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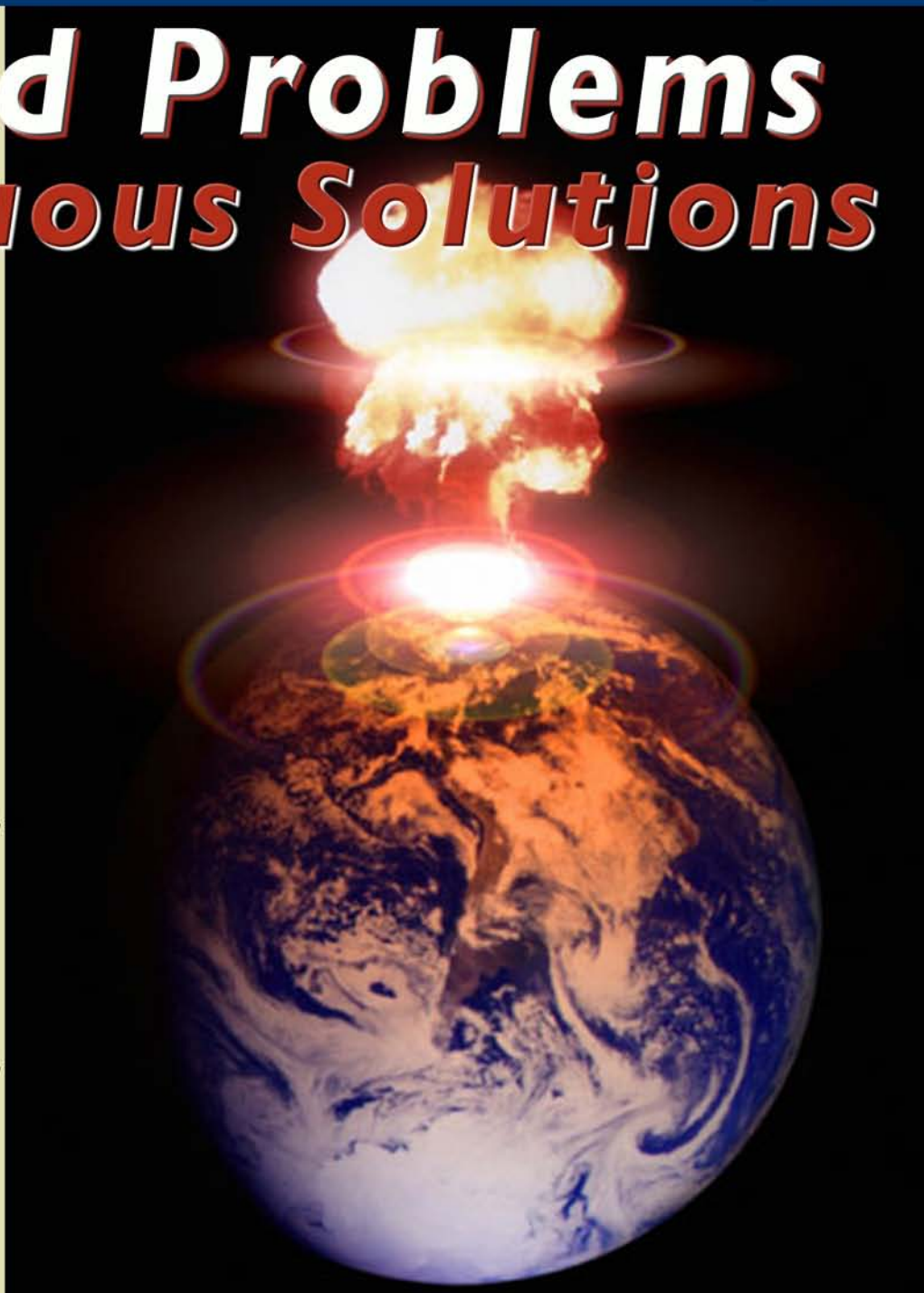

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IMR GROUP

Publisher's Message

By Martin (Marty) Masiuk, Publisher

January is always an exciting month in Washington, D.C., particularly in odd-numbered years, because there is always a new Congress, sometimes a new president, and quite frequently several new cabinet members and congressional committee chairmen as well. The president's State of the Union message and new budget plan, scores and sometimes hundreds of new bills introduced in Congress, and the raised expectations of a new beginning – all add significantly to the excitement. Usually accompanied, though, by some accompanying doubts and considerable confusion.

So far, this year has been no different, except that the confusion is somewhat greater than usual and the excitement a bit more muted – as is often the case when one party controls both houses of Congress and the other party controls the White House. Most years it really does not matter which party controls which branch of government. It matters this year, though, and the American people are justifiably concerned.

They also are worried – about Iraq, Afghanistan, and, most recently, Iran. They are particularly worried about the safety of our troops in Iraq – and about what happens when, not if, those troops are withdrawn. A majority of Americans are unhappy in varying degrees about the president's plan to send in additional troops, but they also recognize that no viable alternate plan has been offered by the loyal opposition. They recognize, in short, what many members of Congress seem not to realize – namely, that a U.S. withdrawal in and of itself will not translate into a suddenly stable Iraq and/or mean an end to the threat posed by international terrorists. It seems much more likely, in fact: first, that Iraq will become much less stable and will remain that way for years to come; and, second, that even before the start of the current conflict, but much more so today, the principal terrorist target was not and is not Iraq but the United States of America.

No matter how many additional U.S troops are deployed to Iraq, and no matter how long they stay, the one immutable and irrefutable fact on which the leaders of both political parties should agree is that the danger to the U.S. homeland, and to the lives of American citizens, posed by al Qaeda and other terrorist groups will not simply "go away" by itself That threat must be dealt with head-on and totally *defeated*. On that issue there is no other option available.

The war against terrorists, insurgents, and sectarian groups in both Iraq and Afghanistan may not be totally "winnable" in the long term. But it has given the American people and their elected leaders the inestimable advantage of additional *time* – time that could and should be used to prepare for future terrorist attacks on the U.S. homeland itself. Time to prevent those attacks, if possible – or, if not possible, to minimize and mitigate their consequences. Time to significantly strengthen and equip the nation's first-responder communities. Time, in short, to prevail against the very worst the terrorists might offer.

Unfortunately, much of the extra time gained so far has been almost totally wasted. How many additional time there will be to prepare, no one knows. But the American people, at least, seem to realize, even if Congress and the administration do not, that this year may be the last chance, the final opportunity. Additional partisan criticism, rather than meaningful constructive action, is mandatory, and history will judge those who cause additional delay.

About the Cover: "Exploding Earth" - a dramatic Getty photo by Chad Baker - symbolically and artistically represents the collective goal of the highly qualified domestic-preparedness professionals who write for DomPrep Journal: Namely, to inform their fellow Americans about the clear, diverse, potentially catastrophic, and rapidly growing "present danger" posed by international terrorism. Included in this January "fifth Wednesday" printable edition are not only a broad spectrum of articles published previously in the month but also an exclusive Special Report, by Managing Editor John F. Morton, on some of the innovative products being developed and produced by the U.S. private sector to detect, prevent, and/or deal with the escalating danger of a biological-warfare attack.



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The Whys and Wherefores of NIMS-Compliant Training

By Stephen Grainer, Fire/HazMat

State and local governments across the country continue to wrestle with the challenges involved in complying with guidelines set forth in the National Incident Management System (NIMS) policy statement. One question facing emergency managers, and political leaders as well, is both simple and complex: "What is an emergency responder?" Answering that question will help determine where the need for NIMS-compliant training starts.

The definition of an "emergency response provider" has expanded the scope of what constitutes an "emergency responder." Since 2002, many agencies that historically did not associate their normal roles with emergency response have taken advantage of the definition in the Homeland Security Act to apply for the grants established to improve the nation's emergency preparedness and response capabilities. The net effect of the expanded definition has been to further complicate the question of who is an emergency responder, who should be eligible for the grants, what criteria are used to determine grant eligibility, and how the funds are distributed.

> ***"The term 'emergency response providers' includes federal, state, and local emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities."***
>
> ***(Homeland Security Act of 2002)***

Local, tribal, and state officials still must identify who should complete NIMS-compliant training – the first critical step toward achieving NIMS compliance. In most if not all cases, the number and level of responsibilities of those within any organization who are categorized as emergency response providers will largely determine the scope and depth of the training needed to achieve NIMS compliance. Staff with no direct involvement in emergency response activities may not be required to complete *any* NIMS-compliant training. Others, because of their rank or responsibilities, may need more training than they previously thought.

This raises another question: Should there be any distinction between emergency responders and first responders? Generally speaking, first responders are considered to be operational and supervisory staff from the traditional response organizations – i.e., EMS (emergency medical services), fire, and law-enforcement personnel, all of whom clearly need NIMS training (and most will need more than they have received thus far). In the context of the NIMS definition provided earlier, emergency responders constitute a much larger constituency for the training suggested or required.

