should be done to educate NDU students about security/defense needs in the U.S. homeland. Myers recognized that members of the nation's

"We are filling an important void in professional military education," Mitchell said, "The military/ civilian interface in protection of the homeland," he added, "requires a whole new way of thinking, with new terms and stakeholders."

The course is broken down into the following seven major "blocks of study":

Block 1: National Homeland Security Policy and Strategy;

Block 2: National Homeland Security Plans;

Block 3: Department of Defense Policy, Strategy, and Plans;

Block 4: The Interagency Process and Players;

Block 5: The Joint Planning Process (Crisis Action and Deliberate Planning);

Block 6: Case Studies in Homeland Security; and

Block 7: HLS Exercise Purple Guardian.

The "Players" studied in Block 4 are the U.S. Coast Guard, the Federal Bureau of Investigation (FBI), the Federal Emergency Management Agency, and the U.S. Northern Command; Purple Guardian is the name given to a multifaceted exercise that explores the civilian/military interface on both land and sea.

To augment the key training and study topics described above, Mitchell also has brought in numerous guest lecturers, including supervisory special agents from the FBI's Critical Incident Response Group (CIRG) and experts in the National Response Plan as well as a number of Coast Guard and Northern Command officials. "We have had some very senior individuals address this class and talk one on one with the students," Mitchell said. That approach, he commented, "has added a great deal to the learning environment."

Additional information on the JFSC and its HLS Planner Course, including enrollment eligibility requirements, is available on the web at http://www.jfsc.ndu.edu/schools_programs/homeland_security/default.asp

Christopher Doane (pictured on previous page) and Joseph DiRenzo III are retired Coast Guard officers now serving as Coast Guard civilian employees; both also are Visiting Fellows at the Joint Forces Staff College. Although management experts in and out of government were consulted in the preparation of this article, the opinions expressed in the article are their own.

General Myers recognized that members of the nation's armed services would have to have a much greater understanding of homeland-security issues

armed services, particularly those in senior positions of leadership, would in the future have to have a much greater understanding of homeland-security issues if, as expected, they would be required to operate closely with their civilian counterparts in other agencies during times of national crises affecting the U.S. homeland.

The first course supporting this not completely new but increasingly important role for the armed services was the Homeland Security Planner Course (HLSPC), which was developed at NDU's Norfolk-based Joint Forces Staff College (JFSC), under the direction of Associate Professor Gerald Mitchell, a retired Army officer and former instructor at the U.S. Military Academy. The first class in the new course – designed for middle-grade naval and military officers, and their civilian counterparts in other agencies – was offered in August 2003 and covers topics above and beyond naval/military doctrine and various related subjects. "We provide an interagency perspective," said Mitchell.

Attesting to the importance of the course is the fact that there have always been more requests for quotas within the course than there have been available seats.

From OSD to the Field Level And Well Beyond

The "plank owners" in the initial class included several members of Secretary of Defense Donald Rumsfeld's staff. Since the initial offering, the course, now one of the most prestigious on the JFSC curriculum, there have been 12 classes (approximately 22 students per class) that have been completed. In addition, Mitchell and JFSC staff member Cheryl Council formed five mobile training teams that have taken the curriculum to the field – including such geographically dispersed commands as the Navy's Third Fleet headquarters in San Diego, the U.S. Northern Command, Coast Guard District Seven headquarters in Miami, and Standing Joint Task Force-Homeland Security-Norfolk.

Army Lieutenant General Russell Honore, who became a household name by providing a much-needed command presence during the aftermath of Hurricane Katrina, served as commanding general of the latter group and has been a frequent guest lecturer at the course. "We get many, many more requests than we have quotas [available]," Mitchell commented. "Some pretty widespread groups have asked for the mobile training team."

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The Case for Greater Latitude In Counterterrorism Surveillance

By: J. Michael Barrett, Law Enforcement



In addition to al Qaeda and its affiliates there is growing concern in U.S. national security circles about the possibility of a direct confrontation with Iran over the continuation of that country's uranium enrichment program. If conflict comes, many authorities believe, Iran's most likely course of action/reaction would be to retaliate through its terrorist surrogate, Hezbollah, the militant Shii'a terrorist group that over the past several decades has killed several hundred Americans – civilians as well as military personnel – in numerous planned attacks throughout the world. The death toll includes 241 Americans killed in the Marine Barracks bombing in Beirut in 1983 and another 19 in the Khobar Towers attack in Saudi Arabia in 1996.

Although Hezbollah has never attacked the United States on America's own soil, the same was true of Al Qaeda until the morning of 11 September 2001. Recognizing that additional terrorist attacks on the U.S. homeland are obviously now possible, the nation's law-enforcement agencies know they must improve their capabilities to detect, deter, and disrupt future attacks from Iranian-backed Hezbollah and/or copycat sympathizer groups. But to meet that objective requires that U.S. decision-making officials not only fully understand the enemy's intent but also do their utmost to ensure that state, local, and national law-enforcement personnel receive the training and resources they need.

