



# DomPrep Journal

Subscribe      Volume 13, Issue 2, February 2017

## Community Engagement and Enforcement



# EMERGENCY MANAGEMENT & LEADERSHIP

UNDERGRADUATE AND GRADUATE CERTIFICATES

Developed in partnership with key professional training organizations,  
American Military University offers public safety leaders:

- Support through scholarship programs
- Cohort class registration options
- Financial incentives available for select partnerships

TAKE THE NEXT STEP TOWARD YOUR LEADERSHIP GOALS.  
LEARN MORE TODAY AT [PUBLICSAFETYATAMU.COM/DPJ](https://PUBLICSAFETYATAMU.COM/DPJ)



**Business Office**

P.O. Box 810  
Severna Park, MD 21146 USA  
www.DomesticPreparedness.com  
(410) 518-6900

**Staff**

Martin Masiuk  
Founder & Publisher  
mmasuk@domprep.com

Catherine Feinman  
Editor-in-Chief  
cfeinman@domprep.com

Kerri Kline  
Project Manager  
kkline@domprep.com

Carole Parker  
Manager, Integrated Media  
cparker@domprep.com

**Advertisers in This Issue:**

American Military University

BioFire Defense

FLIR Systems Inc.

PROENGIN Inc.

© Copyright 2017, by IMR Group Inc. Reproduction of any part of this publication without express written permission is strictly prohibited.

DomPrep Journal is electronically delivered by the IMR Group Inc., P.O. Box 810, Severna Park, MD 21146, USA; phone: 410-518-6900; email: subscriber@domprep.com; also available at www.DomPrep.com

Articles are written by professional practitioners in homeland security, domestic preparedness, and related fields. Manuscripts are original work, previously unpublished, and not simultaneously submitted to another publisher. Text is the opinion of the author; publisher holds no liability for their use or interpretation.



# Featured in This Issue

Editorial Remarks  
*By Catherine L. Feinman* .....5

Today’s Law Enforcement Challenges  
*By Kay C. Goss* .....6

Managing Civil Unrest & Protests in a New Environment  
*By Melissa Hyatt* .....11

Three “I”s to Repairing the Police/Community Relationship  
*By Marc R. Partee* .....14

Podcast: Joseph Trindal on Law Enforcement Retention  
*By Joseph Trindal* .....16

Community Oriented Policing Under Fire  
*By Rodrigo (Roddy) Moscoso* .....17

Implementation of an Active Shooter Plan  
*By William O. Jackson Jr.* .....21

Civilian/Military Collaboration for Domestic Response  
*By Jeffrey Driskill Sr.* .....24

The Ongoing Quest to Assess & Measure Preparedness  
*By Project Team at Emergency Management Executive Academy* .....28

A New Model for U.S. Bioterrorism Response  
*By David M. Ladd* .....33

*About the Cover: Law enforcement agencies and the communities they serve need to have relationships built on trust and respect. Leveraging the lessons learned and best practices from law enforcement agencies and their community partners can help bridge existing gaps between law enforcement roles and public perception. (Source: @iStock.com/Jodi Jacobson)*



## WELCOME TO THE FAMILY, LITTLE GUY.

The world's most trusted range of radiation detectors just got bigger — and tougher. Introducing the fully IP67-rated FLIR identiFINDER® R100 personal radiation detector. Experience the power of tough.

[www.flir.com/identifinderR100](http://www.flir.com/identifinderR100)



The World's **Sixth Sense**®

## Editorial Remarks

*By Catherine L. Feinman*



Throughout history, various factors have led people to initiate acts of civil unrest. Unfortunately, these incidents have caused further harm to the people, property, and resilience of the affected communities, which, in turn, exacerbates the concerns that originally spurred the unrest. To help break this cycle and bridge the gaps between law enforcement agencies and the communities they serve, some agencies are examining lessons learned and best practices in order to regain their communities' trust and mitigate future threats.

Leading this month's edition of the DomPrep Journal, Kay Goss summarizes a roundtable discussion – organized in collaboration with the Baltimore Police Department – to address challenges facing law enforcement agencies today. Through such discussions, communities can begin to restore public confidence while maintaining strong protective actions against any threats to the safety and security of their people. Baltimore Police Department Chief Melissa Hyatt moderated that discussion and further describes in the next article how the law enforcement profession is adapting to changing environments.

To address the ongoing challenges, Marc Partee presents three steps to help repair the fragile police/community relationship: through introspection, interaction, and investment. Of course, law enforcement agencies must be able to retain their officers long enough for this transformation to be successful. In a podcast interview with DomPrep Publisher Martin Masiuk, Joseph Trindal describes the challenges that adversely affect recruitment and retention of officers, as well as possible solutions using a community-centric approach. Rodrigo Moscoso agrees about the importance of community-oriented policing, but warns that it requires the backing of government funding and resources to achieve the full benefits of this approach.

Through careful planning and effective collaboration, many positive advances in modern policing are possible. For example, comprehensive planning and training like those described by William Jackson for active shooter incidents instill decision-making skills to provide officers and citizens with the tools needed to make the right decisions for each threat. Jeffrey Driskill shares best practices from full-scale exercises that coordinate multidisciplinary efforts between military partners and civilian organizations.

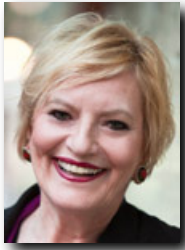
Rounding out the issue are two articles that pre-incident preparedness and post-incident response. A project team at the Emergency Management Executive Academy tackles the problem of how to assess and measure community preparedness efforts for both human-caused and natural disasters. Whereas David Ladd and the InterAgency Board present a new model for responding to bioterrorist threats that leverages previously produced standards and strategies.

Preparing for and responding to any modern threat requires planning, training, communicating, and collaborating with many different community stakeholders. Learning from past incidents, developing best practices, and leveraging tools and resources are key for improving crisis management within and between communities. However, forward-thinking professionals in each agency are needed to influence change, bridge gaps, and increase resilience across disciplines at all levels. Special recognition goes to Charles Guddemi, who recently retired from the United States Park Police after exemplifying these qualities throughout his professional life.

# Today's Law Enforcement Challenges

By Kay C. Goss

***Civil unrest in cities across the country challenges public servants to think analytically about how to restore public confidence and protect citizens from bad actors and events that threaten their safety and security. This article summarizes a four-hour roundtable that DomPrep and the Baltimore Police Department convened to share insights on tactics and approaches for success.***



On 3 February 2017, the organizers brought together a rich mix of professionals from a variety of disciplines: law enforcement at all levels, emergency management (including former Federal Emergency Management Agency presidential appointee), public safety, homeland security, Maryland Governor's Office, U.S. Department of Homeland Security, military, fire service, emergency medical services, crisis management, and academia. The collaboration of these practitioners is magical in times of testing, disturbances, disasters, and attacks, as well as during a roundtable such as this one. Discussing resource management and sharing lessons learned and best practices are key. Unfortunately, the public did not get a chance to hear the comments and passion that these public servants all possess and exhibit when addressing how to serve the public better and find new ways to outreach within communities.

## ***Rebuilding a Community After Civil Unrest***

The death of Trayvon Martin on 26 February 2012 was the beginning of large-scale protests of police nationwide. Five years later, that incident along with the April 2015 death of Freddie Gray and subsequent civil unrest in Baltimore, Maryland, continue to spur law enforcement agencies and community officials to seek ways to bridge public relations gaps. Like other cities affected by protests and civil unrest, the city of Baltimore will never be the same and is striving to effectively address concerns and adapt to a "new normal." City law enforcement officers are careful to ensure that their responses are thoughtful and sensitive and that they engage young people in many ways, including sports and mentoring. However, the delicate balance between public safety and outreach is challenging.

Following the investigation into the Gray case, the Baltimore Police Department received a U.S. Department of Justice decree with a list of requirements, which they now incorporate as standards for their processes, trainings, and technology. Chief Melissa Hyatt, who moderated the roundtable discussion, manages the necessary training for required items in the decree and the underlying concern of how the police department can best relate to the public.

In November 2016, another challenge arose at the Army-Navy Game, when a large protest forced the Baltimore police department to split resources – half dealing with the protest and the other half working the game. That event demonstrated the need to recognize indicators of unrest as they develop in order to mitigate the potential consequences.

The Baltimore Police Department organizes regular sports events for community youth members, movie nights, and school visits. One officer shared how he gives youths plastic

police badges to build relationships and awareness within the community. Such efforts ensure that residents engage police officers in roles other than arrests and provide opportunities to begin important conversations. This type of event, especially in problematic communities, helps to build better relationships with residents so that, if something does happen, it will be easier in the backend. In addition, following incidents, the police department sends officers to explain to residents the actions that were taken. Officers regularly visiting schools help to identify problematic students and to build positive relationships with youths.

After the trial of one of the Baltimore police officers in May 2016, the department received word of a large protest (a student walkout) through social media. Instead of dispatching a group of officers, one person (community collaboration officer) was sent to talk to the school via assembly, which was very responsive. One person versus a show of force was better for that group. In response to the fire hose that was cut and resulted in the destruction of a CVS pharmacy during the 2015 unrest, the Baltimore Fire Department recommended that the sentencing be community service rather than jail. Local officials found a person who was apologetic, a leader, and someone they could access to begin to build community trust. A number of officials opposed this recommendation, but one leader held fast to the view that community trust works both ways and was willing to stake his reputation on it. It became a significant breakthrough on all counts.