Yet another question follows: Should priority for funding NIMS-compliant training be allocated to the training of emergency responders or first responders or both? As the funding stream from the Department of Homeland Security (DHS) for all levels of training continues to diminish, the importance of identifying the target audiences for all types of training must be further assessed to ensure NIMS compliance at all levels of the organizations affected.

IS-700: The All-Hands Starting Point

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for fire-service training. Using the guidelines received, VDFP adopted the reasonable position that its IS-700 (entry-level) training should be required for nearly all personnel in "public service" – not just those involved in public safety and/or in the traditional first-responder sector. In other words, any individual whose work involves operational responsibilities at any level in response to or support of emergency preparedness, response, or recovery operations at the local government level or higher should complete the NIMS Introductory Course.

Also included in that category would be disaster workers from non-government organizations (NGOs) and volunteer groups (fire, EMS, various emergency-response teams, etc.). Simply put, if an agency or organization is identified as playing a role in the local or state emergency operations plan, its employees, staff, and members should complete the IS-700 course. Here it should be noted that, although the VDFP position may not be universally accepted, it at least provides a baseline for expectations of where the NIMS-compliance training process begins.

The basic IS-700 course addresses, among other topics, the principal components and concepts spelled out in the NIMS policy guidelines: command and management, preparedness, resource management, communications and information management, supporting technology, and ongoing management and maintenance. It is important for any organization within the response structure of the community to be capable of integrating its operations (regardless of whether the organization is in the first-response or emergency-response category) with the other organizations that operate in an emergency. These same organizations must also, of course, be in a "forward leaning" mode should the situation require additional assistance from mutual-aid, state, or federal resources.

NIMS and ICS: Closely Related, But Not Twins

The most recognizable component of NIMS is command and management. The national Incident Command System (ICS) provides the cornerstone for building a consistent and systematic approach for all emergency-response organizations and situations. Among other things, it provides the framework for organizing responder resources, regardless of their discipline, in an orderly way to ensure continuity, accountability, a manageable span of control, and effective resource management and utilization.

Shortly after promulgation of the National Incident Management System, VDFP started to notice, and to counter, the understandable confusion between the ICS and NIMS concepts, which for many people were difficult to distinguish. Requests for delivery of "the NIMS class we're supposed to take" were routine. For many, it was far from clear that training in *both* NIMS and ICS are stipulated for NIMS compliance. In addition to completing the IS-700 course, many operating and supervisory personnel also are required to complete one or more higher levels of NIMS-compliance training. In fact, *every* individual involved in public safety, and most personnel in public service, should complete the NIMS entry-level class. A very high percentage also should be trained in higher levels of ICS. In short, IS-700 is only the start.

To help resolve some of the confusion, VDFP has offered a carefully considered combination of NIMS-ICS training by using the classroom products available to teach IS-700 as well as the National Fire Academy's H-806 "NIMS Basic ICS for the Fire Service" class. For practical purposes, this means that, when class requests are received, a "combination class" (IS-700 *and* H-806) is recommended unless it has been clearly established that the students enrolled have previously completed the IS-700 training. When students complete the combination program, therefore, they will have completed both IS-700 and the DHS-approved ICS-100 and ICS-200 levels of training. This meets or exceeds the fundamental NIMS and NIMS-required ICS training for virtually all "emergency response providers." Other course options are available, of course, but the combination virtually eliminates the possibility of unsuccessful efforts to comply with both NIMS and ICS guidelines in separate courses.

The Beginning of A Long, Long Journey

There is an old Chinese saying that a journey of 1,000 miles "starts with a single step." Any agency that plays a role in emergency response should therefore consider IS-700 to be only the first of many steps. Some of the later steps – the more specialized and/or more advanced ICS-100 and -200 courses, for example – already have been specified.

But emergency preparedness and response training are not and should not be considered "terminal" processes. Ensuring the necessary competencies for emergency response depends not only on initial training but also on both maintenance training – i.e., continuing education – and practice (exercises). The first-responder sector already understands the importance of ongoing training. Now, the emergency-responder community also must learn that there can be no end to the training needed not only to maintain but also, of perhaps greater importance, to *improve* proficiency.

The advent of NIMS provides the first-responder community an opportunity to interact with *all* emergency-response providers not only during emergencies but also in the training completed before events occur. The nation's first responders should seize this opportunity to train and work with their partner resources, starting at the local level to improve emergency preparedness and response capabilities.

In that context, it should be recognized that NIMS offers an unprecedented opportunity for all emergency-response providers to become acquainted with one another and to foster stronger and more effective working relationships from the ground up as well as from the top down – again, *before* an event occurs. And this, of course, was and is the intent of the NIMS guidelines.

Stephen Grainer is the chief of IMS programs for the Virginia Department of Fire Programs. He has served Virginia fire and emergency services and emergency management coordination since 1972 in assignments ranging from firefighter to chief officer. As a curriculum developer, content evaluator, and instructor, he currently is developing and managing VDFP programs to enable emergency responders and others to achieve NIMS compliance requirements for incident management.

FIPS 201 Compliance for State and Local Agencies

By Joseph A. Watson, Law Enforcement

Many of the nation's local police or fire chiefs, if asked about their department's progress toward compliance with Federal Information Processing Standard 201 (FIPS 201), probably would reply with a question of their own: "What is FIPS 201?"

The Federal Information Processing Standard 201 was established to meet a requirement created by Homeland Security Presidential Directive 12 (HSPD-12) – which, among many other things, requires that a common identification standard for *federal* employees and contractors be established; however, HSPD-12 does not even mention a requirement for state and local compliance.

Two years after issuance of HSPD-12, not even the federal government has come close to full compliance with this generally unfunded mandate. One reason for the seeming lack of progress is that there has been a backlog in completion of the background investigations of many of the personnel required to be included in the program. The delay is believed to have been caused by certain difficulties in an OPM (Office of Personnel Management) program being used in some aspects of the investigations. There has been some funding provided through the General Services Administration to implement a few of the HSPD-12 requirements, though. Moreover, it is understandable in any case that any standard affecting the entire federal government is likely to be cumbersome in at least some aspects of the implementation process.

Verifying the Verifications, And Other Problems

A second question that might be asked of state and local officials is if their agencies might benefit from a compliance program similar to FIPS 201, even if the agencies under their jurisdiction are not specifically required to comply with the FIPS 201 requirements. Here the answer probably would be a positive "Yes."

The rationale for such an affirmative answer is that, throughout the world, terrorist groups have on many occasions sought to exploit emergency-services response agencies as targets for attack. In fact, some terrorists have gone to extremes to impersonate emergency-services personnel (and even to obtain what seem to be emergency-response vehicles) in order to gain close access to first responders at the scene of a major accident or incident. In most cases, unfortunately, there is currently no effective way to ensure that responders from various mutual-aid jurisdictions are *really* who they say they are. Adding to this problem is the fact that many of these jurisdictions have formed compacts with private-sector ambulance companies guaranteeing that the latter will be available as a resource in reserve that can be used in dealing with mass-casualty situations.

If verification of credentials is requested, as it should be in such situations, it still would be difficult to ensure that such verification is honest, complete, and accurate. The unfortunate reality, in fact, is that most if not all state-issued driver's licenses incorporate greater security safeguards than are included on agency- or company-issued credentials.

Since the implementation of the National Incident Management System (NIMS) and the increasing reliance on emergency mutual-aid compacts (EMACs) to cope with major accidents – or "events," as they also are called – incident commanders and staging-area coordinators have started to realize that they would greatly benefit from a process in which responders checking into an accident scene could produce a common identification card that carries not only the individual's photograph but also relevant and recent information about the organization he or she represents, his or her level of training and areas of expertise, and clearances held – and, of course, certain counterfeiting safeguards. This requirement differs in many respects from the federal standard, which is geared to meet facility-access requirements. However, extrapolated out to meet incident-command needs it becomes intriguing.

Federal Funding A Mandatory Pre-Condition

One example of how such an enhanced credentials requirement might be used is a situation in which an incident commander makes an EMAC request from a neighboring state for a hazardous materials technician who is an expert on radiation. When that person reports in, the incident commander would be able to quickly verify that he or she is actually the person who had been requested. The enhanced credentials system also could help local authorities track personnel on the scene and verify their assignments as well as their present geographical locations.

There undoubtedly would be some administrative and/or funding problems that would have to be resolved in developing and implementing a FIPS 201 compliance system at the state and/or local levels. As the delays in the federal program have demonstrated, carrying out all of the background investigations required is a cumbersome task, and the same task probably would be more difficult at the state and local levels of government. Even now in many jurisdictions, fire departments equipped with different communications systems cannot talk to one another. The funding issue also could be a major stumbling block. In fact, if federal funding does not become available it can almost be guaranteed that a state and local NIMS compliance system will not be implemented.

Here it should be noted that the DHS Office of National Capital Region Coordination is working toward accomplishing the broader objective of meeting a universal emergency services identification requirement. Again, though, because dedicated funding is not available, the process continues to move slowly. Nonetheless, most if not all of the federal, state, and local agencies involved in NIMS operations are conceptually very interested in the development and issuance of a common, quickly recognizable, and easily verified identification card.