Attainment of that mandatory objective also might require the loosening of certain restrictions related to the processes and procedures under which police surveillance of criminal activities is currently carried out. It seems obvious that domestic law-enforcement agencies must be empowered to act decisively to properly protect American lives. One major philosophical and policy shift could be the adoption of Intelligence-Led Policing, a concept and process that requires the development and use of situational awareness – which more or less means, in layman's terms, knowing what to look for and how to find it.

Domestic law-enforcement agencies must be empowered to act decisively to properly protect American lives.

A Mandatory Threshold Of Operational Effectiveness

In that context, it is reasonable to suggest that U.S. police and other law-enforcement personnel should receive formal training in Islamic culture so they can recognize behavior patterns and anomalies that might indicate extremist behavior. Armed with that knowledge, police would be in better position to cultivate stronger ties to the Islamic community as a whole - and, as a result, would be able to manage intelligence sources from that community with greater success. Adoption of this recommendation may, of course, be made more difficult by the U.S. Islamic community's general distrust of law-enforcement agencies in general, but it is nonetheless worth trying.

A more effective domestic counter-terrorism policy also might require a slight modification of the rationale used to justify certain terrorism-related searches and surveillance operations from the current relatively high level of "probable cause" to a somewhat lower but still constitutionally acceptable level of "reasonable suspicion." This does not mean that individual rights are less important today than they were prior to the 9/11 terrorist attacks, but, rather, that the potential harm to the society as a whole is now significantly higher than it was prior to 9/11.

In the words of a 30 January 2006 memo from the Congressional Research Service (CRS) to the Senate Select Committee on Intelligence, "Fourth Amendment reasonableness is that point at which the government's interest

advanced by a particular search or seizure outweighs the loss of individual privacy or freedom of movement that attends the government's action." In other words, there is a trade-off between the individual's right to privacy and the government's responsibility to ensure the safety and welfare of the nation as a whole.

Because the threat of mass-casualty terrorism is now a clear and present danger, the balance has been tipped and the use of clearly articulated reasonable suspicion should be sufficient to justify increased flexibility in future law-enforcement surveillance efforts. That was the recent rationale used in the United Kingdom, to cite one prominent example still in the news, when the legal flexibility provided by reasonable suspicion was successfully employed to thwart a terrorist plot to use liquid explosives to destroy a number of U.S.-bound passenger aircraft while they were in flight across the Atlantic.

As another component of the new focus on more capable surveillance and intelligence operations by law-enforcement personnel, police also could receive training on how to carry out effective counter-surveillance operations against terrorists who may be selecting their next targets – task that requires a different skill set and better equipment than the lower-level surveillance of organized crime, drug dealers, and/or criminal gangs that has already been judged to be constitutionally acceptable.

The full text of the CRS 30 January 2006 memo is available at www.fas.org/sgp/crs/intel/m013006.pdf.

For further information on Intelligence-Led Policing, see http://www.domprep.com/First_Responder/Law_Enforcement/

J. Michael Barrett is a terrorism and homeland security expert with an extensive background in military intelligence and national security. A former Fulbright Scholar in Ankara, Turkey, Barrett is currently the Manhattan Institute's Harbinger/ICx Fellow in Homeland Security and the founder of Counterpoint Assessments, a terrorism preparedness consulting firm in Annapolis, Md.

DHS Needs a World-Class Acquisition Workforce

By Gregory Rothwell, Viewpoint



Several current news articles and recent Congressional hearings profile the many acquisition challenges facing the Department of Homeland Security (DHS) and correctly cite the critical shortage of acquisition personnel as a root cause of a number of difficult problems.

Of the 23 agencies merged into DHS, only seven came with established procurement offices. Of those seven, four were critically understaffed at the time of the merger: (Transportation Security Administration (TSA), Customs and Border Protection (CBP), Immigration and Customs Enforcement (ICE), and the Federal Emergency Management Agency (FEMA)). At the time of the merger it was conservatively estimated that TSA needed 200 more contracting people and that CBP, ICE, and FEMA (before Hurricane Katrina and Rita) each needed 150 more.

The three other DHS agencies with established procurement offices – the U. S. Coast Guard, the Secret Service, and the Federal Law Enforcement Training Center – were considered in 2003 to be adequately staffed for their various workloads and missions. (The staffing numbers cited are taken from a workload-and-staffing study conducted during 2004, and are based on a cost-to-spend ratio that is not quite one half of what the private sector would require to accomplish the same work.)