### ***Challenges & Solutions***

Unfortunately, children do not always go home and tell their families what they learn in school or in youth outreach efforts. In addition, community meetings are often not well attended, so it is difficult to measure outreach effectiveness. In the meantime, social media is a common method that community members use during an incident. So, if there is unrest, then the news quickly becomes about the unrest itself rather than about facts and issues. To combat these challenges, Baltimore law enforcement works with churches and seeks to reflect the guardianship role, rather than that of an occupying force. They work to communicate with everyone who is willing to work with them, including critics and even gang members. Some gang members are trusted with actionable information and have facilitated law enforcement messages to their members in ways that the law enforcement community alone could not have done.

The February roundtable highlighted that many agencies are available to collaborate and coordinate with local law enforcement. For example, DHS protective security advisors bring together the public and private sectors to educate and empower them to know what to do and how to coordinate a multiagency community. The underlying theme of the discussion was that showing respect increases the chance of receiving respect. Since it is almost impossible to control messages once they hit social media, the human element becomes critical. When community members know the people managing the issues, it changes the dynamics. This would be a good lesson to teach in police academies.

Other best practices include using de-escalation techniques to promote more positive outcomes and develop viable relationships before incidents occur to instill trust and move toward more positive resolutions. Police in Baltimore are extending that respect first. Some of the people involved in the protestors' actions did not see the officers as humans, but instead as game-like "storm troopers," thus distorting the real consequences of their actions.

In addition to building community relationships before an incident, each officer plays a critical role during an incident. As such, officers and their agencies have responsibility for the responders' safety and well being throughout the incident. For example, when managing an effective response, officers need to be rested and have replacements available who also are ready to come in rested, fed, and hydrated.

Media wants to be engaged with facts and should be used more in time of crisis and potentially during planning, training, and exercises. When no or little information is provided from agency sources, the gaps may be filled with false information. For example, in 2015, following the unrest in Baltimore, a national news reporter inaccurately stated that a man was shot in the back by police. The news anchor issued an [apology](#) the following Monday for the erroneous report. The Baltimore Police Department quickly spoke with community members on the scene of the incident, including gang members, to dispel such rumors.

Officials indicated that they are seeing more sharing of knowledge and resources and it seems to be working well across the nation. For example, the 217th Legislature of New Jersey has emphasized information sharing and created a [bill in 2016](#) that established the "New Jersey Criminal Justice Information Sharing Environment Coordinating Council" in the Division of State Police in the Department of Law and Public Safety. Emergency management also falls under New Jersey's (and Michigan's) state police:

The duty of this 15-member council is to establish a governance structure to guide the design, development, and implementation of a Statewide, integrated criminal justice environment that would enable automated information sharing in a common format between federal, State, county, and municipal criminal justice agencies.

Roundtable participants estimated that it will take a year or two for the various stakeholders in Baltimore to get past egos and go beyond these issues, but they are making great strides to collectively tackle problems.

### ***Technological Assets & Lessons Learned***

In today's world, where incidents on video are viewed as factual, some roundtable participants worried that a time may come when events not captured on camera will not be considered true. Technology including body-worn cameras have been tested in Baltimore and are being fully implemented. However, questions remain about the recordings, access to them, use of them in court, etc. For example, participants questioned whether officers should be able to review the film to help trigger their memories because sometimes events happen so quickly, so they may not recall specific details.

The use of biometrics is also expanding rapidly across the country. One example is recognition technology, which is moving to standoff distances, but is still able to validate that people are who they say they are. Smart Cities advises being aware of what communities are investing in, and how these investments can be leveraged. Growing technological trends include mobile capabilities and Wi-Fi access points, which may manifest as kiosks and increase interaction between first responders, social workers, mental health professionals, and others. Smart Cities, such as Santa Cruz, California, are considering an alternative use of smart-city technology. Santa Cruz, where local authorities analyze historical crime data



in order to [predict police requirements](#) and maximize police presence where it is required, generated a list of 10 places each day where [property crimes](#) are more likely to occur and then place police efforts there when they are not responding to other emergencies. This use of information and communication technology is different to the manner used outside the United States.

Hyatt indicated the following in a [February 2017 DomPrep article](#):

*As law enforcement agencies continue to move forward, many aspects in law enforcement will continue to change. Technological advances dictate the need for new computers, radios, software programs, and other related equipment. Society demands a different response from law enforcement than it required during the 1960s. Agencies must focus on image management, public relations, and the impression that appearance and actions make on the general public.*

To accomplish the task of bridging public relation gaps, modern law enforcement agencies must be flexible and have adaptable leaders. Those who are still committed to “doing it like we’ve always done it” are rapidly becoming dinosaurs in a constantly evolving profession. The same is true for those managing civil unrest or protests. This new environment requires flexible and forward-thinking people to continue to transform with the times.

All points made during the roundtable discussion resonate with emergency management and can be summed up as follows:

- Public communications are the key to success in each discipline.
- Innovation in public outreach approaches is necessary.
- Professional sharing of this sort around a high topic raises everyone’s frame of reference in a positive manner.
- Building trust is everybody’s job and everyone has work to do.
- Partnership is an over-used word, but it is a vital concept in formalizing our outreach in moment-to-moment basis.
- Technology is a driving force and must be used as vigorously by law enforcement agencies as it is by the public. Technology can assist efforts to share actionable information and to accomplish the proper amount of transparency in efforts to build public trust.
- Internal messaging is often as important as external messaging.
- The U.S. Department of Justice decree in Baltimore challenged and then assisted the Baltimore Police Department in strengthening its efforts and in serving its constituents.

When distilling the outcomes and main takeaways, it was apparent that all of the participants at the roundtable discussion are committed to helping their neighborhoods, cities, counties, states, and nation to become resilient and to grow that capability on every level. A future discussion on this topic is warranted in order to review the progress and challenges yet to come.

*Special thanks go to the participants of the Baltimore roundtable on 3 February 2017. The dedication of these and other professionals around the country are helping to ensure the effective implementation of whole community action for emergency preparedness, response, and resilience.*

*Kay C. Goss, CEM®, is president of World Disaster Management, U.S. president of The International Emergency Management Society, president of the Council on Accreditation of Emergency Management Education. She is also part-time faculty online and Go-To-Meeting, as well as in person, in the Executive Master's Program in Crisis and Emergency Management at the University of Nevada at Las Vegas and in the Graduate Program in Emergency Management and Homeland Security at Metropolitan College of New York. Previous positions include: executive in residence at the University of Arkansas; senior principal and senior advisor of emergency management and continuity programs at SRA International (2007-2011); senior advisor of emergency management, homeland security, and business security at Electronic Data Systems (2001-2007); associate Federal Emergency Management Agency director in charge of national preparedness, training, and exercises, appointed by President William Jefferson Clinton and confirmed unanimously by the U.S. Senate (1993-2001); senior assistant to the governor for intergovernmental relations, Governor William Jefferson Clinton (1982-1993); chief deputy state auditor at the Arkansas State Capitol (1981-1982); project director at the Association of Arkansas Counties (1979-1981); research director at the Arkansas State Constitutional Convention, Arkansas State Capitol (1979); project director of the Educational Finance Study Commission, Arkansas General Assembly, Arkansas State Capitol (1977-1979).*

DomPrep would like to announce the retirement of a good friend and advisor, Charles J. Guddemi. After more than 25 years of law enforcement service, he retired from the U.S. Park Police on 31 December 2016. This issue of the *DomPrep Journal*, which highlights the achievements and challenges that law enforcement agencies currently face, is a good place to highlight the good work that Charlie has done to protect and serve the employees, residents, and visitors of the country's national parks and surrounding areas. As his [biography](#) only touches on, Charlie is one officer who exemplifies the high standards and values that all officers should strive to achieve. Charlie, thank you for your life of service to the emergency preparedness, response, and resilience communities!



# Managing Civil Unrest & Protests in a New Environment

By Melissa Hyatt

*Those in law enforcement can attest to the continuous and constant changes in the profession. In the 1960s, it was inconceivable to have predicted where time and technology would transport the country by 2017. The media provides instantaneous news via social media, so a small demonstration can be multiplied in an instant with a simple tweet. Law enforcement must adapt.*



Closed-circuit television cameras are almost everywhere, along with cellphone video, and now, body-worn cameras. As both society and law enforcement continue to advance, one thing has become abundantly clear. Law enforcement officers are operating in a new environment, and there is a requirement for both tactics and leadership to be flexible and adaptable.

## ***Civil Protection – 1960s to Present***

The management of demonstrations is a notable example of this transformation. Managing civil unrest and protests is perhaps the most vivid proof to the change in surroundings and to the necessary adjustment in response style. The law enforcement response during the 1968 riots in cities across the country was focused on a militaristic control of the environment. There was little emphasis on public relations concerns. Terms such as “negotiated management” were unheard of in the arena of protests during that era.

Before the unrest in Baltimore in 2015, the city’s protests were fully handled by operational commanders. To the credit of those commanders, they regularly attempted to communicate and often negotiate with protesters before taking enforcement action. The unrest taught Baltimore law enforcement valuable lessons in communication. In some instances, it taught that it was necessary to separate the enforcement arm of policing from the community-collaboration function.

Operational actions and decisions are now formulated collaboratively based on a working partnership between community-oriented officers and the traditional operational officers. Although public safety will not be compromised for public relations, there is certainly some space between the two for negotiated management. These changes are the “new normal” for law enforcement agencies, which are rapidly learning that the “good old days” might not have been as good as memory recalls when placed into today’s context. In terms of public relations, the previous strategy has not necessarily always served communities well.