Sergeant Joseph Watson is a former Marine Military Police Officer and 25-year veteran of the City of Alexandria Police Department. Currently team leader for the Department's Special Operations Division, Community Support Section Homeland Security Unit, he is the founder and President of Special Operations Solutions, LLC. Consulting, Planning, Training, Exercises and Operations.

Leaning Forward

The EMS Community Looks to the Future

By Joseph Cahill, EMS

One of the biggest and most important challenges facing the EMS (emergency medical services) community in the coming years will be overcoming the divisions within the EMS community itself – e.g., emergency vs. non-emergency; municipal resources vs. for-profit models, etc. Like so many other issues that divide leaders, planners, and operating personnel, many of these divisions are self-imposed, while others amount mostly to a struggle for funding.

Shrinking budgets combined with the rising volume of calls have forced many EMS agencies to make their systems leaner. Many EMS leaders have used historical call-volume estimates as the baseline for their future planning and staffing purposes. Like many other medical providers, EMS leaders plan for the "normal" day – which usually, but not always, is based on historical data for the time of year, recent call volumes, and a variety of other factors. A recent study in the *Journal of Academic Emergency Medicine* found that, generally speaking, historical data can predict call volumes with sufficient accuracy to make staffing decisions – but "historical data" might not be too helpful in mass-casualty situations.

A key planning factor must be the EMS system's ability to respond to surges of patients needing care during a major event, or just on a particularly busy day. In the development of those plans, though, EMS systems have a potential resource that is not sufficiently noticed or even considered. Under the regulations of most states an ambulance is an ambulance, regardless of its use or ownership. For practical purposes, this means there is a huge transportation resource available to meet most emergency needs.

MetroCare's Yamel Merino: A Heroic Example

Usually, of course, a city will use its own ambulances to meet such need. Many cities, though, also possess: (a) ambulance services that operate on an emergency basis but are not part of the 9-1-1 system; and/or (b) for-profit ambulances that usually transport patients on a non-emergency basis. An example of how this additional capacity can be used was seen in practice at the World Trade Center in the immediate aftermath of the 11 September 2001 terrorist attacks. Both MetroCare (a for-profit privately owned service) and Hotzolah (a non-profit, volunteer, community-based service) provided an essential mix of emergency-response and non-emergency resources. Immediately after the terrorist strikes, both agencies dispatched ambulances to the World Trade Center.

> ***If the public funding is available on an equitable basis to all private-sector agencies offering the same resources it would maintain a level playing field and there would or should be no basis for complaints.***

Some of the ambulances and other resources were lost, unfortunately – and one MetroCare paramedic, Yamel Merino, was among the emergency responders who died in the line of duty on that fateful day; she was only 24 years old.

For EMS agencies to maintain their budget viability *and* be flexible enough to respond to unanticipated surges in call/patient volume, particularly disaster-based increases, these additional resources must be factored into the planning equation. Doing so will provide two solutions or partial solutions: (1) improve the disaster-response capability with targeted funding; and/or (2) include these non-public ambulance resources in the emergency planning.

One of the concerns about allocating public funds to the for-profit EMS agencies is that this might seem to be public subsidization of private businesses. However, if the funds are provided only for resources that are not used in day-to-day operations, but are crucial for disaster response, the "subsidization" would in fact be restricted to only the disaster-response operations. Moreover, if the public funding is available on an equitable basis to *all* private-sector agencies offering the same resources it would maintain a level playing field and there would or should be no basis for complaints.

In that context, inclusion should be recognized as more than just giving certain agencies a "seat at the table." In fact, it is refusing to accept an "us-versus-them" mentality from anyone or any agency. This is a critical point that should be considered in both EMS and emergency planning. In short, the resources are there – but it is up to the EMS community as a whole to strengthen and engage those resources for the common good of all concerned.

Links for additional information on the topics listed:

Statistical study on EMS call-volume predictions
(Journal of Academic Emergency Medicine Volume 13, Number 5_suppl_1 84, © 2006)

http://www.aemj.org/cgi/content/abstract/13/5_suppl_1/S84

EMS CFR systems
http://www.cob.org/features/2005-04-08-ems-changes.htm

Hotzolah
http://www.hotzolahems.org/hatzolahs.html

http://www.hatzolahw.org/

MetroCare
http://www.metrocareems.com/index.html

Yamel Marino
http://www.defrance.org/wtc/Yamel.htm

http://www.september11victims.com/september11victims/VictimInfo.asp?ID=1872

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*Joseph Cahill has served as a line paramedic for over ten years in The South Bronx and North Philadelphia. He was awarded the distinguished service medal and seven pre-hospital "saves" ribbons from NYC*EMS and FDNY as well as a unit citation from the Philadelphia Fire Department, and has received both the 100-Year Association's award for "Outstanding Service to New York City" as well as the World Trade Center Survivor's Ribbon (two bronze stars).*

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The Highway Watch Program

Homeland Security on the Open Road!

By Joseph DiRenzo III and Christopher Doane, Transportation

It is estimated that there are over four million miles of public highways and roads within the continental United States and that commercial trucks carry 68.9 percent of the tonnage transported over those roads. These two figures mean that at any given time there are a huge number of trucks (and commercial buses) on the road all over the country.

From Seattle to Miami, and all points in between, commercial vehicles seem to be everywhere as they move the raw materials and manufactured goods that drive the nation's high-powered economic engine. It has not always been recognized, but those trucks and buses, and the professional drivers who operate them, also give the U.S. homeland-security community a unique force multiplier – eyes and ears seemingly everywhere – as well as the communications capability needed to report not only accidents, breakdowns, and traffic hazards, but also other matters of major public concern, including incidents and events in the homeland-defense arena.

Enter America's Highway Watch

Recognizing that this premium combination of capabilities can be used for the public good, the Department of Homeland Security's Transportation Security Administration (TSA) and the American Trucking Association (ATA) have established what is called the "Highway Watch" program, an innovative effort that leverages not only the mobility of commercial vehicles and the keen on-road situational awareness of professional truck and bus drivers but also the complementary capabilities of transportation infrastructure workers, such as those involved in bridge construction, by combining their professional assets with a central reporting protocol that can be accessed by the law-enforcement officials responsible for acting upon the information provided by the Highway Watch "Irregulars," as they might be called.

The principal focus of the program is on the development and use of the bonus professional assets made available through Highway Watch to upgrade the nation's homeland security awareness in general. Those same assets, of course, can just as easily be used for other purposes – to ameliorate highway-safety problems, for example, by the reporting of reckless or impaired drivers, or the relaying of information about cars, trucks, or other vehicles that appear to have been stranded.

When one considers the almost unbelievable number of commercial trucks and buses that are on the road at any given time on major Interstate highways throughout the country – I-95 on the East Coast, for example, or the fabled Route 66, or I-5 – and that could respond quickly and precisely to a BOLO (Be on the Lookout) message from a law-enforcement agency, it quickly becomes obvious that the potential benefits of this previously untapped national resource could be of tremendous magnitude. And that is true whether the BOLO message is about a terrorist activity or an abducted child.

Three Phases And a Telephone Number

The program, which is 100 percent voluntary, is broken down into three phases. First, a professional truck or bus driver, or anyone else actively involved in the nation's surface transportation system, volunteers to participate in the program and, after doing so, receives a special identification number which he or she will be asked to use when reporting information. Second, the volunteer is then enrolled in a comprehensive security and safety training program, which covers a wide range of relevant topics ranging from recognizing the indicators of terrorism activity to specific guidance on what to do if the trainee comes across a traffic accident. Additionally, specific private-sector organizations involved in the program are developing specific modules of other information that truck and bus drivers from their own sector can use to enhance the baseline training.

The third phase of the Highway Watch program involves training on the reporting procedures to be used when communicating with the Highway Information Sharing and Analysis Center – also known as the Highway ISAC, which serves as an initial communications and analysis node. Its principal purpose, as described by Highway Watch officials, is to provide close coordination between the Department of Homeland Security (DHS) and the nation's intelligence and law-enforcement agencies, usually working through a "nationwide team of well trained and experienced transportation-security professionals" who are collectively detecting, assessing, reporting, processing, analyzing, and responding to situations that might pose a threat to the nation's homeland security.

> ***Those same assets can be used to ameliorate highway-safety problems by the reporting of information about cars, trucks, or other vehicles that appear to have been stranded.***

The Highway Watch program has been enthusiastically endorsed by several major agencies and organizations. In March 2006, for example, the Massachusetts Bay Transportation Authority (MBTA) provided Highway Watch training to every one of its employees. In addition, a strategic alliance has recently been established between Highway Watch and the Emergency Management and Response Information Sharing and Analysis Center (EMR-ISAC). Other public/private-sector cooperative efforts are in the planning stages.

Program officials said that professional drivers and/or truck or bus companies interested in joining, or simply in learning more about the Highway Watch program, should call (866) 821-3444.