The other 16 agencies that were merged into DHS came to the department without procurement offices or acquisition support. In addition, nearly 30 new offices created by the Homeland Security Act also lacked acquisition support. All of these offices combined generate \$4.5 billion annually in disbursements, a total larger than the entire annual acquisition budgets of most of the federal government's executive departments.

Large Expectations, Slim Realities

To ameliorate what already was perceived as a potentially major problem, DHS created an eighth procurement office, known as the Office of Procurement Operations (OPO). On the day of its creation, the OPO needed 220 people in order to be fully staffed. It had eight people.

Overall, it is conservatively estimated that these eight procurement offices were understaffed in 2003 by some 400 positions. Since 2003, the staffing shortages, although being addressed, are still close to the 400 level, while the DHS acquisition budget has increased from \$8 billion to over \$14 billion.

In the past, federal employees were hired and trained at a measured pace, but that past no longer exists. DHS is facing, really, two interlocking problems in this important area – namely, how to recruit what usually

will be entry-level people; and how to make them effective workers at a faster pace. There seems to be no need to drastically change the curriculum that already has been developed, but there is certainly a need to supplement that curriculum by making entry-level people more effective – i.e., smarter and better informed – more quickly. The department also must develop a way (or ways) to more quickly combine the knowledge provided in the classroom with the practical skills that are learned doing the actual work “on the ground.”



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Colonel Korch received a direct commission as a Captain in the Medical Service Corps (MSC) in July 1986. His first assignment was as a medical entomologist with the Entomology Branch of the Army Environmental Hygiene Agency, currently known as the U.S. Army Center for Health Promotion and Preventive Medicine (USACHPPM), in 1987. His subsequent assignments included research entomologist for the U.S. Army Medical Research Institute of Infectious Diseases (USAMRIID) in 1989; branch chief of Rapid Diagnostics for USAMRIID in 1990; and commander of the 5th Medical Detachment, 121st General Hospital, Seoul, Republic of Korea, in 1993.

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This problem is not unique to DHS, it should be noted. Throughout the federal government, the acquisition workforce is not keeping pace, either in numbers or in quality, with the growing number of missions that have been assigned to most agencies. The Procurement Round Table, a non-profit organization chartered in 1984, reports that “during the past five years, procurement obligations have increased 60 percent . . . [and] during this same period, the procurement workforce has decreased five percent.”

The Dilution of Forward Progress

With over \$350 billion being spent annually by the federal government’s acquisition people, it is of paramount importance – and citizens should demand this – that there be sufficient numbers of contracting people in the entire federal workforce, that those people be properly trained, and that they be persons of high integrity.

Over fifteen years ago, there were sufficient numbers of contracting people in the federal procurement workforce, and most if not quite all agencies were able to take the time needed to develop their skills. At that time, a typical procurement person in the GS-1102 series would report into a stable (relative to today) organization as an intern and be assigned such tasks as copying, reading the regulations, and conducting small purchase duties. Over the years, increasingly difficult assignments would follow and the individual would advance in the organization as he or she gained more skills and experience, and as more senior employees retired or departed to the private sector.

Today, the federal acquisition workforce has experienced nearly two decades of decline during a time when contracting has become more complex and the workload and the dollars being obligated both have increased exponentially. In short, today’s federal acquisition workforce finds itself in a stranglehold. There are too few people being asked to perform ever increasing amounts of purchasing at a time when it is difficult to find, attract, train, and retain a new workforce for this generation. This problem is likely to become considerably more difficult in the foreseeable future, because it is estimated that almost one half of the current federal acquisition workforce will be eligible to retire in the next five years.

The problem has been recognized for some time, but not much has been done to resolve it, and now the repercussions are becoming alarmingly evident. The result of *not* having invested more, and more wisely, in the acquisition workforce finds expression in many ways. Processes have been streamlined, for example, and costly shortcuts have been taken, in ways not always in the best interest of the taxpayer. In addition, small businesses have suffered, there has been an increase in the number of non-competitive contracts awarded, and some critical checks and balances have been ignored. Perhaps the most unfortunate effect of the failure to invest in the acquisition workforce has created an atmosphere in which integrity lapses have increased and media reports about “how a promising procurement career ended in felony” have become more common.

Strategic Planning And Numerous Benefits

For DHS the challenge can be summarized somewhat as follows: How does the department hire 400 more acquisition people in today’s environment – in which almost all federal agencies face procurement shortages – and how does the department make these new employees more effective workers at a faster pace?

The obvious answer is that the department must start by developing a strategic hiring plan for its contracting workforce. Equally obvious is that one part of the plan should emphasize the following attractive aspects of this career field within the federal service:

1. First and foremost, public service, although deeply rewarding in many ways, is not charity work. Today, a college graduate can expect to move to the GS-13 or 14 level in four to five years, and earn between \$80,000 to \$90,000 per year.
2. With nearly half of the federal acquisition workforce eligible to retire within the next five years, there is rapid growth potential in this career field.
3. Unlike the situation in many other federal career fields, the experience gained as a federal procurement employee is highly portable and can easily be translated to the private sector.
4. Significant responsibility is often given to qualified individuals at a very early age.