The Baltimore Police Department, like many others, has managed a plethora of demonstrations since the death of Trayvon Martin in February 2012. In the beginning, the



agency managed these protests with primitive planning tactics and sincere optimism that protesters would exhibit favorable conduct. The department's experience consisted of basic crowd control concepts, on-the-job training and adjustments, and some luck. Over time, skills developed based on experience, and officers networked with law enforcement peers to incorporate other best practices. Skills developed from repetition and lessons learned from previous experiences.

### ***Lessons Learned in Public Relations***

Now, the Baltimore Police Department has established best practices of its own, with an artful balance between community engagement and enforcement. Sometimes this balance becomes unsteady, and officers struggle to not overreact. However, the agency continues to learn and evolve with each event.

It is critical to recognize the importance of an image or a visual during these protests and public events. For example, a single photograph of a police officer over-equipped in gear or of a publicly perceived overrepresentation of visible officers for the context of the situation could be misinterpreted by many. Commanders must take care in selecting the gear worn by visible personnel during events. Despite considering this, there were over 165 injuries of police officers during the unrest in Baltimore. That should not happen to officers anywhere, ever again. Agencies have a responsibility to keep their officers safe. The skillset lies in balancing fears and the need to act appropriately, while controlling the urge to overreact.

Public information officers understand the importance that communication plays in terms of public relations. One of the critiques regarding Baltimore's response during and following the unrest led to the development of a Joint Information Center (JIC), which provides the ability for the agency to rapidly disseminate information, diffuse rumors, and clarify facts. The current speed of instantaneous communication and technology makes it incredibly important for the agency's swiftness of information sharing to match that of the rest of society.

As law enforcement agencies continue to move forward, many aspects in law enforcement will continue to change. Technological advances dictate the need for new computers, radios, software programs, and other related equipment. Society demands a different response from law enforcement than it required during the 1960s. Agencies must focus on image management, public relations, and the impression that appearance and actions make on the general public.

Modern law enforcement agencies need flexible and adaptable police leaders. Those who are still committed to “doing it like we’ve always done it” are rapidly becoming dinosaurs in a constantly evolving profession. The same is true for those managing civil unrest or protests. This new environment requires flexible and forward-thinking individuals to continue to transform with the times.

***A lot has changed since the 1960s. The critical balance for law enforcement agencies between public relations and public safety is one that continues to evolve.***

Successful public relations are a critical piece to be managed during protests or civil unrest. After an incident ends, public relations damage can take years to rebuild, and public trust can take even longer to restore. The challenge lies in handling incidents appropriately, without compromising the safety of citizens or police officers. Therefore, law enforcement officers must balance the priority of public image while also protecting lives and property. There is a space between public relations and public safety. In this zone lies the balance between the extremes that all must strive to maintain.

*The author’s father was a police officer during the 1968 Baltimore City riots. When the author entered the law enforcement profession in 1997, after decades of listening to her father’s stories of his days on the street, she quickly learned that she was operating in a new generation of policing, and her tactics were quite different from the ones utilized by her father in the 1960s.*

---

*Chief Melissa Hyatt joined the Baltimore Police Department in 1997. Her previous assignments include Chief of Staff to the Police Commissioner, Chief of Patrol, Area Commander, District Commander of Central District, Executive Officer of Southeastern District, Special Weapons and Tactics (SWAT), district patrol (Northwestern, Southwestern, and Northeastern Districts) and citywide operations. In her current role, she commands the Special Operations Section, the Professional Development and Training Academy, Recruitment/Background, and Communications. She has been the Incident Commander for numerous large-scale special events, including Star-Spangled Spectacular, Grand Prix, the Baltimore Marathon, the Army-Navy game and multiple high profile protests. Additionally, she frequently conducts safety briefings for businesses and assists in emergency planning. Her education includes a BA in Criminal Justice from University of Delaware and a MS in Management from Johns Hopkins University. She attended the 250th session of the FBI National Academy and The United Nations Police Commanders Course. She also completed the University of Maryland University College Police Leadership Program and is currently enrolled in the Naval Postgraduate School’s Center for Homeland Defense and Security’s Executive Leaders Program and the Major Cities Chiefs Police Executive Leadership Institute. She was selected by Baltimore Sun Magazine as “50 Women to Watch” in 2013 and by Baltimore Magazine as “40 under 40” in 2013.*

# Three “I”s to Repairing the Police/Community Relationship

By Marc R. Partee

*Over the years, the fragile relationship between law enforcement agencies and the communities they serve has been strained to the point of fracture. The goal now for law enforcement agencies is to repair existing relationships with the communities they serve and build new positive relationships with youths to ensure future community resilience.*



Incidents of police-involved shootings and in-custody deaths have created an atmosphere where the adversarial relationship that historically exists manifests in adverse public behavior such as rioting, looting, or violence against law enforcement. Law enforcement too has succumbed to instances of adverse behavior stemming from the lack of support it feels from the communities served. An inability to recognize the need for each other widens the divide, and public safety may suffer as a result.

The law enforcement community acknowledges the need for positive interaction with the community and realizes that the success of any proactive policing strategy hinges on this. The problem is how to achieve this success without alienating officers or community members. One approach involves training police officers to acknowledge the need to take a dual approach. This bifurcation enables officers to move back and forth from the traditional role of warrior to that of guardian. This has proven difficult as traditional training models have prepared officers to view situations in a two-dimensional perspective: right or wrong, narrow or straight, yes or no. However, the world is not predicated on absolutes, so officers must adapt to an evolving relationship with the consumers of law enforcement services.

Public safety is a symbiotic relationship requiring everyone who has a stake to, in essence, “pull their weight” to reach the desired conclusion. Apathy can lead the public to detach from its role in protecting the community and to believe the safety of communities is the sole responsibility of law enforcement. This detachment can then lead to a routine of blaming law enforcement when things go awry. For too long, law enforcement has assumed the burden of securing society. The dilemma is how to foster mutual respect and recognition of responsibility. In order for this transition in thinking to take place, the priority becomes accountability, which falls on both law enforcement and the community. The realization that they are seeking the same result evolves through the exploration of introspection, interaction, and investment.

## ***Introspection***

Both the community and law enforcement must approach this process with the desire to purge themselves of any behaviors, practices, or policies that would hinder closing the divide between the two. Both must ask themselves what they are contributing to the success and to the failure of the relationship. By addressing the long-held cynicism that permeates the culture, law enforcement not only can pull back the “blue curtain,” but rip it down altogether

to foster the transparency that communities crave and to help humanize law enforcement. This can also help reduce the negative stigma that communities sometimes associate with cooperating with the police – for example, the “stop snitching” mantra the criminal element may use to perpetuate crime and further imprison community members in their own neighborhoods. By making a conscious effort to build partnerships with law enforcement and educate themselves on policies and procedures, communities can ultimately dissipate the ambiguity that arises in controversial incidents. The community must navigate the open access to law enforcement that comes from the transparency they call for. After both parties perform the introspective evaluation, they then present the results to the other to assess the validity of the outcomes. Hopefully, this creates the dialogue that leads to the next step in the process.

### ***Interaction***

In this step, both parties find ways to work together, solve problems, and understand their partners in public safety. Perhaps the most effective tool to achieve this is a citizen police academy (CPA), which provides a cursory knowledge for community members. This knowledge becomes invaluable in the event of a controversial community/law enforcement interaction, and engagement efforts such as ride-alongs become more effective tools for building relationships. Law enforcement’s role in this step is simple: to remind the community through its actions that their officers are people first. This is achieved through interaction in a non-enforcement role – that is, interactions with citizens other than when they are victims, witnesses, or suspects.

One activity that is conducive for this interaction is non-tactical foot patrol. Interacting with the community for the purpose of building relationships fosters genuine connections that build relational equity, including relationships with youths. Involving youths – the future of the community – early in the relationship-building process with law enforcement helps to normalize positive relationships. The Baltimore Police Department endeavored to create a foot patrol curriculum to provide more than just on-the-job training for both entry level and veteran officers in efforts to foster noncriminal interactions with the community. This effort has received positive feedback from both the community and the officers. Through positive interaction between the parties, the groundwork is laid for the next step in the process.

### ***Investment***

This final component of repairing relationships between the community and law enforcement is the most difficult to achieve, but pays the most dividends. When one party invests in another, it becomes tied to the successes and failures of the other party. This must be the prevailing thought when it comes to community relationships with law enforcement. It is important that law enforcement officers take personally any major occurrences in their given communities, whether positive or negative. This attachment creates connections that incentivize law enforcement to participate.

An important function that must be performed by law enforcement is evaluating the community intelligence quotients (IQ) of its officers. An officer who works in a certain area for an extended time period should be aware of the complexities of that area, including demographics, special customs, and history. This assessment should be a regular part of development for an officer and can abate issues as accountability is fostered to seek knowledge

about the community. The community must be ready and willing to impart this knowledge to law enforcement, whether through formal training settings or through informal daily contact.

For example, the Baltimore Police Department has provided entry level and veteran officers an historical perspective – through a series of symposiums on “The History of Baltimore” – to better educate them on the neighborhoods they patrol. The community’s responsibility is to ensure the involvement of residents across the entire community – especially youths – in the relationship-building process. Having young people attend community meetings and town halls fosters future relationships with law enforcement.