Joseph DiRenzo III (pictured) and Christopher Doane are retired Coast Guard officers, visiting fellows at the Joint Forces Staff College in Norfolk, Va., and frequent contributors to DomPrep Journal.

Special Industry Report: Bio-Preparedness

Pandemic Preparedness: The Driver for Most Suppliers

By John F. Morton, Managing Editor

Over the last year, the nation's domestic-preparedness community has been increasing and expanding its focus on pandemic planning and preparedness. Local, state, and federal officials generally agree that an all-hazards approach is best, both in terms of organization and resource management. Ideally, political jurisdictions and procurement authorities leverage what they spend with regard to pandemic preparedness to meet not only bio-terrorist response requirements but also those addressing the whole range of CBRNE (chemical, biological, radiological, nuclear, explosive) threats.

Many private-sector suppliers are following suit and see the specific bio-preparedness requirement as expanding compared to other CBRNE requirements, albeit with different emphases. Base-X Inc., for example, a supplier of emergency-response infrastructure systems for homeland security and disaster planning, includes bio-preparedness in any mass-casualty response system, says Brian Dearing, the Base-X vice president for business development and government relations. "Bio-preparedness and public safety go hand-in-hand," he said.

DuPont is another company emphasizing bio-preparedness rather than pandemic preparedness – but without neglecting the latter. The company has had a global team in place for 18 months to study the impact that a pandemic would have on its operations and to create a viable response and preparedness plan. "DuPont has expanded its core product offering to help protect first responders and first receivers against the emerging threat of pandemics," says Jeff Jung, DuPont's North American marketing manager for government. "We put our knowledge and science to work to help prevent and contain the spread of diseases through our disinfectants and protective-apparel offerings."

DuPont is now broadly offering its easy-to-use DuPont Biosecurity Kits to help reduce the exposure to and spread of viruses both on commercial farms and at worksites. Among the primary "tools" in the kits are RelyOn™ (to help protect against bloodborne pathogens and other viruses), Tyvek® dry particulate (for splash protection), and Tychem® chemical protective garments. "DuPont Biosecurity Kits," says Jung, " … [also] will be distributed to our employees in the event of a pandemic, and are now available commercially."

This farm worker is wearing the DuPont(TM) Tyvek(R) coverall and DuPont(TM) Tychem(R) QC apron. By wearing this disposable protective clothing, the farm worker can safely remove his coveralls before moving on to the next farm.

Traditional chemical and industrial detector designers and manufacturers such as PROENGIN Inc. also see the specific bio-preparedness requirement expanding relative to other CBRNE requirements. PROENGIN is the provider of the Biological Alarm Monitor (MAB), developed for use as a fixed bio-detector for screening at airports, secure facilities, and similar uses. The firm has applied a chemical-detection technology, flame-emission spectrophotometry, to its bio-detection systems to detect the chemical constituents of a biological agent present in the air. "Flame spectrophotometry," says Mark Reuther, PROENGIN general manager, "is a long-term, proven technology in detecting basic elements in real time. Combined with the known ratios of given base elements of known biological-warfare organisms, flame spectrophotometry greatly reduces the number of false alarms caused by current technology."

PROENGIN's MAB is designed for continuous operation, so sounds an immediate alarm as soon as a biological- or aerosol-type of change occurs in the atmospheric "background noise." Simply stated, the MAB eliminates the false-positive detections caused by dust, industrial pollution, and/or pollens. "Dust, industrial pollution, and pollens," says Reuther, "either are outside of the MAB's detection parameters, two to ten microns, or emit light signatures far greater than [those emitted by] known biological-warfare organisms and thus eliminated from the detection scenario.

"Agents such as anthrax or ricin," he continued, "introduced into an environment such as ATL [Atlanta International Airport] or the international headquarters of AIG [American International Group Inc., the insurance and financial services company], can be detected by placing MABs in or around the general screening area for [the detection of] weapons and explosives, or within the environmental system, whether AC [air conditioning] or heat. The exception at this time would be a virus such as smallpox below the current detection size."

PROENGIN is currently working on short-term goals for classification and long-term goals to identify known biological organisms in real time, says Reuther. "A combined biological-chemical-toxological industrial material detection system based on PROENGIN's current technology is the ultimate goal," he said.

Base-X trains with Homeland Security personnel during a demonstration and drill.

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DuPont's numerous products were designed to help protect firefighters, law-enforcement and hazmat personnel, emergency medical workers, and members of the U.S. military. Among the more prominent of those products, in addition to those mentioned earlier, are Kevlar® brand fiber (designed for use in bullet-resistant vests and firefighter turnout gear) and Nomex® brand fiber (also used in the firefighter turnout gear).

DuPont has a number of other new technologies for chem/bio protection in the pipeline that soon will be available to provide additional protection for homeland-security workers. "We've recently developed a garment called Tychem® ThermoPro," says DuPont's Jeff Jung, "for use by hazmat and law-enforcement personnel that, for the first time, combines chemical and biological protection with flash-fire protection. We're also creating technologies that combine lightweight, breathable chem/bio protection

PROENGIN MAB portable Biological Alarm Monitor is designed for continuous operation to give an immediate alarm as soon as biological - or aerosol-type change occurs in the atmospheric background noise.

to make first responders more comfortable and effective in their jobs."

The mass-casualty aspect of bio-preparedness is what the providers of emergency-shelter system – Base-X and TVI, for example – are addressing, and requirements in this area are evolving rapidly. Base-X has responded by rolling out new and/or improved systems every three months or so. "We are working diligently to continue development on our Air Base-X shelters," says Mike Stolarz, manager of sales, "creating complexing options and modular functionality on these advanced inflatable structures to our existing [line of] folding-frame structures."

Base-X works closely with solution providers to answer the command-and-control interoperability questions raised by various agencies concerned – because of the problems encountered during the 9/11 and Katrina disasters – about their ability to communicate with one another during major incidents. "Those agencies," says Steve Douglas, the Base-X director for emergency response, "need to be able to access data [and] applications, communicate in real time from the field with each other, and centralize authority to a base of operations with a minimum of infrastructure and cost.

"In addition," he continued, "we are constantly exploring new applications as well for our facilities such as mobile morgue facilities, rest and recovery facilities for emergency responders, and similar products. What we may see over time is not necessarily an expansion of requirements," Douglas said, "but a development of specific protocols and perhaps a standardization of equipment or systems to deliver those solutions. I think the key is to anticipate what the situation may be so the protocol may be developed before it has to be implemented."

Base-X works through local agencies to run drills and to sponsor clinics and demonstrations designed to "beef up" preparedness by providing some direct experience for potential users. "We then partner in the sharing of that information in educational seminars, clinics, and conferences as the delivery method of those lessons learned," Douglas said.

"All of our applications – emergency operations centers, medical shelters/hospital surge capacity,

The TVI Mobile Hospital Surge System begins with versatility, as it can be deployed in different locations and climates around the contry. In the event of an incident, this multipurpose, multiplex structure can be utilized as a hospital, command center, barracks, or as a temporary shelter for victims.

isolation systems, decontamination systems, and mobility/support systems – are relevant to bio-preparedness," says sales manager, Mike Stolarz, "but we currently see a tremendous interest from customers for our medical surge facilities."

Base-X expeditionary facilities have applications beyond those specifically focused on bio-preparedness solutions. Because its shelters are multi-application by design, they not only will provide the capacity needed to cope with a major incident but can also can double to meet a community's immediate needs – e.g., for rural healthcare clinics or STiP (Stabilization and Treatment in Place) facilities used for mass gatherings.

Base-X works directly with its customers to design a structure or complex suitable to meet the specific needs of each customer, and also can help in acquiring the equipment needed for use in a particular structure, thus serving as a "one-stop-shop" business model. "We look for opportunities," says Douglas, "to provide … [a] complete turn-key solution wherever possible."

The TVI Corporation offers quick and easy-to-deploy, mobile, flexible configuration options – i.e., systems that incorporate features meeting some of the most critical requirements identified by health care emergency preparedness professionals for their surge hospital systems. The overall sense of urgency for the design and production of such systems has increased over the last year – partly because of the federal government's directive to the healthcare community to better prepare their hospitals to effectively respond to major public health emergencies.

Whether it be a natural disaster, therefore, such as Hurricane Katrina in 2005, a terrorist event, or the potential for a major flu pandemic, health care providers are aggressively pursuing solutions that can provide the alternative medical facilities to handle the temporary patient surge situation likely. It is estimated that, should a pandemic occur, thousands of people will self-refer themselves to their local hospitals, many of which are usually at or near their bed capacity on an everyday basis.

There are several solutions to this problem. Each community has to evaluate its own situation, of course, to determine what option or options would work best for that community's own environment. One solution is utilizing current public facilities already in place – e.g., schools, sports arenas, and libraries. However, using that solution could be very disruptive to the community in the long term, and might create a number of other problems as the community begins to heal – contamination of the facilities and/or excessive wear and tear on them are the most obvious of those problems.