It is likely that, within five years, a person will have unlimited signature authority over critical programs.

5. There are numerous “beyond the paycheck” benefits that result from working on programs that make a significant difference to this nation and its future.

A Glittering Glimmer of Hope

Finally, there are at least two good examples that reflect both creativity and hope.

(a) The Transportation Security Administration is initiating an innovative approach this year to the hiring of entry-level contract specialists. Next month, in fact, TSA expects to hire 20 fellows into its second class of new recruits. Unlike the members of the first class, these recruits will be assigned to a specialized unit devoted exclusively to their development. They will go through an eight month program that includes seven weeks of the mandatory contracting training required by federal certification standards. This will be an intense learning program that provides both simulated and real experience on all types of contracting approaches. The new entry-level specialists will learn simplified acquisition techniques, negotiation techniques and tactics, and the proper use of GSA schedules. When they graduate, these twenty new contract professionals will transition into operational divisions within TSA and be qualified to complete many types of contract actions.

(b) The Internal Revenue Service, a Treasury Department agency, recently hired 60 college graduates and plans to upgrade their skills and qualifications through a three-year development program (while they also are working and contributing to the agency mission). This new IRS program is overseen by the Treasury Acquisition Institute, which is currently training more than 5,000 acquisition personnel from 17 different federal agencies.

These two examples represent a real glimmer of hope for the acquisition profession that contributes so significantly to the critical missions of the federal government.

Gregory Rothwell, a principal with the consulting firm Booz Allen Hamilton, served as the first DHS chief procurement officer; he also was the first assistant commissioner for procurement (from 1990 to 2000) at the IRS.

Commentary and Analysis**SBI net: What Happens Next?***By James D. Hessman, Editor in Chief*

The 21 September DHS (Department of Homeland Security) announcement that the Boeing Company has been awarded a contract to build a “fence” of sorts – with some “virtual” components included – along the U.S. border with Mexico is not the beginning of the end of the long-festering U.S. border-security problem. But if all goes well it might be, as Winston Churchill said in another and much more difficult context, “the end of the beginning.”

Among the more important specifics of the contract disclosed by DHS Secretary Michael Chertoff at a 22 September press conference are the following: The building of the fence will begin with a 28-mile stretch of what is called the “Tucson sector” along the U.S. land border with Mexico. The completed fence, considered by many to be the most important component of the Secure Border Initiative (SBI), will extend approximately 6,000 miles – i.e., the combined lengths of the U.S. southern border with Mexico and the nation’s northern border with Canada. The initial \$67 million contract will run, theoretically, for three years, with three option years also covered, but there will be numerous stopping points along the way during which progress will be evaluated, problems ironed out, and the pace of construction either expanded or, perhaps, slowed down.

Chertoff emphasized several times during the press conference that the building of the SBI net fence would be only one part of the Bush administration’s multifaceted plan to stop illegal immigration. U.S. government and private-sector estimates agree that there are now approximately eleven million illegal immigrants in the United States, with an estimated 500,000 more illegal immigrants entering each year – most of them across the U.S.-Mexican border.

Other Components of the Plan

Chertoff pointed out that the administration also has significantly increased (to 18,000 agents now on the roster) the number of

Border Patrol agents assigned to police the nation’s land borders, has brought charges against 550 employers of illegal immigrants, and has stopped what he described as the “pernicious ... catch-and-release policy.” Under catch and release, many illegal migrants who had been arrested were almost immediately released under their own cognizance and were never heard from again.

***Under catch and release,
many illegal migrants who had been arrested
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never heard from again.***

What if any impact the award of the SBI net contract will have on this year’s congressional elections is uncertain. Numerous surveys show that a large majority of the American people want illegal immigration stopped. There are major differences on the follow-up details, though, both within each party and between the consensus opinions in the House and Senate.

The biggest and most important difference revolves around the question of what to do about the eleven million illegal immigrants now resident in the United States. Various spokesmen, some of them self-appointed, for immigrant groups and organizations favor the granting of a general amnesty – perhaps with certain legal but temporary strings attached. This position seems to be favored by more Democrats than Republicans – except in the U.S. Senate. Other groups, focused more, perhaps, on homeland security – and on the principle that those who break the law should not be rewarded for their transgressions – are opposed to amnesty of any type.

**A Problem
For the Next President?**

The Bush administration has tried to position itself in the middle by proposing a plan that theoretically would stop future illegal immigration but, except in certain well defined cases, permit the illegal migrants already living and working in the United States to remain in place and, eventually, earn the right to American citizenship. The critics of this plan, including many Republican members of Congress, are vehemently opposed and describe it as “amnesty under another name.”