If a concerted effort is made to delve into the aforementioned steps, strides could be made to repair the relationship between a community and its law enforcement agency. However, a half-hearted attempt to begin the process will be met with difficulties, as the journey to develop and repair relationships requires a full commitment. After the third step has been implemented, any difficulties experienced in the complex relationship will not be mitigated. Although this process to repair the police/community relationship is not a silver bullet, it does provide the launching pad for a serious attempt at change.

*Major Marc R. Partee is a Baltimore native and 20-year veteran of the Baltimore Police Department. He has served in a multitude of positions in his years of service. He is currently the commander of the Fugitive Apprehension Section and was previously the executive officer for the Special Operations and Development Division, director of the Professional Development and Training Academy, commander of the Northwest District, assistant district commander of the Central and Northwest Districts, commander of the Inner Harbor Unit, operations lieutenant for the Central District, acting commander of the Central Records Section, detective in the Regional Warrant Apprehension Task Force, detective in the Violent Crimes Division Youth Violence Strike Force, and patrol officer in the Central District. He holds a Bachelor of Arts degree from Morgan State University in Political Science and a Master of Science degree from the University of Baltimore in Criminal Justice. He is currently an adjunct professor at Stevenson University in the Criminal Justice Department.*

## Podcast: Joseph Trindal on Law Enforcement Retention

On 18 January 2017, DomPrep’s publisher Martin Masiuk met with Joseph Trindal, president and chief operating officer (COO) at Coastal International Security, to discuss the challenge of retaining personnel in law enforcement and possible solutions for addressing this problem. As long-term personnel retire, so too does their knowledge. Challenges by external forces, escalation of violence toward officers, and technological challenges each can have adverse effects on recruiting and retaining personnel. Possible solutions involve maintaining high standards and vetting procedures for new officers, beginning efforts at the grade-school level, improving public opinion, building community support, leveraging best practices, and training officers on new technologies and community-centric practices. [Click here to listen to the podcast.](#)





# Community Oriented Policing Under Fire

By Rodrigo (Roddy) Moscoso

*In the days leading up to the 2017 U.S. presidential inauguration, word began to spread across the executive branch that significant cuts were coming to many domestic programs. However, reducing funding and resources for law enforcement could present challenges for established and future community-oriented policing efforts.*



The [Hill newspaper reported](#) on 19 January 2017 that the incoming administration’s “blueprint” outlined cuts that would reduce overall federal spending by \$10.5 trillion over 10 years. One program identified for elimination is the Department of Justice’s (DOJ) Community Oriented Policing Services Program ([COPS](#)), which provides grants for the hiring of community policing professionals as well as training and technical assistance to state, local, and tribal law enforcement agencies to support, “building trust and mutual respect between police and communities.” Since its inception in

1994, the COPs Program has provided over \$14 billion in grant funds nationally, though the amount of funding has been declining steadily over the past decade.

## ***Potential Challenges Facing Law Enforcement***

The goal of increasing engagement between law enforcement officers and the general public they serve on a consistent, day-to-day basis (and at the local “street” level) has been touted for decades as means to improve the relationships between citizens and public safety officials and to support the reduction and/or resolution of crime in a given area. Although many people understand this idea, the realization of this vision is no simple task and requires time, training, and ultimately, human resources – including, in many jurisdictions, the hiring of additional police officers. In addition, events of the past two decades have made it challenging to further develop this trust relationship.

The events of 9/11 brought a new and near constant threat of international or “home-grown” terrorism throughout the nation, and the challenge for protecting the newly defined “homeland” fell squarely upon the shoulders of the 17,000 law enforcement agencies in the United States. Other factors, including the donation of military grade equipment – for example, armored personnel carriers to local law enforcement agencies – resulted in questions regarding the potential militarization of public safety, even at the local level. Finally, the high-profile, police-involved shootings of the past few years have increased tensions between the general public and law enforcement in nearly unprecedented ways.

***When the funding and resources for law enforcement agencies are at risk, so are the communities in which they serve.***

Regardless, the goal of improving relationships in their communities remains a key objective of most law enforcement agencies. As Baltimore Police Department Special Operations Chief Melissa Hyatt noted in her [8 February 2017 DomPrep article](#), “actions

and decisions are now formulated collaboratively based on a working partnership between community-oriented officers and the traditional operational officers.” Noting the need to ensure the safety of her officers remains paramount, Hyatt acknowledges that care must be taken even with the type of gear that an officer wears to ensure that it fits the context of a given situation. The chief also noted that the unrest following the death of Freddie Gray in 2015 has created a significant challenge for the city agency to build/rebuild the trust it has with its citizens.

### ***Going Forward as a Community***

Beyond the funding constraints that the COPS Program may face in the new administration, other factors may also create challenges to the goals of community-oriented policing. For example, “sanctuary jurisdictions” implement local policies/ordinances preventing local law enforcement from enforcing federal immigration laws, while still ensuring that immigrants regardless of their legal status have access to local services. President Donald Trump has stated that he would pull funding from such cities, and even entire states, that fail to support the objectives of his executive order signed on 25 January 2017, entitled “[Enhancing Public Safety in the Interior of the United States](#),” which calls for the local law enforcement to voluntarily perform immigration duties.

Although the call for “voluntary” support is consistent with the previous policy of the Obama administration, the threat of funding cuts may put pressure on jurisdictions to comply with the executive order. For this reason, the International Association of Chiefs of Police (IACP) issued a [statement](#) on 30 January 2017 expressing its “strong opposition” to any future initiative that would mandate local or state law enforcement from playing any role in federal immigration law. In its statement, the IACP noted that this is, “an inherently local decision that must be made by law enforcement executives, working with their elected officials, community leaders, and citizens.”



Community policing in action photo contest winners  
(Source: DOJ COPS 2017).

The IACP is a staunch supporter of community-oriented policing best practices, and works collaboratively with the DOJ COPS Program to highlight successful programs taking place around the country that embody these principles. A [3 February 2017 post](#) on the IACP website includes a summary of successful efforts by the Louisville, Kentucky, Metropolitan Police Department to “build trust and legitimacy” noting that, “exemplary community policing requires actively building of positive relationships with members of the community.” In addition, the group “Law

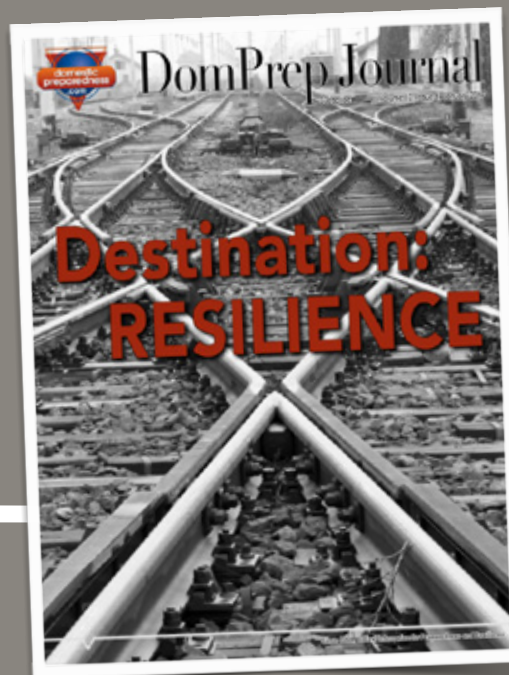
Enforcement Leaders to Reduce Crime and Incarceration” issued a [report](#) on 13 February 2017 recommending to the current administration that funding for the COPS Program not be eliminated. Rather, the group is calling for an increase for COPS in the new fiscal year. Additional information regarding the group’s report and recommendations are covered in a New York Times [article](#) released the same day.

As the Trump Administration continues to roll out its strategic and funding priorities for the coming years, law enforcement at all levels will face new challenges on many fronts. Hopefully, law enforcement agencies have the resources to ensure that the relationship with the citizens they protect remains a priority. Doing so will certainly be a “community” effort that all may have to engage in. Of course, that would be the point.

*Rodrigo (Roddy) Moscoso is the executive director of the Capital Wireless Information Net (CapWIN) Program at the University of Maryland, which provides software and mission-critical data access services to first responders in and across dozens of jurisdictions, disciplines, and levels of government. Formerly with IBM Business Consulting Services, he has more than 20 years of experience supporting large-scale implementation projects for information technology, and extensive experience in several related fields such as change management, business process reengineering, human resources, and communications.*

## Don't Miss Last Month's Issue!

Rail lines are an integrated network of routes to get from Point A to Point B. Similarly, in emergency preparedness and resilience, there is no single way to success. Each jurisdiction starts at its own Point A, determines the best route to reach its goal, and coordinates with other jurisdictions to ensure safety and security for all stakeholders in order to reach Point B.



**Click to  
download now**

Our commitment to **BioDefense**  
has allowed us to be ready  
for the **Ebola outbreak**  
in West Africa.

Now, with the **FilmArray system**  
and our reliable **BioThreat Panel**,  
we are able to test for 16  
of the worlds deadly  
biothreat pathogens  
all in an hour.

**Now That's Innovation!**



Learn more at [www.BioFireDefense.com](http://www.BioFireDefense.com)



# Implementation of an Active Shooter Plan

By William O. Jackson Jr.

***Effective response to an active shooter incident requires planning and role reinforcement through training for personnel who may be affected by an incident, as well as for leaders and managers responsible for coordinating responses. For example, personnel near an active shooter need to use the appropriate response model – for example, Alert, Lockdown, Inform, Counter, and Evacuate (ALICE) – depending on the circumstances unique to the incident.***



Organizations need to coordinate leadership and manager responses to active shooter incidents to provide effective direction to personnel in the vicinity of active shooters, provide clear situational information to first responders, and inform the public.