Another and somewhat similar approach would be to "surge in place," which means, for practical purposes, expanding an already functional hospital facility to manage the surge. Unfortunately, as was demonstrated in the aftermath of Hurricane Katrina, these facilities themselves may have been damaged or contaminated by the event.

A third possible solution, which is growing in popularity within the healthcare community, is using rapid-deploy "portable" facilities, such as TVI Corporation's Mobile Surge Hospital Systems, which are not only simple to deploy but also very flexible in their configuration.

As the market leader in providing rapid-deploy shelters for many other purposes – including decontamination and command-and-control operations – to first receivers as well as first responders, it was only natural that TVI turned its attention and expertise to the design and production of mobile hospital systems as well. The result was the company's Mobile Surge Hospital System, a turn-key solution offering pneumatic and articulating shelter systems that, when deployed, serve as a fully functioning medical facility complete with power, power-distribution, HVAC, negative pressure isolation/filtration, floors, lighting, beds, and hospital furniture, as well as medical supplies and equipment. Each 20-bed module can be complexed together in a variety of configurations for use to meet a multitude of requirements.

A major additional advantage provided by use of these modules is that they deploy easily, with four people, in a matter of minutes. For planning as well as operational purposes, this means that the systems can be deployed almost anywhere, anytime. Moreover, when the event is over, the systems can be packed up, stored, and kept ready for the next event.

Whether homeland security professionals are talking personal protection, sensors or surge capacity, the mantra is all-hazards, both with respect to bio-preparedness and CBRNE preparedness generally. So, companies need to be aware that customers will want to leverage their bio-preparedness resources across the full spectrum of contingency applications – from pandemics to bioterrorism.

John F. Morton is managing editor at DomesticPreparedness and also serves as DomPrep's channel master for its twice-monthly interviews, which feature public and private-sector leaders in the homeland-security field. Since 1998, he has been working in the domestic preparedness/homeland security field as a conference director.

Wicked Problems, Virtuous Solutions

How to Design a Risk-Based Medical Facility

By Michael Allswede, Public Health

The federal statute that governs personal protective equipment (PPE), training, and the standards established for responding to and dealing with hazardous materials (HAZMAT) events is known as the "Hazardous Waste and Emergency Operations Standard" or "HAZWOPER." That standard – developed for the benefit of employers and employees involved in the response to such events – is used to define the previously vague and varying levels of PPE gear, training, and operational standards that are both expected and required. In short, HAZWOPER was written to provide a uniform standard for training and equipment that can and should be adhered to by fire services, hazardous materials companies, and other agencies and personnel operationally involved in the responses to HAZMAT events.

The underlying concept permeating the HAZWOPER standard is that *all* responder personnel should be trained in such a way that they can carry out their assigned duties without creating new dangers to themselves or to others. In that context, a so-called "wicked problem" is defined as one in which the only solutions available would create new problems or further complicate the initial problem. The strict application of HAZWOPER standards to the design, building, and operation of medical facilities falls under the definition of a wicked problem because medical personnel often cannot function fully and properly while wearing standard PPE gear but, *without* PPE, would be endangering both themselves and others.

Hospital personnel face a full set of such wicked problems, in fact. To begin with, their own frequently unique job skills do not always or readily adapt to a HAZMAT environment – and neither do the facilities within which they work. Prominent among the several wicked problems specific to medical facilities, and to medical staff, is one that has an obvious but perhaps costly solution – namely, the fact that HAZMAT suits are expensive and must be paid for from patient-care revenues. Because of continuing (and increasing) financial constraints, and without federal subsidies, most if not all of the nation's hospitals can afford PPE suits for only a subset of their employees. In addition:

- HAZMAT suits are difficult to don and doff without mishap, and it is close to impossible to carry out certain medical procedures – e.g., starting an IV – while wearing one.
- Should a HAZMAT event occur, decontamination would almost always have to be carried out by personnel on duty at the time of the event, which means: (a) a probable degrading, of unknown degree, of the medical staff available for post-decontamination duties; and (b) a requirement that the remaining staff be that much more efficient – but its efficiency would be impaired by the requirement to wear HAZMAT suits.
- Within the hospital staff, there frequently are some individuals who may be well qualified professionally but are hampered by varying disabilities and/or physical handicaps that preclude the wearing of standard PPE gear. Some of these personnel may be in leadership positions.

A New Paradigm For Wicked Problems?

The wicked problems mentioned above are strong indicators that untrained personnel and under-equipped hospitals are likely to fail in varying degrees in their respective responses to a medium-sized or larger HAZMAT event. The inability to function without hazard would place medical personnel in a dangerous position when receiving contaminated casualties during the response to an event, if only because of the possibility of a cross-contamination affecting themselves, their facility, and the other patients at the facility. To contaminate the hospital and sicken the medical staff means that they would have become secondary victims of the event.

To solve this particular type of wicked problem requires, perhaps, an additional set of standards that can be used not only to guide medical-facility responses but also takes into account the needed skills and operations necessary to carry out certain medical procedures – the safe resuscitation of a contaminated victim, for example.

The development of recommendations for hospital PPE devices and associated standards depends primarily upon four basic considerations. More specifically, the devices, training, and standards established must:

1. Provide a clear safety benefit to the user;
2. Be affordable and achievable for widespread hospital acquisition and use;
3. Be user-friendly and not significantly degrade workplace performance; and,
4. Be capable of being implemented in ways that do not impose additional compliance-maintenance burdens on the hospital.

There are no devices, training, or standards that fit all of the requirements stated above. Moreover, the development of recommendations regarding how much personal protective gear and training are required, and what new or different standards are needed, will depend on a complete understanding of the various risks and benefits involved.

Understanding Hospital Facility Risk Factors

As a first step in developing such recommendations, an overview of current hospital risk features and workplace "niches" must be developed. To begin with, not all personnel working in the same facility face the same risks. Moreover, different hospital designs and/or modes of operation can and do alter the workplace-exposure risk. For example; a hospital can stop or greatly reduce interior contamination by closely controlling the facility's heating and ventilation system and/or by altering the ventilation systems to the decontamination and treatment areas.

The underlying concept is that all responder personnel should be trained in such a way that they can carry out their assigned duties without creating new dangers to themselves or to others

The net effect of stopping ventilation at the point of entry might be to *increase* contamination at that point, but *decrease* facility-wide contamination. An understanding of the airflow within a facility would be necessary in any case for the development of recommendations for the wearing of protective gear and the setting of various other standards.

There is considerable evidence to suggest that, for various reasons, the full range of medical-facility features that contribute to the risk of cross contamination and/or the spread of infectious disease has not generally been included in disaster planning for hospitals and other medical facilities. For example, multi-story facilities fully equipped with HVAC systems probably have different airflow characteristics than those typical of single-story facilities without HVAC systems.

How a facility's features are used or configured also matters, for a number of reasons. Elevators that move columns of air within a structure can be stopped or slowed, for example. In addition, windows can be closed or opened, and the airflow *within* most HVAC systems can be stopped, reversed, or increased. Here, *fixed* hospital-risk features are defined as the basic structure and construction of the facility, which cannot be changed without reconstruction, and *variable* hospital-risk features are those features that move potentially contaminated air – but also can be modified in response to a threat.

An understanding of the operational implications flowing from the fixed-risk rather than variable-risk characteristics of different facilities can be a significant factor in determining how to improve and upgrade hospital safety and to recommend training, equipment, and operating standards for the same facility.

Risk Factors Related To Contaminated Victims

Although there are literally thousands of chemicals, radiological isotopes, and infectious hazards that must be (and are) dealt with every day, it can be safely assumed that, in most if not all situations, the risk of contaminating a specific healthcare facility and its staff would be less than the risk encountered by response personnel working at the primary HAZMAT site. Two additional "safe" assumptions are: (1) that if a victim is still alive, it is probable that the contamination encountered on that victim will be less toxic than it would be if he or she were not alive; and (2) that any *decontamination* of victims – either that occurs at the scene of the incident or in the medical facility – will further reduce the risk of cross-contamination.

If these assumptions are correct, there is an obvious opportunity to establish new PPE gear standards that would be optimized more to carry out safe and efficient medical functions than to provide maximum protection for the wearer of the PPE gear (total protection still would be needed, though). For the personal protective gear now available to be made

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more useful would require the alteration or fine-tuning of a few design characteristics – to include a greater degree of fine motor activity, for example, improve both visual and auditory acuity, and accommodate the reality of multiple body types and physical conditions likely on most medical staffs.

Here, another safe assumption can be ventured: The design of affordable and medical–facility risk-based PPE will permit medical personnel to perform their jobs with greater efficiency and safety – and that would be a clear benefit not only to themselves but also to the victims of a HAZMAT event under their care. Clearly, though, the design of these new devices and garments would have to take into consideration representative threat agents of known volatility and the penetration rates expected at lower concentrations.