The bottom line is that, although the SBI net contract represents a major step forward, and impressive progress has been made on other fronts, the illegal-immigration problem is not yet solved – and probably will not be for several more years, during which time several million more people will have little or no difficulty crossing the still porous U.S. land borders. Some of those making the crossing are likely to be terrorists – but not even the experts in this field can make even a well-educated guess on the exact number.

A final aspect of the current immigration debate worth mentioning: If the various reform plans already suggested have less an impact on this year’s elections than has previously been predicted, illegal immigration may well be an even more important issue – perhaps the *most* important issue – in the 2008 presidential election.

James D. Hessman, former editor in chief of both the Navy League’s Sea Power Magazine and the League’s annual Almanac of Seapower. Prior to that dual assignment, senior editor of Armed Forces Journal International.

Needed: An Unchanging Standard For Objective Reasonableness

By Terry Bratton and Jim Conley, Law Enforcement



The term “objectively reasonable” is founded in the court case *Graham v. Conner* (1989), which requires that actions taken by law-enforcement officers must be “objectively reasonable in light of the facts and circumstances confronting them [the officers].” Those factors include but are not necessarily limited to “an allowance for time available to make decisions inasmuch as officers are often forced to make split-second judgments in circumstances that are tense, uncertain, and rapidly evolving.” Reasonableness “is judged,” according to the same court case, “from the perspective of a reasonable officer on the scene” who does not benefit from the “20/20 vision of hindsight.”

Under the standard spelled out in *Graham v. Conner*, U.S. courts have demonstrated an understanding of the difficulty officers have: (a) in use-of-force situations (here, court rulings have explained that incidents that officers are involved in are fluid); and (b) with split-second-change decisions, which are difficult at best. In other decisions, courts have found that the standard of “reasonableness” should encompass the balance between an officer’s safety and the Constitutional rights of suspects.

Although homeland-security requirements have an impact on everyday police work at all levels, they have not changed the requirement for objective reasonableness. Two high-profile cases last year – the shooting of Jean Charles de Menezes in London in the wake of the London Transport bombings, and the arrest of Rigoberto Alpizar in Miami by sky marshals – illustrate not only the importance of training law-enforcement officers in the use of reasonable force but also the need for unshakable support from law-enforcement supervisors and agencies when an officer is involved in a similar type of incident.

Realistic Training For Real-Life Scenarios

That support consists of much more than encouraging words. Administrators also must ensure that their officers are trained in current

police tactics and procedures. The training provided should be both scenario-based and realistic. It should cover all aspects of use-of-force situations, ranging from “command presence” to “deadly force.” Although law-enforcement officers involved in real-life incidents frequently are forced to rely on minimal information, training gives them the foundation of factual information and practical experience they almost always will need during future high-stress and/or fluid situations.

Because officers in such situations must react to the threat presented by the suspect – as demonstrated, for example, by the subject’s body language, demeanor, and lack of compliance, as well as by the apparent threat level – practical scenario-based training will give them an instinctive reaction base that will come into play during an actual law-enforcement incident.

When officers respond in accordance with the requirements mandated not only by case law as well as both state and/or federal laws, but also by departmental policies and procedures, it is imperative that the officers be fully supported in post-incident litigation by their agencies and supervisors. That support should not and must not yield in the face either of adverse media coverage or of various types of political pressure that might be brought to bear by local, state, or federal government officials – or, for that matter, to emotional public reactions, which of course may change both suddenly and frequently over a period of time.

A Guiding Principle For Unyielding Support

Educating the public, and the media, on the complex problems involved in use-of-force scenarios is imperative for administrators today. The public often views such scenarios from the perspective of a “minimal-force” standard. Thanks to numerous out-of-context film and television plots depicting alleged “police brutality” many citizens believe that officers are required to use minimum force at all times in apprehending and arresting a criminal suspect – but those same citizens

do not always realize that the minimum-force level cannot be measured in absolute terms but will vary considerably from time to time, depending on not only the behavior of the suspect but also on other circumstances not always visible on the screen – the presence of an angry mob, for example.

Clearly, the education of the public on such matters should not be left up to television and movie reporters and producers. The explanation of objective reasonableness, as opposed to minimal force, should come from the leaders of law-enforcement agencies. The educational process used should be both ongoing and “up front,” and should encompass all of the media outlets in the community. Following such a proactive approach will take both patience and time. But it will make not only law-enforcement officers but also the public at large feel more comfortable and confident.

Law-enforcement leaders are asked, and expected, to stand behind their officers, their decisions, and the policies followed by their agencies when use-of-force incidents occur and proper – i.e., objectively reasonable – procedures have been followed by the officers involved. However, during civil litigation – which may be as much as four or five years later – the public might well view the scenario differently.