## ***Methodology***

According to the Department of Homeland Security ([DHS](#)), an “Active shooter is an individual actively engaging in killing or attempting to kill people in a confined and populated area.” Typically, the immediate deployment of law enforcement is the response action taken to stop the shooting and mitigate harm to victims. Because active shooter situations are often over within 10-15 minutes – before law enforcement arrives on the scene – employees must be prepared both mentally and physically to deal with the situation. Having a plan in place, which identifies training and practices employees should take before an incident and how that training would complement the actions law enforcement officers (LEOs) would take during an active shooter situation, increases employee survivability and the likelihood of a more coordinated response. For example, understanding how employees will react to an active shooter and how the LEO/first responders are trained to tactically respond during an active shooter incident will help ensure that people are not inadvertently viewed as a threat.

Unlike terrorism (which tends to be a calculated act of violence and usually motivated by a political agenda of some kind), active shooter violence tends to be highly random and sporadic and is usually motivated by either a personal grievance (workplace violence) or the result of a mental illness. A [study](#) conducted by the Federal Bureau of Investigation (FBI), entitled “Active Shooter Incidents in the United States Between 2000 and 2013,” identified 160 active shooter incidents nationwide. The study showed that, of the 160 incidents, 70% happened in either commerce/business or educational environments and 60% were over before police arrived. Based on these statistics, it is in the best interest of an organization to develop an active shooter awareness program and train staff accordingly.

In a 2013 USA Today study on mass shootings, entitled “[Behind the Bloodshed](#),” shooters typically used handguns in the killings (72.9% of the time). This statistic incorporates all handguns from semiautomatic handguns (49.6%), revolvers (22.4%), and automatic assault pistols (0.9%). Contrary to what the media reports about the assault rifle being used so often in mass shootings, statistically they are only used 18.5% of the time. This use statistic is

further broken down to single shot rifles (9.5%), semiautomatic rifles (8.6%), and automatic rifles (0.4%). The weapon used least is the shotgun, accounting for 8.6% of the time. These statistics emphasize the need for active shooter plans.

### ***Leadership Buy-In, Training & Personnel***

Leadership drives organizations, yet some are resistant to change. As such, it is critical to have top-down buy-in on both the plan and the course of action. When presenting to the leadership for approval, it is good practice to show statistics, situations in history where plans were not implemented, and the legal and public outcomes (i.e., lawsuits and public image). This helps put in perspective the importance of an active shooter plan and shows the potential severity of the outcomes without a plan in place. Another good practice is to present scenarios that have occurred in or near similar organizations. When scheduling briefings with key leadership and explaining how the process will work, using the word “enhance” rather than “change” would likely be met with less resistance. Rather than making decision-makers feel that what is already in place (if anything at all) is not sufficient, the word “enhance” emphasizes adding a new piece to make the current plan even better.

When possible, the best approach would be comprehensive implementation of an active shooter program that focuses on scenario-based trainings, online trainings, lunch-n-learns, town halls, presentations, and newsletters, with culmination in a functional exercise. This approach captures all areas of learning for employees and ensures that the model is broadly disseminated. When presenting training plans to leadership (getting buy-in), it is good practice to show a road map to implementation. This accomplishes several objectives:

- Shows leadership the organizational structure and process being presented.
- Shows the status of the current and proposed training methods and the logistical effort behind the training to achieve the desired end state.
- Shows the result of implementing the new training approach and the steps to take to reach the proposed training goal.



After receiving buy-in from leadership and possibly beginning to market the upcoming active shooter program, it is important to continually engage leadership with status updates, issues, problems, or any foreseeable situations that may require their help. The moment an issue arises, a workaround should be developed before going to leadership with the problem. This instills trust in the program and in the organizer of the program and demonstrates the capability to manage concerns.

For personnel, it is a great idea to enlist the help of someone who can be influential to the program – a “champion for the cause.” This individual(s) can help bring in others who may not have been sure of or in agreement with the program. In addition to an individual as the face of the program, it is also helpful to employ role players for the functional exercise. This is a good way for employees to participate in the program and see the benefits firsthand as the scenario unfolds.

### ***Incorporating the New Approach***

With more state and federal agencies moving away from a lockdown-only response, an organization should develop a comprehensive approach to active shooter training. For employees, the program should focus on the options-based approach such as [ALICE](#) (Alert, Lockdown, Inform, Counter, and Evacuate), which is a great model around which to build a program for responding to active shooter incidents.

ALICE focuses on maximizing survivability in an active shooter situation by being proactive and provides additional options beyond traditional lockdown. The individuals in charge of organizational emergency plans and safety (typically the Emergency Preparedness section) should develop online training to ensure familiarity with the phases in the ALICE approach. This online training should subsequently incorporate an organization’s annual emergency preparedness and continuity of operations refresher training. Along with online training, there should be articles, trainings, and “brown bag” briefings by the Emergency Preparedness section in conjunction with guest speakers from outside agencies with subject matter expertise on active shooter situations and training to teach the information. Lastly, there should be a tabletop exercise for the senior leadership culminating in a functional exercise with law enforcement officers and employees as role players if possible. All of these steps will help to ensure that together organizational staff and first responders are better prepared to respond to and recover from active shooter incidents.

It is critical that organizations have a comprehensive active shooter plan in place to deal with the unlikely incident of an active shooter situation, even though implementation of such plans may be met with resistance and apprehension. With many different active shooter models to choose from, the key factor to remember is to ensure that the program encourages an options-based approach. The ALICE model is one such program that provides options beyond a traditional lockdown approach. Regardless the specific model implemented, the main goal is to have a plan in place that personnel are knowledgeable of and have practiced.

*William O. Jackson Jr., EMPS, M.S., is an emergency manager with the U.S. Federal Reserve Board. In coordination with federal departments and local agencies to include the Metropolitan Police Department (MPD), the District of Columbia Fire and Emergency Medical Services (DCFEMS), the Joint Terrorism Task Force (JTTF), and the Federal Bureau of Investigation (FBI). He oversees emergency preparedness with a focus on the development, coordination, and implementation of unified planning, disaster preparedness, and response and recovery. He holds a B.S. in Health Science from Campbell University, an M.S. in Environmental Management from Webster University, and an EMPS in Emergency and Disaster Management from Georgetown University. Additionally, he is a retired Army officer who has functioned in a multitude of roles from chief of training to company commander and was deployed to Bosnia, Nicaragua, Egypt, Germany, Poland, Latvia, Romania, and Afghanistan. He is a certified hazardous materials technician, anti-terrorism officer, counter explosive planner instructor, Incident Command System (ICS) instructor, Community Emergency Response (CERT) program manager/instructor, and an Alert, Lockdown, Inform, Counter, and Evacuate (ALICE) active shooter and survivability instructor.*

# Civilian/Military Collaboration for Domestic Response

By Jeffrey Driskill Sr.

*The focus of PATRIOT's tactical level domestic response has matured to increase understanding of interagency and multidisciplinary coordination, policies, and doctrine, and to develop procedures and processes that could be adopted elsewhere. The best practices and lessons learned are relevant to any local and state emergency managers, and strengthen knowledge about how the military can provide support to civilian authorities.*



The PATRIOT Exercise Program has evolved beyond being just a premier biannual domestic operations (DOMOPS) training exercise sponsored by the National Guard Bureau and accredited by the Joint National Training Capability Program. It is an excellent forum for military partners to coordinate with local, state, tribal, and federal civilian organizations, as well as nongovernment and private sector organizations in Federal Emergency Management Agency (FEMA) Regions IV and V. FEMA Region IV encompasses the states of Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, and Tennessee; whereas FEMA Region V consists of Illinois, Indiana, Michigan, Minnesota, Ohio, and Wisconsin.

## ***Evolution of a Turnkey, Full-Scale Exercise***

The biannual PATRIOT Exercise held at Volk Field, Wisconsin, and Gulfport/Camp Shelby, Mississippi, provides a vast array of training venues and support services that allow participants to step into a “turnkey” full-scale exercise. The venues include remote areas suitable for wide-area searches, ground-to-air operations, search and rescue, collapsed structure response, debris removal operations, and more; supplemented with a wide range of role-play support, modeling, and simulation, and subject matter experts to provide further realism.

PATRIOT planners provide a backdrop that realistically aligns military capabilities against projected civilian shortfalls. The host military facilities provide low-cost feeding and lodging for civilian organizations to support the exercise development through the three major planning meetings. This support continues into exercise conduct for participants, culminating in a rewarding exercise experience that has included more than 1,000 people annually.

The successfully collaborative practices of the PATRIOT Exercise Program, which is supported by and compliant with the National Incident Management System (NIMS) and Homeland Security Exercise and Evaluation Program, leverage existing processes that institutionalize NIMS concepts and principles such as the Incident Command System, interoperable communications, and resource management. For example, the program provides a venue for Type 3 All-Hazards Incident Management Teams ([AHIMT](#)) to train and complete



position task books while managing a complex response to a realistic disaster scenario. Type 3 AHIMTs are local, regional, state, or tribal level multiagency/multijurisdictional teams used to manage incidents spanning multiple operational periods. These teams are typically deployed with 10-20 trained personnel, and are capable of managing major and/or complex incidents requiring a significant number of local, state, or tribal resources. The complexity of incidents require a written incident action plan, that can later transition and transfer to a national level AHIMT.