A Need to Focus on the Future

To summarize: By understanding the dangers posed by the fixed- and variable-risk features of a medical facility structure, the safest possible environment can be configured: (1) by clearly designating "contaminated" HVAC zones, hallways, and elevators; and (2) by preserving the "clean" areas in their present condition. The risk in contaminated areas can be estimated by using low levels of representative agents of known volatility and penetration rates, following which a viable PPE strategy can be devised.

Moreover, if new PPE devices and garments are designed in such a way that they may be worn in an intuitive manner, training costs can be significantly reduced and additional medical volunteers can be accommodated without the need for lengthy HAZWOPER training (or retraining).

However, it is worth repeating that attempts to adapt existing HAZWOPER PPE devices, training, and standards to current medical facilities and personnel would in all likelihood fail, if only because of the transient nature of nursing and professional staff, the reduced ability to perform certain job functions, and – for most medical facilities – the lack of sufficient funds both to purchase the devices needed and to pay for the training that also would be required.

For a medical system to function without creating new hazards for its own personnel, and existing patients, the risks of contamination must be fully assessed and understood – and then balanced against the affordability and functionality of the various PPE devices and strategies available. To proceed on any other basis might well doom the entire medical system to failure at the time it is most needed.

Dr. Michael Allswede is director of the Strategic Medical Intelligence Project on ForensicEpidemiology and the creator of both the RaPiD-T Program and the Pittsburgh Matrix Program for hospital training and preparedness. He also has served on a number of expert national and international groups in the preparedness field.

Interview with Dr. Stephen Flynn: The Current State of U.S. Port Security

By Christopher Doane and Joseph DiRenzo III, Coast Guard

Dr. Stephen Flynn, a Jeane J. Kirkpatrick Senior Fellow for National Security Studies, is a widely recognized expert on maritime security who has participated in numerous television and radio discussions on terrorism/counterterrorism and various related topics, and also has testified before Congress on the same subjects. His first book, America the Vulnerable*, alerted Americans to the ease with which shipping containers could be exploited by terrorists seeking to smuggle weapons of mass destruction into the country. Flynn's recently published second book, Edge of Disaster, takes an even broader look at the nation's vulnerability to terrorism. The authors spoke with Flynn to get his perspective into the current state of port security in the United States.*

Dr. Flynn, you have done a tremendous amount of speaking and writing about various port and container security issues and the overall state of maritime security throughout the world. With the anniversaries of the International Maritime Organization's International Ship and Port Facility Security Code and the U.S. Maritime Transportation Security Act (MTSA) both approaching, how do you assess the progress made?

Dr. Flynn: There is little question that there has been progress, but the U.S. government should be resisting the temptation to self-congratulate itself on what it has achieved. Port security has been neglected for decades and the intermodal transportation industry grew into the potent economic force it is today by treating security as an afterthought – at best. What Washington has been able to put together since 9/11 is essentially the Beta version of a port-security regime with lots of bugs still to be worked out. More than five years after 9/11 we should be at version 2.0 or 3.0.

As a follow-up to the first question, the United States has two omnibus laws that address port and container security, MTSA and the newest one – the SAFE Ports Act. These are comprehensive laws, but are they enough – and, if they are not, what in your opinion should the next major maritime law address, who or what agency should enforce it, and who should pay for it?

Dr. Flynn: Both laws provide a skeletal framework for a port-security regime, without actually providing any muscle. This is because the Bush Administration and the U.S. Congress have consistently tripped themselves up on the federalism issue. Ports in the United States have always been managed at the state and local levels even though our largest ports are truly critical *national* security assets. The White House has been reluctant to set and fund real and measurable port-security standards – both for philosophical reasons – it believes in devolving power to the states – and for budgetary reasons – if it sets minimum security standards, the states will push back and insist that Washington bankroll the costs of satisfying those standards.

On the container-security issue, the Department of Homeland Security and the U.S. Congress have been struggling unsuccessfully with the fact that the intermodal transportation system is a complex global network whose ownership and operation lies largely in the hands of foreign companies. The challenge is how to work this as a global issue and to identify meaningful incentives to get the relevant stakeholders to embrace them, even when they lie outside our legal jurisdiction.

You have spent a lot of time overseas, both in Europe and in the Far East. Are these other areas of the world taking a different approach to addressing maritime risk, and the introduction of a truly global maritime-security regime?

Dr. Flynn: The first thing that you recognize upon visiting major overseas ports like Hong Kong and Rotterdam is that the United States no longer has world-class ports. Many of our ports are little better

> ***"The first thing that you recognize upon visiting major overseas ports like Hong Kong and Rotterdam is that the United States no longer has world-class ports."***

than what you find in the developing world. Everyone puts up with this because we are still the world's wealthiest market, so the global transportation industry holds its nose, and copes.

One lesson that becomes obvious when you visit a world-class port is that security and efficiency is not a "trade-off" or balancing-act issue. The more efficient a port is, the easier it is to secure. The key is a willingness to integrate technology and security measures into the normal operation of a port facility.

For instance, the largest container terminal in Rotterdam is fully automated. The only people in the yard are in the gantry cranes loading or off-loading the vessel and those driving the trucks dropping off or receiving containers. There is virtually no opportunity for mischief inside the terminal because there is no reason for people to be near the stacks of boxes. The average truck spends only thirty minutes in the terminal. If the driver spends too much time getting to where he is supposed to go, the exit gate won't open until the terminal determines whether there was a legitimate … [reason] for the delay.

At the macro level, I have yet to find a major overseas port authority, terminal operator, or ocean carrier who does not acknowledge the vulnerability of the system and the importance of treating security as an imperative. They all recognize that this must be addressed as a global issue. Sadly, the biggest barrier to progress has been the lack of coherence and emphasis that the U.S. government has been assigning to port and container security. It is hard to credibly insist on greater vigilance on the part of our trade partners when we still have not figured out how to issue transportation worker identification cards in our own ports.

Earlier this year you wrote a widely circulated essay entitled "The Brittle Superpower" in the book *Seeds of Disaster* [Cambridge University Press, 2006]. In it you wrote that the 9/11 attacks "created a general sense among public and private-sector players that the security imperative requires far more attention than it is receiving. But the reality is that there still remain disincentives for the private sector to cooperate with government entities on this agenda." What would you recommend be done to enhance greater private and public cooperation on security?

Dr. Flynn: Incentives involve both carrots and sticks. The easiest way to engender cooperation is with carrots such as tax incentives, better government services for those with high compliance rates, and outright grants. But the stick of setting standards and enforcing them is vital for the market as well. This is because no company is willing to raise its cost of doing business by investing in security measures that will protect only its portion of the network, while its competitors leave the rest of the network exposed.

The transportation industry lives and dies by standards. Equipment and processes must be harmonized for the global logistics system to work. In the absence of common security standards that are advanced by governments with a mix of carrots and sticks, the private-sector companies will make only token efforts to lower their liability exposure. At the end of the day, security is a public good. As such, it requires the government to be an active partner in advancing it.

During the 2006 U.S. Maritime Security Expo, held here in New York, you briefly discussed the February 2007 release of your new Random House book *Edge of Disaster*, which explains how and why America must be more resilient in the face of both natural disasters and terrorist attacks. Can you tell us a bit more about the book, and the message that you hope it conveys to your readers – ranging from national decision makers to average Americans?

Dr. Flynn: The central message of the book is that we should move away from a myopic focus of trying to secure ourselves from every conceivable terrorist threat. Instead, we should emphasize improving our resiliency in the face of a broad range of threats – acts of God as well as acts of men.

At the end of the day, the biggest danger posed by terrorism is not what terrorists do to us, but what we do to ourselves when we are spooked. The less resilient we are as a society, the more likely we are to overreact. The more resilient we are, the less attractive of a target we present for would-be terrorists. Resiliency also provides the added benefit of making sure that we are able to bounce back from the inevitable natural disasters that are heading our way.

Thank you, Dr. Flynn.

Christopher Doane (pictured) and Joseph DiRenzo III are retired Coast Guard Officers, visiting fellows at the Joint Forces Staff College in Norfolk, Va., and frequent contributors to DomPrep Journal.

Command Profile

Strengthening the U.S. Army's Helping-Hand Agency

By Brent C. Bankus, DOD

In today's volatile, uncertain, challenging, and ambiguous political and military environment, the U.S. first-responder community is being assisted by a key Department of Defense (DOD) homeland-security asset: the U.S. Army's 20th Support Command CBRNE (Chemical, Biological, Radiological, Nuclear, Explosives). The support provided is designed to help state and local first-responder agencies in situations ranging from natural or manmade disasters to what are called National Special Security Events – e.g., presidential conventions and inaugurations, World Trade Organization meetings, and the International Olympics.

The DOD support for the Department of Homeland Security (DHS) and the nation's first-responder community in general is authorized under the National Response Plan (NRP). Under that plan, requests for DOD assets and capabilities are assessed in the context of a number of relevant factors – the availability of various specialized operating units, for example, and the appropriateness of their use to support a specific event. For practical purposes, DOD prefers requests to identify a *capability* rather than a specific unit (some units simply may not be available at any given time, but DOD might be able to provide the same capability by using other assets).