In such situations, the result, quite frequently, is the creation of pressures that cause city and department administrators and attorneys to look for ways to compromise – often, unfortunately, at the expense of the officers involved in the incident. In other words, the officials give in to what is called “bad publicity,” disregarding the emotional, physical, and sometimes even the financial well being of officers they previously applauded as having done a “good job.”

What should be their real guiding principle, though, is simply stated and should always be followed: If the officer’s actions were objectively reasonable yesterday, they are objectively reasonable today, and will be tomorrow.

Terry Bratton has been a Houston police officer for 30 years; Jim Conley, his partner for those 30 years, has been a Houston police officer for over 36 years. They conduct tactical training together for Houston Police Department cadets and veteran officers. They also have instructed at the FBI Academy and elsewhere throughout the United States.

California, New Jersey, Delaware, Arkansas, District of Columbia, Texas, Virginia, and Oregon

By Adam McLaughlin, State Homeland News



California *Long Beach Is Focus of Simulated Nuclear Attack*

The Rand Corporation has released the findings of a study detailing the catastrophic effects that would result if a nuclear weapon were to be detonated at the Port of Long Beach. In the simulated scenario used for the study, terrorists concealed a 10-kiloton nuclear bomb in a shipping container that was unloaded onto a pier at the port, and exploded shortly thereafter.

The study revealed that an attack of that magnitude, in the circumstances described, could kill up to 60,000 people instantly, and expose an additional 150,000 to hazardous radiation. In addition, it was estimated that up to six million people might attempt to evacuate the greater Los Angeles area, and two to three million more might have to be relocated because of nuclear fallout. The economic cost of the explosion in the weeks and months after the attack could exceed \$1 trillion, and might also rupture the global shipping chain.

"The report raised a red flag that we need to do more in terms of national defense and emergency preparedness," said Arthur Wong, spokesman for the Port of Long Beach. "The [Rand] report did not specifically focus on port security, but it does point out [that] these ports are an enormous economic asset for the United States that must be protected." Wong said that security at the port has been improved since the 9/11 terrorist attacks, but "we think a lot more has to be done."

Efforts already are underway at the Port of Long Beach to integrate new technology into a command-and-control center that will give port officials a faster and more reliable way to thoroughly inspect suspicious cargo and to communicate with both the Port of Los Angeles and the U.S. Coast Guard. Port security officials also have started to install gamma ray scanning systems to help screen cargo. Nearly four million cargo containers

are now processed annually through the Port of Long Beach.

An attack of that magnitude could kill up to 60,000 people instantly, and expose an additional 150,000 to hazardous radiation

New Jersey *Port Newark Serves As Port-Security Testing Lab*

A broad spectrum of new technology is being used at Port Newark to help screen for radiological dispersion devices, or "dirty bombs," as well as for other weapons of mass destruction, making the port an unofficial testing laboratory for new safety systems and equipment that may some day be used to protect all of the nation's seaports.

As of early September, four major security programs or upgrades – all of them aimed at finding better ways to screen cargo containers for nuclear material – were either underway or planned for future implementation within the next few months.

One of the most innovative security initiatives is a plan, still in its infancy, to convert into mobile radiation detection devices some of the huge yellow "straddle carriers" now used to lift and shift cargo containers. Under this plan, the 40-foot-tall vehicles would have their lift and grappling mechanisms taken out and replaced by radiation scanners. The converted vehicles could pass over entire rows of stacked cargo carriers and check them for radiation much more quickly than would be possible by the continuation of existing methods, which can inspect only one box at a time.

Port Newark will probably also receive, in 2007, a new generation of stationary radiation detectors called Advanced Spectroscopic Portals (ASP), which trucks carrying cargo containers would have to pass through before leaving the seaport. "The ASP provides significant improvement in the detection of special nuclear materials such as highly enriched uranium and weapons-grade plutonium," said Vayl S. Oxford, director of the Department of Homeland Security's Domestic Nuclear Detection Office.

An estimated seven percent of the containers that come into Port Newark – i.e., about 350-400 containers per day – are considered high-risk and singled out for extra inspections. The reasons for the additional inspections vary, but usually are because of the shipment's port of origin, what is listed in its contents, or officials' lack of knowledge about the reliability of the shipper.

Delaware *Port of Wilmington Seeks to Upgrade Security*

Since 2002, the Port of Wilmington has applied for security grants totaling \$8 million, but so far has received only about \$2 million. However, Delaware's congressional delegation has been pushing for more funding for the state's port-security program, and has some good arguments to justify its case. "There needs to be a lot more port security [funding] than we have currently," said Margaret Aitken, spokeswoman for Sen. Joseph Biden (D-Del.).