Lessons learned from Hurricane Katrina in 2005 and other events provided the impetus for embedding military liaison officers into the branch, division, and incident management team levels. This practice improves coordination for patient treatment and information tracking between the United States Transportation Command (TRANSCOM) Regulating and Command and Control Evacuation System (TRAC2ES) and civilian systems, de-conflicts real-world and exercise logistics, and establishes a process for data collection and dissemination. The development of position descriptions and job aids for liaison officers are proving invaluable for the military/civilian interface at both the incident command and operations center levels.

*The biannual PATRIOT Exercise provides an array of training venues and support services that allow participants to step into a “turnkey” full-scale exercise.*

In 2015, PATRIOT was the first exercise to integrate military rotary, fixed-wing, and remote-piloted aircraft in support of domestic operations by successfully executing the request for proper use memorandum, signed off by the secretary of defense to comply with real-world intelligence oversight expectations. The military fills resource shortfalls in supplementing civilian air operations, including the Civil Air Patrol, hospital medical flights, and more.

### ***Building Mutual Military-Civilian Understanding***

Military partners are required to meld into civilian processes to learn key lessons in resource management, operational planning, and accountability. Emergency managers should be aware that PATRIOT uses the Civil Support Task List for military units to explain which DOMOPS capabilities they will implement. The Civil Support Task List is a resource-typing list, a directory of capabilities that could be used as a crosswalk back to the core capabilities to which civilian organizations are accustomed to referring. This is a realm worthy of continued familiarization and further development.

PATRIOT Exercise scenarios test select core capabilities such as situational assessment, operational communications, mass care, and mass search and rescue operations. In addition, the military provides assets and resources to fill local shortfalls. An important lesson learned was that “planning” and “operations” in the conventional incident command sense meant different things to civilians and military personnel. The civilian world typically sees persons

providing situational awareness, data display, and collection management within the planning section as a function. The military looks at this through an operational lens rather than the planning paradigm.

For example, the planning staff functioning within the Incident Command System is responsible for collecting, evaluating, and disseminating the tactical information related to the incident, and for preparing and documenting incident action plans. The planning section develops “action plans” that are implemented through operations, where the tactical resources exist. The traditional military paradigm views the development of plans from the wartime top-down joint operational planning perspective, where deliberate planning such as operational (OPLAN), communications (CONPLAN), functional and crisis-action planning like the Campaign Plan, and Operational Order (OPORD) are developed. The military’s Joint Staff system provides structuring that state-level planners recognize such as the J3 rating for operations and J5 for planning.

The “J” refers to Joint Staff in military lexicon, and is the staff of specified command, joint task force, or subordinate functional component that employs forces from more than one military department, and will include members from the several services comprising the force. These members should be assigned in such a manner as to ensure that the commander understands the tactics, techniques, capabilities, needs, and limitations of the component parts of the force. Positions on the staff should be divided so that service representation and influence generally reflect the service composition of the force. The J5 develops higher-level strategic plans, which are then handed off to the J3 to write future plans, or plans to be executed.

For this reason, military liaison officers in air operations coordinated information awareness and assessment in concert with the operations section, rather than planning section within the Incident Command System construct. The visual and data products were shared with the requesting consumer once developed – for example, maps for wide-area searches shared between search and rescue (SAR) task force, combat controllers establishing communications in remote areas, and command to coordinate SAR operations.

The planning “P” process is used to develop the incident action plan that drives the exercise. The discussion-based exercise enables participants to discuss legal, statutory, regulatory, and procedural challenges such as use of force and airspace, as well as information collection and sharing. PATRIOT North 16 in Wisconsin led to best practices in developing operating procedures for task force/strike team operations integrating military security forces, civilian law enforcement, military Religious Support Teams, and Salvation Army Spiritual Care Teams during a holistic response to aid an isolated community. Active shooter and civil disturbance vignettes created realistic levels for close coordination between these entities.

Military emergency managers found it helpful to learn tradecraft from their civilian counterparts when staffing various planning and logistic section units within the Incident

Management Team. Emerging technology was explored, such as the no-cost DOMOPS Awareness and Assessment Response Tool (DAART), which is available to civilian organizations. The DAART provides: a flexible, scalable, and safe portal to share documents; processes such as flight scheduling to support incident assessment missions; resource ordering; and static and video data imaging to improve situational assessment and aid in establishing a common operating picture. The DAART can also be used for everyday events and incidents such as the 2016 and 2017 Super Bowls.

### ***A Growing Number of Partnerships***

Examples of growing PATRIOT partnerships include Team Rubicon, Salvation Army, American Red Cross, Civil Air Patrol, local law enforcement, fire departments and rescue companies, local hospitals and medical centers, Occupational Safety and Health Administration, and others. Although the exercise venues are limited to the two certified training areas of Hattiesburg, Mississippi, and Volk Field, Wisconsin, this does not preclude civilian organizations or entities from coming from outside the two FEMA regions. Self-nominations are reviewed and vetted by the planning team during the appropriate time, and the past participants are testimony to the enduring benefits derived at the PATRIOT Exercise.

These mutually beneficial partnerships are growing, with almost every state being represented by National Guard units at one time or another. Although all exercises and trainings have their inherent value, the PATRIOT Exercise Program offers a unique opportunity to advance and enhance national capabilities across National Guard units and among a vast civilian audience. At the PATRIOT Exercise, military and civilian participants are moving past mere NIMS compliance to becoming competent in the perishable skills



Team Rubicon, members of the National Guard Bureau and debris removal teams attend operational briefing at PATRIOT North 16' (Source: SMSgt. David Lipp, ND National Guard Public Affairs, 17 July 2016).

needed to sustain an effective disaster response. More information, pictures, and videos of past PATRIOT exercises can be found on the [National Guard PATRIOT Exercise Facebook](#) page.

---

*Dr. Jeffrey Driskill Sr. is currently a government contractor working as an exercise planner with the National Guard Bureau in Arlington, Virginia. Before his current position, he served as deputy emergency management coordinator with the City of Alexandria, Virginia, and is a retired chief of police, Certified Emergency Manager (CEM), and Master Exercise Practitioner Program (MEP) graduate. He holds a Doctor of Business Administration in Homeland Security Policy and Leadership from Northcentral University and is a subject matter expert in the NIMS doctrine.*

# The Ongoing Quest to Assess & Measure Preparedness

*By Project Team at Emergency Management Executive Academy*

*Since 9/11, billions of dollars and an enormous amount of effort have been directed at enhancing national preparedness efforts as they relate to human-caused and natural disasters, yet many jurisdictions and organizations still struggle to determine how prepared they are and how prepared they need to be.*

Despite the advent of the national preparedness system and associated assessment efforts, the emergency management community is still challenged to measure and articulate local, state, and national preparedness. One of the biggest challenges to measuring preparedness stems from the fact that preparedness means different things to different people. Additionally, how communities and organizations prepare greatly depends on what they are preparing for. Following is an examination of the ongoing quest to assess and measure preparedness with the goal of identifying good practices, ideas, and recommendations for the Federal Emergency Management Agency (FEMA) and other [whole community](#) stakeholders – including public sector, private sector, and nonprofit organizations – to consider.

## ***Progress Has Been Made***

Assessing and measuring preparedness are not new ideas and, over the years, FEMA and others have made progress. For example, FEMA's capability-based model that started with Homeland Security Presidential Directive 8 ([HSPD-8](#)) and has continued with Presidential Policy Directive 8 ([PPD-8](#)) provides a common framework, to include a series of [capabilities](#) that can be assessed and measured over time. The creation of standards such as National Fire Protection Association 1600 ([NFPA-1600](#)) and Emergency Management Accreditation Program ([EMAP](#)) standards have also proven to be helpful benchmarks for agencies to measure themselves against. Technology is aiding the effort as well, as the American Red Cross and others have developed intuitive web-based tools to help organizations assess their preparedness levels. Websites like the [National Health Security Preparedness Index](#) are also helping to promote the importance of preparedness assessments and the need to track progress over time.

In addition to the NFPA 1600, which has become a common framework used to guide private sector preparedness efforts, the creation of a voluntary Private Sector Preparedness Accreditation and Certification Program ([PS-Prep](#)), has been an important advancement. Although more narrowly focused, the [cybersecurity framework](#) created by the National Institute for Standards and Technology is another good example of a mechanism that can be used to assess preparedness levels (related to cybersecurity) and has become an industry standard for both public and private sector organizations.

## ***Room For Improvement***

Despite progress, there is still a great deal of room for improvement, especially concerning the use of the Threat and Hazard Identification and Risk Assessment ([THIRA](#)) and associated State Preparedness Report ([SPR](#)) process to assess local, state, and national preparedness. Although the assessments are done differently across the country, FEMA “rolls up” the various data points to help produce the National Preparedness Report ([NPR](#)), which can lead to some potentially misleading data and conclusions. Although the SPR assessment process may be too subjective, a criticism echoed by the Government Accountability Office ([GAO](#)), the SPR’s use of the planning, organization, equipment, training, and exercises (POETE) framework to examine the capabilities is intuitive.

Other methods and tools being used to assess preparedness include: after action reports from exercises and real-world events, surveys, subject matter experts, risk assessments, strategic plans, performance indicators, and standards such as EMAP. Despite the various approaches, however, many do not have comprehensive programs in place to analyze the various data and information sources.