The process for requesting DOD capabilities, such as those provided by the 20th Support Command, to support the response to a presidentially declared disaster and/or to assist in coping with a terrorist incident usually runs more or less as follows:

1. The incident commander determines that a certain support capability is required but is not available locally;

2. A support request is submitted to the appropriate *state* emergency management agency to determine if the support can be provided by state or local assets or may be available from other states – perhaps through Emergency Management Assistance Compacts (EMACs);

3. If the support requirement cannot be met within the state it is forwarded, as expeditiously as possible, to the Federal Emergency Management Agency (FEMA);

4. FEMA determines whether the requirement can be met within the federal structure – and, if so, takes the next step in the process – i.e., generating a support request to the DOD representative assigned to an appropriate Joint Field Office (JFO);

5. Finally, assuming that all legal and jurisdictional requirements have been followed, the request is forwarded to the U.S. Northern Command (NORTHCOM), which makes its own evaluation of

the request and, if the support request meets the criteria postulated, determines the availability of various military units considered to be capable of providing the support. If and when required, an affirmative decision is obtained from the Office of the Secretary of Defense and the unit or units designated are tasked to provide the support.

Inaugurations and Anthrax Letters

Among the prime examples of previous support missions carried out by units of the 20th Support Command are the deployment of explosive ordnance detachments (EODs) to assist in the 2001 and 2005 presidential Inaugurations and the Salt Lake City Winter Olympics in 2002. The command also provided a team from the 22nd Chemical Battalion (Technical Escort) to support inspection and decontamination operations when anthrax-laden letters were received at the Senate Office Building in October 2001.

A major command of the U.S. Army's Forces Command (FORSCOM), headquartered at Fort McPherson, Ga., the 20th was officially established on 16 October 2004. Previously, the Army's CBRNE assets were under the jurisdiction of the U.S. Army Material Command, but were not as well or totally integrated or coordinated as they are under the 20th Support Command.

After all of the command's subordinate units have been fully fielded several truly national support capabilities will be available through deployment of, among other units, the 71st Ordnance Group, the 48th Chemical Brigade, and the 111th Ordnance Group (Army National Guard). All are EOD units except the 48th Chemical Brigade.

The mission statement approved for the 20th outlines the command's operational mandates and states, "The 20th Support Command (CBRNE) integrates, coordinates, deploys, and provides trained and ready forces, and is prepared to exercise command and control of full-spectrum CBRNE operations to Joint and Army force commanders."

A Broad Spectrum of Missions

The 20th maintains technical links with appropriate joint, federal, and state CBRNE assets – and with a number of research, development, and technical commands and agencies – to ensure that the Army's CBRNE-response units are always ready. The command also provides training for and readiness oversight of the 111th Ordnance Group (EOD), a National Guard asset.

The 1996 legislation also directed DOD to help other federal, state, and local agencies in enhancing preparedness for terrorist attacks involving the possible use of weapons of mass destruction.

The command's assigned tasks and specific mission capabilities fall into a number of "umbrella" categories, including but not necessarily limited to the following: advice and consultation; incident management; sampling, detection, and monitoring; limited decontamination; packaging; escort; "Render-Safe" procedures; elimination; disablement; and analysis.

One of the command's better known units is the 22nd Chemical Battalion (Technical Escort), formerly the U.S. Army Technical Escort Unit (USATEU), which has a distinguished operational history dating back to the pre-World War II era. Support to civil authorities was officially added to the command's Mission Essential Task List (METL) in 1996, when Congress passed Public Law 104-201 and the president later released Presidential Decision Directives (PDDs) 39 and 62. The TEU was used to aid in the establishment of a domestic-preparedness training program, which helped develop a "train-the-trainer" program designed to assist emergency responders in many large metropolitan areas.

An Abrupt Recognition Of Disturbing Realities

The 1996 legislation also directed DOD to help other federal, state, and local agencies in enhancing preparedness for terrorist attacks involving the possible use

of weapons of mass destruction (WMDs). More specifically, P.L. 104-201 spells out in detail the types and quantity of DOD support for national-defense operations countering weapons of mass destruction; PDD 39 defines policies related to the federal response to threats or acts of terrorism involving nuclear, biological, and/or chemical materials; and PDD 62 outlines and fixes responsibilities spelled out under the lengthy and somewhat unwieldy title U.S. Protection Against Unconventional Threats to the Homeland and Americans Overseas.

After the terrorist attacks of 11 September 2001 several relevant facts became painfully evident. First, that local emergencies can become national emergencies in very short order. Second, that the federal response to large-scale emergencies had to be much better coordinated than it was at the time of the 9/11 attacks. Third, that that same federal response – in particular, the capabilities provided by DOD assets – would have to be robust, available on short or no notice, and designed to routinely work with state and local first-responder assets to ensure a more effective response in times of future disasters and/or in support of special events.

The U.S. Army's establishment and continued strengthening of the 20th Support Command CBRNE represents an important common-sense step forward in supporting not only the nation's armed services but also *all* agencies, public and private, uniformed and civilian, of the greater U.S. first-responder community.

For additional information about the 20th Support Command refer to the unit website at http://www.cbrne.army.mil/.

Note: Although the preceding article was drafted through the author's research, using both official and unofficial information sources, it does not necessarily represent the official position of the U.S. Army or the U.S. Department of Defense.

Brent C. Bankus retired as a promotable Lieutenant Colonel from the Army National Guard Active Guard Reserve Program with over 25 years service. His military career, beginning in 1979 as an Armor/Cavalry officer, encompassed command and staff positions in the U.S. Army, Army National Guard, and the Army Reserve.

Commentary and Analysis

The Highest Priority on the National-Security Agenda

By James D. Hessman, Editor in Chief

The 9 January House passage of legislation to implement most if not quite all of the remaining homeland-security proposals recommended by the "9/11 Commission" was politically meaningful in several respects. But many of the proposals are likely to be changed significantly before being enacted into law, and both Congress and the administration will be hard-pressed to find the money needed to fully fund the proposals that have not yet been carried out.

The fact that the 9/11 recommendations received such a high, and early, priority from the House's new Democratic leadership was an encouraging sign that homeland defense will receive greater and more positive attention from Congress for the foreseeable future than it has in the recent past. Moreover, the fact that scores of Republicans voted with the Democratic majority was a hopeful indication that future implementing legislation is likely not only to receive bipartisan support in the House but also to be approved by the Senate as well.

On the other hand, many of the commission's proposals that have not yet been implemented were put on hold for substantive political and/or practical reasons that are still valid. In its official "Final Report," for example, issued four months prior to the 2004 national elections, the commission strongly recommended that several common-sense steps be taken to reduce the flow of illegal immigrants into the United States. Seventeen months later (on 5 December 2005) the commission members released an unofficial follow-up report pointing out that not one of its five border-security recommendations had been fully implemented to the degree needed to stop, much less reverse, the entry of "undocumented" foreigners into the United States.

The second warning helped to publicize the problem, but had little practical effect. Both parties were divided internally between those who wanted a strong and fairly comprehensive immigration reform bill and those who insisted that provisions for "amnesty" and/or eventual citizenship be included for illegal immigrants already resident in the United States. President Bush did not use the word "amnesty" per se, but his several public statements on the subject seemed to lean toward a softer rather than harsher approach.

> ***Whether the new Democratic leaders will score higher than their GOP predecessors could be a major talking point during the 2008 presidential and congressional elections***

The commission's unofficial December 2005 report also included a helpful but politically embarrassing "score card" that noted a few "positive changes" – the appointment of a director of national intelligence, for example, and the establishment of a National Counterterrorism Center – but also assigned failing or near-failing grades in other areas of homeland defense on which the commission had held public hearings throughout the country. The panel's recommendation to "improve airline passenger pre-screening" received a failing grade, for example. So did the commission's recommendations to "declassify" the "overall intelligence budget," to develop and implement "coalition

standards for terrorist detention" and to "allocate homeland-security funds" through use of a "risk-based" approach.

The report card, which deplored "the lack of urgency" evidenced by the lack of progress in "fixing" the numerous problems the panel had addressed, accused (by implication) Congress as well as the president of jeopardizing the reforms needed because of their own "inertia and complacency." Congress was controlled at that time by the Republican Party, of course. Whether the new Democratic leaders will score higher than their GOP predecessors could be a major talking point during the 2008 presidential and congressional elections.

It could be that neither Congress, nor the president, nor the American people themselves, will have the final say on the subject. Collectively, albeit unwillingly, they might abdicate that responsibility to terrorists. That at least is the clear implication of the strongest language the members of the 9/11 Commission used in their December 2005 report: "Preventing terrorists from gaining access to weapons of mass destruction [WMDs] must be elevated above all other problems of national security."