Among the criteria used to determine funding allocations are the types of cargo handled at a port, the port's proximity to other and perhaps larger ports, and the number of people who live near the port. Exclusive reliance on those criteria works against Delaware's case, unfortunately. "We are considered a fruit port ... so our risk level is fairly low," said William Boles, head of security at the Port of Wilmington.

Approximately 400 ships – carrying a collective total of about 4.5 million tons of fresh fruit and other imports – enter the port of Wilmington each year. That tonnage, impressive as it is, represents only a small fraction of the estimated \$2 trillion worth of cargo that comes into and through all U.S. ports combined each year. However, another important port-security consideration that is not always considered relates to the receiving end of the cargo – hundreds of truck drivers and other workers come into and out of the Wilmington port each day, for example.

Port security officials have issued more than 3,000 identification cards, known as Transportation Workers Identity Credentials (TWIC). The TWIC cards, which carry the card-holder's fingerprints, are issued following a check of the individual's name against a terrorist list. But not everyone entering the port is required to have a card – truck drivers from Canada, for example – and that omission gives Delaware another talking point in its favor.

Like many other ports throughout the country, Wilmington does not have the equipment needed to match the fingerprints on the cards with the fingerprints of the individual carrying the card. "Not having the final reader card in place is an important issue," said Dennis Rochford, president of the Maritime Exchange for the Delaware River and Bay.

The Port of Wilmington now verifies the identity of the TWIC holder by comparing his or her face against a photo that pops up at the guard's gate when the card is swiped. The port's long-term plans call for the installation of more sophisticated equipment that would be able to read biometric information, such as fingerprints and retinal patterns.

Arkansas ***Airport Exercise Used To Improve Response Capabilities***

Independence County emergency officials are working steady to be better prepared, and one way to help achieve that goal is through frequent and realistic exercises, such as one that was carried out in late September at the Batesville Regional Airport.

The simulated aircraft emergency was the focus of a countywide disaster drill that tested the response times and abilities of local emergency responders. The exercise involved a small aircraft that, according to the plot scenario, was diverted to Batesville after the pilot reported smoke in his cockpit. The pilot also informed the control tower operator that the aircraft was carrying hazardous chemicals. The landing ended with a plume of "smoke" – a signal that resulted in local responders contacting the 61st Civil Support Team (CST), which operates out of Little Rock.


Wearing chemical suits and equipped with sophisticated air sensors, members of the military team gathered air samples, which were sent back to the team's command center for analysis. The analysis results told the responders how closely they could safely approach the plane and the type of chemicals they would be dealing with. After the military unit had determined the status of the aircraft and the surrounding area, local responders were sent in to decontaminate the area around the plane and treat the "survivors" of the explosion.



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The emergency medical technicians participating in the exercise carried out a full-scale drill that included several medical procedures and installation of an intravenous drip and the securing of an air passage on a new Advanced Life Support training dummy that also was used in the exercise.

Among the several agencies participating in the exercise were the Batesville Fire Department and Rescue Force, the nearby Southside and Desha fire departments, an Independence County hazardous materials team, the Pleasant Plains Fire Department's rescue truck, and the Independence County Sheriff's Office.

After the victims were decontaminated, treated, and transported to a local hospital, all of the responders participating in the drill gathered at a nearby pavilion for a meal and after-action review.

District of Columbia NCR Releases Strategic Plan To Upgrade Homeland Security

Government and private-sector officials from across the National Capital Region (NCR) have adopted a long-awaited strategic plan to improve homeland-security capabilities throughout the greater Washington, D.C., area. The plan, released on 14 September, will be used to direct regional disaster planning and preparations for the next three to five years. Various sections of the plan identify the steps needed to improve disaster-response capabilities in a broad spectrum of situations ranging from decontaminating the victims of a chemical attack to providing for the care of stranded pets.

"The strategic plan is a statement of what we value and what is most important to strengthen emergency preparedness and response in the National Capital Region," said Gerald E. Connolly, chairman of the Fairfax County Board of Supervisors, who also serves as chair of the NCR's Emergency Preparedness Council. "It is a roadmap for emergency planning and the investment of resources. Its adoption is a significant milestone, bringing consensus about emergency planning among 20 jurisdictions, two states, the capital city, and our federal partners."

The strategic plan includes a vision statement and articulates a general mission as well as a number of specific goals and objectives. The NCR's vision is "working together toward a safe and secure National Capital Region"; the mission is to "build and sustain an integrated effort to prepare for, prevent, protect against, respond to, and recover from all-hazards' threats or events."

The four goals included in the plan (which, if accomplished, will allow the region to reach its vision) are described as follows:

- Collaborative Planning and Decision Making: Aims to improve regional planning processes.
- Informed, Engaged, and Prepared Community: Focuses on ensuring that residents receive the information they need to provide for their own safety.
- Enduring Capability to Protect and Prevent: Addresses the various threats and vulnerabilities for which the region must prepare.
- Sustained Capacity to Respond and Recover: Focuses on building regional capabilities to speed the restoration of normal services following a disaster.