When it comes to preparedness, it is important to ensure the various preparedness efforts (including assessments) are grounded in risk. The various threats and hazards are simply too dynamic and it is impossible to prepare for everything equally. People, processes, and technology are constantly changing as well. Preparing for disasters is an enduring mission that requires ongoing and focused commitment, as well as some degree of ongoing financial support from the federal government to state and local governments for homeland security/emergency management purposes, particularly if there is a desire to be able to develop, sustain, and deploy specialized response capabilities (e.g., Incident Management Teams). However, no amount of money will guarantee preparedness, so risk-informed investments are important as is accountability for how the funds are used.

More effort is also needed to educate elected leaders and oversight agencies so that they better understand the ongoing nature of preparedness and appreciate that the nation will never be “done” preparing. Although it is unlikely that any one system will adequately measure national preparedness, the use of common tools and frameworks can certainly help the various stakeholders examine preparedness in a more consistent way.

## ***Measuring What Matters***

The emergency management community has struggled to develop metrics to measure preparedness. FEMA is working to develop a series of objective measures for the core capabilities, and some jurisdictions have made a lot of progress in developing their own measures for the core capabilities. Following are some examples of good practices:

- The New York State Division of Homeland Security and Emergency Services ([DHSES](#)) developed a County Emergency Preparedness Assessment ([CEPA](#)) Program that includes workshops in each county (and New York City) to assess local risk and capabilities using a POETE-based model.

- The [Florida Division of Emergency Management](#) has several innovative initiatives, including a program to assist counties with obtaining EMAP accreditation.
- The Bay Area Urban Area Security Initiative ([UASI](#)) partners worked with a consultant and their local stakeholders to develop a series of preparedness-related performance measures and associated tools to capture information from the jurisdictions within the UASI region.
- The National Preparedness Leadership Initiative ([NPLI](#)) at Harvard's Kennedy School of Government is an example of an innovative effort to educate leaders and to better understand executive decisions and attributes that can contribute to improved levels of preparedness.
- FEMA's National Preparedness Assessment Division ([NPAD](#)) has recently created an Evaluations and Decision Support Unit that is actively looking to identify and leverage various data and information sources to better understand preparedness.
- The American Red Cross has created the [Ready Rating Program](#) to help organizations assess their readiness and understand what steps they can take to improve preparedness.
- Of the other countries examined, New Zealand appears to have the most robust system in place to assess and measure preparedness. Like New York's CEPA program, New Zealand's [National Capability Assessment](#) is highly collaborative and captures data through a series of regional workshops.

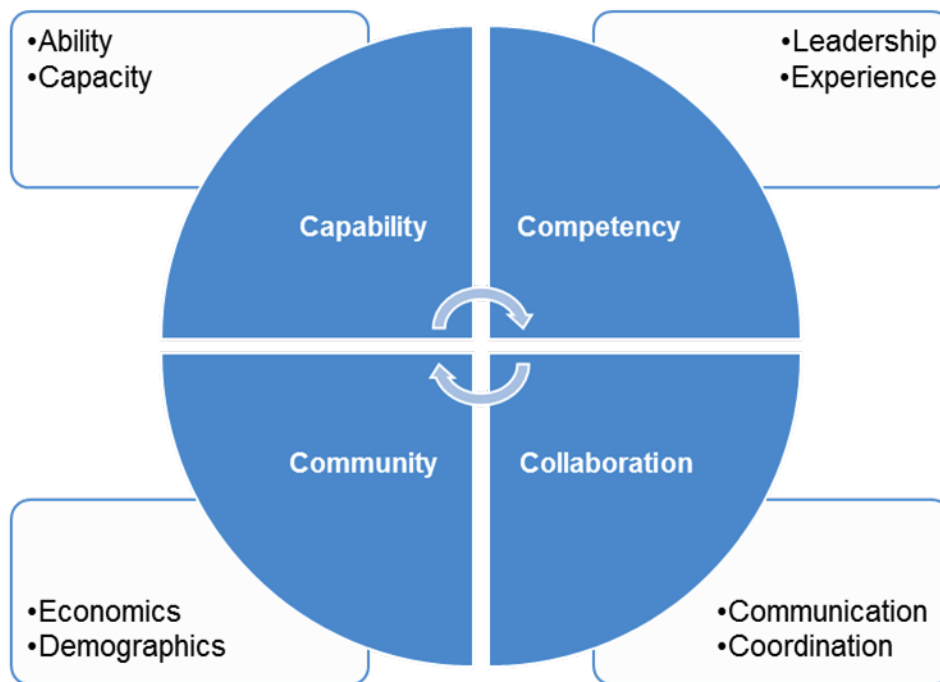
### ***Recommendations***

Following are recommendations related to assessing and measuring preparedness that FEMA (and perhaps others) should consider:

- *Promote POETE*: FEMA should focus more on promoting its definition of preparedness and the associated POETE methodology, which is intuitive and can likely be used by other public and private sector organizations.
- *Streamline and improve the THIRA/SPR process*: FEMA should work with state and local stakeholders to improve the THIRA/SPR process by making it more intuitive and user-friendly.
- *Trust but verify*: FEMA should trust the state and local data but develop mechanisms to verify the process used to capture the data and consider becoming a more active participant in the process, rather than simply ensuring the appropriate boxes are checked.
- *Invest in preparedness analysts*: FEMA, states, and others should consider the use of preparedness analysts to help analyze and assess preparedness.
- *Participate in executive education initiatives*: Public, private sector, and nonprofit organizations should make a concerted effort to educate their leaders through

programs like those offered at FEMA's Emergency Management Institute, Center for Homeland Defense and Security ([CHDS](#)), and [Harvard's Kennedy School of Government](#).

- *Create an Incident Command System (ICS) improvement officer position:* FEMA should consider the establishment of an improvement officer position and function within the ICS command staff structure.
- *Establish a community of Practice:* FEMA should engage stakeholders by creating a preparedness assessment work group or community of practice.
- *Consider a deliverables-based grant model:* The grant guidance is currently very broad and the funds can be used to support a wide variety of activities, which is a good thing, but FEMA should consider requiring some specific deliverables as well.
- *Explore new assessment frameworks:* Much of the focus to date has been on assessing capabilities (ability and capacity), but other components such as competency (leadership and experience), collaboration (communication and coordination), and community (economics and demographics) warrant much further examination, to include the identification of relevant metrics and indicators for the various components (see Fig. 1).



**Fig. 1.** “Four C” Assessment Framework. This new “Four C” Assessment Framework could serve as the basis of a broader assessment framework. Capability, competency, and collaboration are relevant for all organizations, but community factors should also be included in jurisdictional level assessments (*Source:* Authors).

## **Further Exploration**

This is not the first effort to examine how the emergency management community can better assess and measure preparedness. Ideally, others will take this research even further and delve deeper into the issues identified. Much of the work to date has focused on assessing capability, but without sound leadership and effective relationships even the most capable organizations may struggle during a crisis. As such, the “Four C” framework warrants much further examination. Preparedness is a never-ending process that requires a broader and more holistic analytical perspective to be truly understood. Progress has been made, but no single system or approach will suffice. To address an enduring challenge facing the emergency management community, it is time to think differently and determine how to assess and measure preparedness.

*This article is based on a research project conducted as part of the Emergency Management Executive Academy at the FEMA’s Emergency Management Institute. The project team for this effort included emergency management professionals from federal, state, local, and nongovernment agencies. Click [here](#) to read the full report and see below for more information on the team members.*

---

*Terry Hastings is the senior policy advisor for the New York Division of Homeland Security and Emergency Services, where he is responsible for the development and maintenance of New York State’s Homeland Security Strategy and other statewide initiatives. He is also an adjunct instructor for the College of Emergency Preparedness, Homeland Security and Cybersecurity, at the State University of New York at Albany.*

*Chris Hennen is the emergency manager for the United States Military Academy at West Point, where he oversees their all hazards emergency management program. He has been affiliated with West Point for more than 30 years, and is a retired U.S. Army Military Intelligence officer.*

*Gerald Manley is the director of the headquarters, Department of the Army Directorate of Mission Assurance. He is responsible for the integration of the Headquarters Protection Program (which includes emergency management), the Safety and Occupational Health Program, Communications Security Program, Personnel Security Program, and the global Central United States North Atlantic Treaty Organization (NATO) Registry. He served in the active duty Army for over 25 years, and is also a local Community Emergency Response Team volunteer.*

*John Penido is the disaster management area coordinator for Area C of Los Angeles County, California. He coordinates emergency preparedness, response, and recovery efforts in 10 cities with a combined population of 721,000 residents. His experience includes positions as a fire chief, paramedic, deputy sheriff, and Army officer. He is an instructor for the Emergency Services Training Institute of the Texas A&M Engineering Extension Service and the Paramedic Program at Mt. San Antonio College.*

*Art Samaras most recently worked for the American Red Cross, where he was responsible for introducing and implementing the concepts of continuous improvement. He has more than 20 years of experience working as a consultant to industry and is currently a medevac flight paramedic.*

*Joe Sastre is the emergency management director for the Town of Groton, Connecticut. He has 40 years of public safety experience, and currently serves as the chairman of the Connecticut Division of Emergency Management and Homeland Security Region 4 Emergency Planning Team Steering Committee.*

*Kevin Sligh is the technical advisor to the chief, Marine Environmental Response Office at Coast Guard headquarters, where he serves as the principal advisor on a myriad of policy and response issues such as the National Contingency Plan and the Coast Guard’s support to FEMA under ESF-10 (oil and hazardous substance response). He has served the military in active duty and reserve capacities for more than 24 years.*



# A New Model Proposed for U.S. Bioterrorism Response

By David M. Ladd

***On 17 January 2017, the InterAgency Board released its “Proposed Model for Bioterrorism Response: Initial Operations and Characterization” position paper (BT Position Paper). This 28-page document puts forward a method to make use of the many federally developed standards and strategies produced over the past 16 years – at a cost of millions of taxpayer dollars – that have yet to produce a national capability. The paper begins by pointing out that, since 2001, the United States has invested \$17,000,000,000.00 in civilian biodefense and continues to have major capability gaps.***



**E**stablished under authority of the U.S. Attorney General, following the 1995 Oklahoma City Bombing, the InterAgency Board (IAB) is a voluntary, collaborative panel of emergency preparedness and response practitioners whose members are from a wide array of professional disciplines. The IAB includes members from all levels of government and operational, technical, and support organizations. It provides a structured forum for the exchange of ideas among local, state, and federal response communities to improve national preparedness and promote interoperability.