Both on the score card and in its official Final Report, the commission called for "a maximum effort" to counter the WMD threat, and asserted that, because of "the potential for catastrophic destruction," there is "simply no higher priority on the national-security agenda." Regrettably, the actions taken by Congress and the president up to December 2005, Commission Chairman Thomas H. Kean and Vice Chair Lee H. Hamilton said, "fall far short of what we need to do."

Whether or not the House passage on Tuesday 9 January 2007 of the "implementation" bill signals the start of a new era of vigorous legislative activity in the field of homeland security has yet to be determined – but the answer will be of transcendent importance to all of the American people.

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

Washington D.C., Iowa, California, and Oregon

By Adam McLaughlin, State Homeland News

Washington D.C. Includes Pets in Disaster Planning

In late December, emergency management and health officials in Washington, D.C., signed a plan that puts the District in an elite class among jurisdictions across the country – i.e., the cities and counties that have formally adopted plans to include provisions for the rescue and care of pets in their disaster plans.

The District of Columbia Department of Health led the effort, working with the D.C. Emergency Management Agency and the Humane Society of the United States (HSUS), which strongly endorsed the District's plan. The signing comes two months after President Bush approved legislation that requires states and local governments to draw up plans to include provisions for pets in their disaster plans.

A poll conducted by Zogby International following Hurricane Katrina found that 61 percent of pet owners said they would not evacuate their homes prior to a potential disaster if they could not bring their pets with them. The majority of American households – an estimated 63 percent – have one or more pets.

"After Hurricane Katrina, many [Gulf Coast] residents would not evacuate because they could not take their pets," said Barbara Childs-Pair, director of the D.C. Emergency Management Agency. "This would not happen in the District of Columbia because we have plans in place that allow residents to shelter people with their pets. We also have a very good relationship between government agencies and those humane organizations like the HSUS that would assist us with animal protection and care."

The District's Department of Health oversees all aspects of animal sheltering, including the plans to make appropriate provisions for sheltering people with pets. The department's plans were successfully tested in 2005 when the District worked in close cooperation with the American Red Cross to accommodate the needs of Katrina evacuees who brought their pets with them to facilities in the District.

The Humane Society of the United States encourages families with pets to always be prepared for disaster to strike. "The District's plans are excellent," said Oliver Davidson, a senior disaster advisor to the HSUS, "and we commend them for including pets in disaster planning. But every household," he added, "should take responsibility for their own planning and not rely on government agencies for assistance in an emergency,"

Iowa Officials Address Continuity In Government Planning

Iowa lawmakers have been considering several emergency plans for reassembling the state's legislature should a terrorist attack or natural disaster make it impossible to meet in Des Moines, the Iowa capital. The governor of Iowa already has the authority to convene the legislature at a location outside Des Moines, designated the seat of government by the Iowa Constitution, "in times of pestilence or public danger." But no detailed plans have yet been approved for setting up the legislature in another of the state's major cities – Ames, for example, or Iowa City.

There also are some sobering "what if" questions that require answers. One example: What should be done if some legislators are killed or incapacitated? Another: What if there is a statewide epidemic that prevents legislators from coming together at a prearranged "temporary capital"? And a third: Should steps be taken now, before a major disaster occurs, to allow lawmakers to conduct the state's business electronically from their home communities? Those and a broad spectrum of similar questions are expected to be addressed during the 2007 legislative session, which starts on 8 January.

Fortunately, a committee exploring measures to ensure that the Iowa Legislature can quickly recuperate from a disaster already has recommended that House and Senate leaders look more closely into the security

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problems likely to develop in future times of disaster. "We need to be prepared," said Senate President Jack Kibbie, an Emmetsburg Democrat serving on the legislature's Continuity of Government Planning Committee. "One never knows when a catastrophe … [might] happen at the Capitol," said Sen. Larry McKibben, a Marshalltown Republican on the House-Senate panel.

Evacuation of the capitol building itself could be triggered by an explosion, the release of a hazardous chemical or biological agent, workplace violence – or during major storms, a fire, and/or a catastrophic utilities failure. In any or all of those situations, officials said, the essential functions of state government would be re-established at as-yet-undisclosed sites.

California
UCLA Develops First-Responder Database, Mapping System

A UCLA center is developing an online database and mapping system for first responders that will help them better address the needs of Los Angeles County's "vulnerable populations" in the event of a disaster, officials said last week in announcing the project.

The UCLA Center for Neighborhood Knowledge at the university's School of Public Affairs is using a $500,000 grant from the state Homeland Security Grants Program to develop the database, the officials said. The center "has been a leader in the use of digital mapping for the benefit of diverse communities," Alan Toy, the center's associate director, pointed out. "We are very pleased," he said, "to be working in partnership with the county and city of Los Angeles on this important project."

The Center for Neighborhood Knowledge will use GIS (geographic information systems) mapping and sophisticated database connectivity both to store and to share data with emergency managers and first responders, project officials said. Use of the mapping system, officially called the Los Angeles County Operational Area (LACOA) Specific Needs Awareness Plan (SNAP) – also described as SNAP Maps – requires that users voluntarily provide information on any special or specific assistance they would require in the event of a disaster.

Following that procedure, the officials said, will allow responders to plan for and accommodate the needs recommended if and when appropriate. Data-sharing protocols developed in cooperation with city and county agencies will allow information about the area's most vulnerable populations to be stored in secure environments, the officials also said, that will be made accessible to others only in the instance of life-threatening emergencies.

"This type of work, which combines information technology, urban planning, and organizational skills, and which can have real benefit for the community, is what our center thrives on," Toy commented. The database and maps are being designed primarily for use by the Los Angeles County Office of Emergency Management, but also will be available to the Los Angeles Mayor's Office, the county's Sheriff's Department, the Los Angeles Police Department, and city as well as county fire departments.

Oregon
Seaside Readies Tsunami Warning System

Residents of Seaside, a coastal Clatsop County community in the northwest corner of Oregon, recognize that if their city is flooded by a tsunami they might have to live for several weeks without their usual supplies of food, fuel, and other consumables and are making detailed plans to deal with such an emergency. Because most access to and egress from Seaside requires crossing over one or more of the city's 13 bridges, most residents might easily be cut off from the mainland for at least a few days after a tsunami, although some emergency help could arrive by air.

The city also could lose power for a month or more. Moreover, it could take several weeks to reopen some roads, because the state's largest city, Portland, would be given a higher priority for repairs and recovery.

The city is working on, among other things, the procurement of new warning sirens and an automated phone system (to give local residents emergency updates and instructions), the purchase of emergency supplies that could be stored in "evacuation caches," and the allocation of subsidies that could be used to buy household weather radios.

The new sirens, which will have a relatively broad range, will be used to broadcast important messages – such as, for example, whether the most recent siren alarm is a test or a warning of an actual emergency. The automated phone system also could be used to warn the public about a potential tsunami, fire evacuations, chemical spills, and/or other emergency conditions. Once installation is complete, the 9-1-1 dispatchers would activate the system to call all buildings within the affected area, using a recorded message to explain what is happening and what actions to take.

City Planner Kevin Cupples is following up the disaster purchases and installations by advising residents: (a) to have plans in place ahead of time – for family, work, and any place being visited; (b) to always carry an emergency kit in their car or cars; and (c) to be thoroughly familiar with the several possible evacuation routes that might have to be used. In addition, city officials have requested that residents walk rather than drive to high ground during a tsunami or even a tsunami drill. "Cars would clog the roads," Cupples said – in addition to which, he added, if there is a major or even mid-level earthquake in the area, "roads will probably be impassable."

Not all of the city's residents are in full agreement with the emergency plans already announced. Local geologist Tom Horning, for example, said he is concerned that too much effort is going into preparations for a tsunami that could be caused by a possibly distant event that would provide several hours of advance warning – time enough, in other words, to permit most of the city's residents to safely evacuate, he said. An earthquake relatively close to the city, though, could cause a tsunami to hit Seaside within 25 to 35 minutes, and perhaps sooner.

Horning said he does believe there should be more survival infrastructure available to deal with tourists as well as displaced local residents. "What do you do with 35,000 people who have lost their residences?" he asked. What is required, he said, answering his own question, is "a warehouse-sized facility. Even if you don't use it for 25 or 30 or 50 years, you will need it someday."

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

Roche

Is your state prepared for a PANDEMIC?

"The reality is, when it comes to a pandemic, we're overdue and underprepared," Leavitt told about 200 state, city and county leaders during the summit. "Anything you say before it happens seems like we're being alarmist. At the same time, anything you do after the fact seems inadequate."

– Idaho Pandemic Flu Summit, 3/06

US signs deal to stockpile anti–bird-flu drug

"Helping states develop their own medical stockpiles will facilitate quicker distribution of antiviral drugs in the event of a pandemic influenza outbreak," said U.S. HHS Secretary Mike Leavitt.

–San Francisco Chronicle, 7/1/06

"Any state, any community, or for that matter any citizen that failed to prepare, assuming the federal government will take care of them in a pandemic, they're wrong," Secretary Leavitt said.

– Minnesota History Center, St. Paul

For more information, please visit www.statepandemictoolkit.com