Texas Houston Welcomes Increase in CBP Inspectors

The U.S. Senate's passage on September 7 of the Port Security Improvement Act of 2006 has been praised by PHA (Port of Houston Authority) officials as an important step forward in providing additional Customs and Border Protection (CBP) inspectors at its container ports. The legislation is expected to increase the total number of new CBP officers to 1,000 nationwide.

"The announcement of these additional CBP cargo inspectors is great news not only for the Port of Houston Authority but the entire Houston region," said PHA Chairman James T. Edmonds. "These additional officers will definitely help ensure safety and security at the port and protect the free flow of trade through our facilities. They will significantly improve our ability to inspect the millions of containers that enter the United States annually."

The PHA, the Houston Airport System, and the Greater Houston Partnership are in agreement that a minimum of 150 additional CBP officers – the billets would be filled at a cost of approximately \$22.8 million – are needed for the Houston region alone to handle current requirements. Although CBP staffing for the Houston region would be increased primarily to provide additional cargo and passenger security at the region's seaports and airports, there would be a major economic bonus as well. "The less 'dwell time' cargo has on a seaport terminal, the more cargo that terminal can handle on the same acreage," Edmonds explained. "Therefore, proper staffing would make facilities more efficient and will allow ports to attract more cargo."

The PHA owns and operates the public facilities located along the Port of Houston, the 25-mile-long complex of diversified public and private facilities designed and constructed for the handling of general cargo, containers, grain and other dry bulk materials, heavy-lift cargo, and various other types of cargo. More than 6,600 vessels call each year at the port, which is the 10th largest in the world and ranks first in the United States in foreign waterborne tonnage, and second in overall total tonnage.

Virginia Chertoff Commends Hampton Roads For Security Ops

Department of Homeland Security (DHS) Secretary Michael Chertoff has singled out the security efforts at the port of Hampton Roads for special praise, and noted that it and other U.S. ports have benefited significantly from the generous allocation of federal funds provided over the past five years to improve state security operations.

Addressing the media at the operations tower of Norfolk International Terminals earlier this month, Chertoff commented specifically on the debut earlier this year of a joint harbor operations center in Hampton Roads that merges the security efforts of the U.S. Coast Guard, U.S. Navy, and DHS's Customs and Border Protection to provide better protection for all of the port's operations. He also mentioned that in December 2002 Hampton Roads became the first U.S. port to install radiation scanners to screen all incoming container cargo for hazardous threats.

"By the end of 2006, 80 percent of the incoming cargo at ports nationwide will be screened that way, with all containers nationwide to be scanned in 2007," Chertoff said. "What we see here," he added, "is the use of smart people and smart technology that is a great model for the rest of the country."

Chertoff said the \$10 billion the federal government has allocated for port security over the past five years has upgraded systems technology – including a new generation of radiation detectors – and funded several Coast Guard security programs as well as a new port-worker identification program now being developed that requires extensive background checks.

Since 2001, the Virginia Port Authority – a state entity that owns Norfolk International Terminals, Newport News Marine Terminal, Portsmouth Marine Terminal, and the Virginia Inland Port in Front Royal – has received \$11 million in federal port security grants, according to Edward Merkle, the authority's security director.

Oregon **Announces New Communication Resources for Counties**

Oregon Governor Ted Kulongoski has announced the distribution of over \$7.8 million in federal homeland security grants to upgrade law-enforcement communication systems in counties throughout the state. "Public safety depends on improving communication among police agencies," Kulongoski said. "Helping local police upgrade communications is a critical first step toward keeping our homeland secure."

Each year since the 9/11 terrorist attacks, the federal government has invited states and counties throughout the nation to request the funding needed to help finance state homeland-security projects, such as Oregon's communication systems upgrade. This year, 26 Oregon counties received grant money.

The state received \$496,000 in grants to create the Oregon Wireless Interoperability Network (OWIN), a new portable radio system that will help police and other emergency responders between Portland and Salem to

communicate instantaneously. The system hardware for the radios will be installed at existing tower sites between the two cities.

In many communities throughout the state, public safety agencies, police, and other emergency responders still lack the technology needed to allow them to communicate directly with one another in their patrol cars or in the field.

"Police and first responders in emergency situations must be able to talk with each other, regardless of where they happen to be, or what time of day it is," Kulongoski said. "We must have state-of-the-art technology available in our communities, because emergencies do not respect county boundaries."

Adam McLaughlin is Preparedness Manager of Training and Exercises, Operations, and Emergency Management for the Port Authority of N.Y. & N.J. He develops and implements agency-wide emergency response and recovery plans, business continuity plans, and training and exercise programs.



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