Based on direct field experience, IAB members advocate for and assist with developing and implementing performance criteria, standards, test protocols, and technical, operating, and training requirements for all-hazards incident response equipment with a special emphasis on chemical, biological, radiological, nuclear, and explosive (CBRNE) issues. The IAB also provides subject matter expertise to inform the development of emergency preparedness and response policy, doctrine, and practice.

The BT Position Paper came about as the effort of an IAB Special Project Group on Bioterrorism National Strategy. The need for this effort was recognized when the U.S. Department of Homeland Security, Office of Science and Technology (DHS S&T) sought responder input on the continued funding of a standards development project. Responders replied that the continued funding of standards that have no impact upon capability was a waste of tax dollars. In response DHS S&T supported the execution of a special project to find a path forward, and give the nation a Bioterrorism response capability.

The Special Project working group included representation from both within and outside of the IAB. Panelists included representatives from fire departments, local and federal law enforcement, DHS, the military, local, state and federal public health, public health laboratories, standards organizations, national laboratories, and other federal entities. A series of meetings and conference call were held over a two-year period.

The three core elements of the model would:

1. Centralize the responsibility for coordinating bioterrorism capabilities under a single federal authority, supported by other federal agencies.

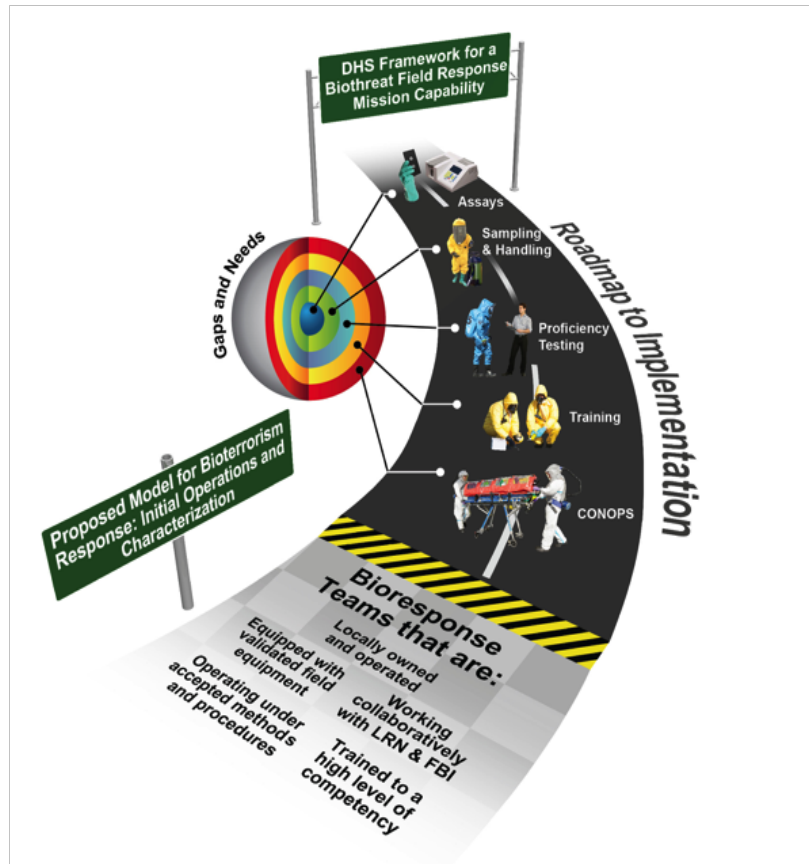
2. Allow the federal government to contract with existing (hazmat) response teams to meet qualifications as validated bio-threat response teams within their own jurisdictions, requiring that they are trained, equipped, tested, and that these teams operate under approved procedures. This approach is like other existing programs, such as the Laboratory Response Network, Secure the Cities Initiative, and the Metropolitan Medical Strike Teams.
3. Increase federally supported staffing within the Laboratory Response Network labs and the National Guard Civil Support Teams to allow their involvement as trainers and liaisons within their jurisdictions for those contracted response teams.

Using these core elements, the model seeks to develop a pathway for response teams to meet the capabilities and criteria described in what has come to be called the Stakeholder Panel on Agent Detection Assays (SPADA) Onion. SPADA was a working group managed by the Association for Analytic Communities (AOAC), a standards organization with its origins in food safety, working under contract with DHS. The objective of SPADA was to write a standard for a “Public Health Actionable Assay.” When such a term was rejected by public health, it sought to write a standard for a “Public Safety Actionable Assay,” but no accepted standard for field instruments resulted.

However, a critical benefit came out of the SPADA deliberations in the “Onion.” The onion was framed by Dr. Matthew Davenport of DHS S&T and chair of SPADA to describe the interrelationship requirements that include, but extend well beyond the instrument, or assay. The layers of the onion are:

1. CONOPS- The agency’s processes and procedures to manage bio-threat responses.
2. Training – Consistent training in all aspects of bio-threat response, conducted by expert trainers.
3. Proficiency Testing – Demonstrated competencies in the methods of sample collection and field screening, including use of devices.
4. Sampling and handling- Use of approved sampling methods and devices, including aseptic technique, packaging and documentation
5. Assays – The device or devices used to identify bio-threat agents, as well as those used to screen for hazardous chemicals, radiation and explosives.

The proposed model is not inexpensive. Three categories of costs are described in this model: (1) annual, national program costs for WMD-CST and LRN participation totaling \$22,237,824; (2) per team start-up costs, developed using a national community, of \$353,660 per participating response organization; and (3) annual participating organization costs of \$66,332. The largest variable in the cost of the model is the number of participating response organizations; therefore, a complete cost estimate cannot yet be calculated. However, the committee is quick to point out the \$17,000,000,000.00 that has been spent without achieving this capability and the continued, unacceptable, cost of doing nothing.



Source: Pacific Northwest National Laboratory

To become reality, the model will require adoption by the U.S. Government, legislation to enable it and a budget to support it. Efforts have begun to garner support from the stakeholders and to bring this proposal to the attention of the new administration.

The full position paper can be found at <https://www.interagencyboard.org/publications/documents>. For further information, contact the InterAgency Board Program Office, 1550 Crystal Drive, Suite 601, Arlington, VA. 22202, telephone 703-413-7251, or [info@interagencyboard.us](mailto:info@interagencyboard.us).

*David M. Ladd is Principal/Owner of Blackthorne Services Group, LLC. He recently retired from service with the Commonwealth of Massachusetts, Department of Fire Services, as the Director of Hazardous Materials and Counterterrorism Response. Over his 17 years of service, David built what is reputed to be the best hazardous materials response system in the nation, possibly in the world. Through leadership and innovation, he advanced the capabilities of his six teams to the point of 100% interoperability with levels of training and equipment that far exceed any others. While developing these capabilities, Mr. Ladd also earned a national reputation for his ability to bring responder needs and viewpoints to scientific deliberations and national policy discussion, earning invitations to sit on several national panels and committees. In combination, these experiences and exposures allowed him to develop and implement highly effective new methods to respond to threats of terrorism in mixed hazards, maritime and major venue arenas. Leadership and innovation were not new to Mr. Ladd when he entered the CBRNe world. As the Chief of Operations for the City of Boston's Emergency Medical Service, Mr. Ladd advanced rapid response techniques, implemented Incident Command System concepts well ahead of national acceptance and created much of the doctrine, still used today, in managing mass casualty incidents. His experience in this realm extended beyond local disasters, to national disasters as an early pioneer of the National Disaster Medical System.*

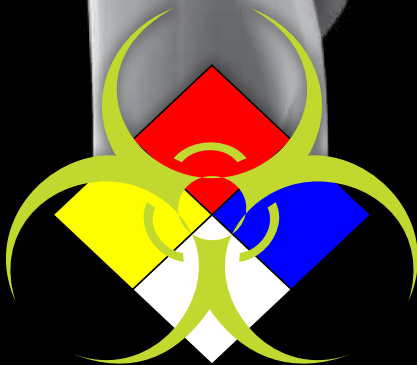
# Invisible Threats Exposed



## AP4C

**Portable Chemical Detection System  
Protects First Responders, Military & Infrastructure**

- Fast, Reliable Analysis of Invisible Hazards Saves Time & Lives
- Unlimited Simultaneous Detection Exposes Unknown Agents
- Low Maintenance & Operation Costs Save Money
- Rugged Handheld Design is Easy-To-Use With Minimal Training
- Complete System Includes Accessories & Case for Easy Transport



[Learn More Online](#)

# PROENGINE

Chemical and Biological Detection Systems